Communication Strategy
For
The Public Procurement Reform Project II (PPRP II)

July 2010

Central Procurement Technical Unit (CPTU)
IME Division, Ministry of Planning
Government of People's Republic of Bangladesh
Sher-e-Bangla Nagar, Agargaon, Dhaka.
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FOREWORD

In the age of a 'Global Village' there is no denying the fact that communication remains at the core of any development initiative. It is more so in the context of implementing reforms in the domain of public procurement. The Communication, Behavioral Change and Social Accountability, has therefore, been incorporated as an important component in the Public Procurement Reform Project-II.

Communication is a two-way process and its basic functions are to inform, educate, entertain and persuade. It is widely recognized that the stakeholders can extend their support to any reform process when they are informed and aware well of its importance and outcomes. Public procurement process in Bangladesh has come across some stages. The Public Procurement Act-2006 and the Public Procurement Rules-2008 came into effect on January 31, 2008. The Central Procurement Technical Unit (CPTU) within IME Division, Ministry of Planning, is entrusted under Section 67 of the Act with the responsibilities of carrying out the purposes of the law and the rules.

For better compliance, the procuring entities and the members of the bidding community need to know well the provisions of the act and rules. Different trainings are going on for that purpose. Media, civil society, public representatives are also stakeholders of public procurement. And as the users, the public also need to be informed about the importance and outcomes of public procurement.

The CPTU formed a communication team comprising the Individual Communication and Social Awareness Consultant (National) and the Bangladesh Center for Communication Programs (BCCP), appointed as the Social Awareness Campaign and Communication Consultant under the PPRP-II for that purpose.

This Communication Strategy has been developed on the basis of findings from two formative researches to address the gaps in knowing and understanding the PPA, PPR and other relevant issues of public procurement. It is true that communication cannot change any situation overnight, but it can help change mind-set of the stakeholders positively through certain interventions. To that end in view the strategy has set a goal and some objectives, and an implementation plan accordingly.

I believe the implementation of the strategy will pave the way for establishing a well-functioning public procurement system in Bangladesh. I would like to extend my sincere thanks to PMCs, TWGs and PISCs at the target agencies, colleagues at CPTU, IMED, Ministry of Planning, other government entities, consultants under PPRP-II and stakeholders in the public and the private sectors, and the World Bank for their cooperation in the process of formulating this Communication Strategy under PPRP-II.

Amulya Kumar Debnath
Director General
Central Procurement Technical Unit
Acknowledgements

The Public Procurement Reform Project-II has been undertaken by the Central Procurement Technical Unit (CPTU) of the Implementation Monitoring and Evaluation (IME) Division under the Ministry of Planning. As part of the Social Awareness Campaign and Communication (SACC) component of the project, Bangladesh Center for Communication Programs (BCCP) organized a strategy design workshop leading to the development of the Communication Strategy under the PPRP-II with substantial inputs from various members of relevant organizations.

BCCP would first like to express sincere gratitude to Amulya Kumar Debnath, Director General, CPTU, for his overall guidance in this collaborative effort. We are obliged to acknowledge the contributions in the form of inputs, suggestions and editorial support provided by Md Shafiu Alam, Communications and Social Awareness Consultant (National), PPRP-II, throughout the period of the formulation of this strategy. We are also indebted to officials of CPTU and all Consultants under PPRP-II, Representatives of Roads and Highways Department (RHD), Local Government Engineering Department (LGED), Rural Electrification Board (REB) and Bangladesh Water Development Board (BWDB) and media professionals for participating in the workshop and providing their valuable contributions in developing the concept of the strategy.

We are especially thankful to Representatives of the World Bank for their valuable inputs and support towards finalizing the strategy.

We would like to extend our gratitude and appreciation to all members of the Social Awareness Campaign and Communication Team of BCCP who provided continuous support in concluding the workshop and conceptualizing and drafting the strategy.

Finally, we would like to express our gratitude to each and every participant without whom our effort would not have been realized.

Mohammad Shahjahan
Director & CEO
BCCP
**Abbreviations**

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<tr>
<td>ADP</td>
<td>Annual Development Programs</td>
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<td>BCC</td>
<td>Behavior Change Communication</td>
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<td>BCCP</td>
<td>Bangladesh Center for Communication Programs</td>
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<td>BWDB</td>
<td>Bangladesh Water Development Board</td>
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<td>CBA</td>
<td>Communication Based Assessment</td>
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<td>CPTU</td>
<td>Central Procurement Technical Unit</td>
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<td>OR</td>
<td>Opinion Research</td>
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<td>CCI</td>
<td>Chamber of Commerce and Industries</td>
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<td>CO</td>
<td>Communication Objectives</td>
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<td>CMSD</td>
<td>Central Medical Store Department</td>
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<td>CPAR</td>
<td>Country Procurement Assessment Report</td>
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<td>EU</td>
<td>European Union</td>
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<td>e-GP</td>
<td>Electronic Government Procurement</td>
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<td>FSC</td>
<td>Future Search Conference</td>
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<td>IDA</td>
<td>International Development Association</td>
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<td>IGS</td>
<td>Institute of Governance Studies, BRAC University</td>
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<td>IMED</td>
<td>Implementation Monitoring and Evaluation Division</td>
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<td>LGED</td>
<td>Local Government Engineering Department</td>
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<td>MOP</td>
<td>Ministry of Planning</td>
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<td>PIO</td>
<td>Project Implementation Officer</td>
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<td>PP</td>
<td>Public Procurement Rules</td>
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<td>PPA</td>
<td>Public Procurement Act</td>
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<td>PPRP II</td>
<td>Public Procurement Reform Project II</td>
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<td>PRA</td>
<td>Participatory Rapid Appraisal</td>
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<td>REB</td>
<td>Rural Electrification Board</td>
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<td>RDC</td>
<td>Radio Commercial</td>
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<td>RHD</td>
<td>Roads and Highways Department</td>
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<td>SACC</td>
<td>Social Awareness Campaign and Communication</td>
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<td>SBD</td>
<td>Standard Bid Document</td>
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<td>TNA</td>
<td>Training Needs Assessment</td>
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<td>TOT</td>
<td>Training of the Trainers</td>
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<td>TVC</td>
<td>Television Commercial</td>
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<tr>
<td>UNO</td>
<td>United Nations Organization</td>
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EXECUTIVE SUMMARY

The purpose of this communication strategy is to provide systematic and coordinated support to Central Procurement Technical Unit (CPTU) through a comprehensive range of mutually reinforcing strategic communication interventions at both local and national levels targeting different stakeholders. The communication strategy document deals with communication, behavior change and social accountability, the fourth component of the Public Procurement Reform Project II (PPRP II) that aims to create greater public awareness about the importance of a well-functioning public procurement system by engaging civil society, think tanks, beneficiaries, and the private sector through social awareness and communication activities - broadly clustered in three areas - advocacy, capacity building and media campaign. The Bangladesh Center for Communication Programs (BCCP) is entrusted with the task of developing the communication strategy.

The communication strategy for PPRP II followed the "P-process" as a 'mainframe' to plan, design and implement the communication strategy. The exercise of the "P-process" starts with analysis of the current situation that is gleaned into findings for extensive inputs into second and third steps - Strategic design and Development and testing respectively. The strategic design is the main body of the process where clear communication objectives, channels, implementation plan and monitoring and evaluation plan are identified. Transforming data and facts into creative ideas for message and materials development is the third step which is Development and pretesting. The fourth step is Implementation and monitoring that follows the strategic design guideline when implementing the program. The process finally recommends for Evaluation and replanning of the program for learning or redesign.

The analysis of the two research findings and literature review found that Public Procurement Rules (PPR) is comparatively new in the area of public procurement issues and is yet to be popularized among various stakeholders. Some misconceptions and misinterpretations along with low awareness, prevail which create barriers to wider acceptability and practices of the rules. Both the studies show that stakeholders have mixed perceptions with regard to PPR. The analysis of the current situation findings revealed PPR to be unfamiliar, with little effort put into promote it as a means of ensuring good governance, perceived hard to comprehend and therefore avoided to overcoming hindrance to accept new behavior. The dialogues and discussions on PPR are found to be limited among the policymakers and some specific stakeholders. There are many evidences of good practices of compliance with PPR but unfortunately those are seldom highlighted and promoted properly and widely. To sum up it can be said that lack of adequate information and required knowledge is the main hindrance to popularizing PPR.

A communication strategy conceives, articulates, explains and promotes a vision or a well-defined goal which creates a consistent, unified "voice" that links diverse activities and objectives. The goal of the communication strategy is to popularize Public Procurement Rules (PPR) through capacity building, awareness raising and advocacy among the stakeholders and bring about a positive shift in their mindset to accept and follow reforms in public procurement. In order to meet the gaps between the goal of the communication strategy and the key constraints a set of communication objectives...
has been proposed to increase i) level of awareness about the importance of PPR and usefulness of social accountability mechanism; ii) level of accurate understanding about the rules and exceptions; iii) popularity of PPR as a means to establish good governance in public procurement; iv) number of good practices that are acknowledged and promoted; v) number of media professionals taking initiatives in upholding PPR and reform issues high on agenda; vi) number of stakeholders' who are committed to complying with PPR.

Considering the current situation and the objectives mentioned above multiple stakeholders will be addressed under the communication strategy as target audiences. A total of six categories of target audiences have been identified - Procuring Entities, Tenderers/bidders, Civil Society Members, Media Professionals, Gate Keepers (opinion leaders, community influential people, regulators, public representatives, policy makers) and general public.

The interventions described in key moves propose to expose to the target audience a blend of multiple media and channels with the themes/story lines punched with model behaviors in manners that attempt to overcome resistance to change and adopt appropriate behavior.

To address the issue strategically across all the audiences, the communication strategy uses the Communication Pathways Model which provides the conceptual framework for a comprehensive communication program that works at multiple levels. The pathways model supports that the behavior change process is associated with multiple factors and is not simple. Only one isolated or a stand alone intervention is not enough to bring about the desired changes. The factors identified in the Communication Pathways Model suggest that multidimensional communication initiatives are needed to bring about changes at the outcome level.

The pathways model suggested a three-pronged communication strategy which will lead to reaching the goal of the communication strategy for PPRP II. The three-prong strategy encompasses i) media campaign ii) capacity building and iii) advocacy. The strategy will be implemented over a period of two years as per the implementation plan.

A media campaign takes the opportunity of the forte of different media to inform, make aware and change behavior of the intended audiences over a period of time. PPR will be positioned in a way that it gives a meaning to the word appealing to the cross section of people in a positive tone: "PPR is a government document which prescribes rules for public procurement to ensure best use of public funds".

Media campaign messages will be designed ensuring 7 Cs of effective communication; command attention, cater to heart and head, clarify the message, communicate a benefit, create trust, call for action and consistency counts. The Design and Creative Team of BCCP will develop 'concepts' of messages and materials for each target audience and each of these being pre-tested among them for accuracy, clarity, benefit and fine-tuning of the messages and materials will ensure addressing specific target audience.

Enter-educate approach is a way of communicating with the audience to deliver pro-social educational message in an entertainment format to achieve development and social progress.
Enter-educate approach can also depict role model characters who demonstrate how the lives of people just like themselves can be positively changed and enable individuals to identify strongly with the depicted characters.

A combination of various media is proposed in the strategy to realize the communication objectives of the media campaign. The campaign will have two major components. The Agenda setting component for TV and radio will revolve around the message, "PPR ensures best use of public funds". The other component of the campaign termed "Thematic" will contain supportive and elaborate contents to provide detail information where production of a 6-episode Reality Show in the form of Television magazine program has been proposed.

The PPRP-II advocacy program would follow the Advocacy Framework for advocacy planning. The ‘A’ frame is a time honored and tested tool for effective and results-oriented advocacy program. It consists of six steps - Analysis, Strategy, Mobilization, Action, Evaluation, and Planning for Continuity.

The purpose of this advocacy campaign is to establish communicating with stakeholders and policymakers of different tier to create a distinctive and appealing image in their minds and gain their support in favor of program issues and influence their behavior in a specified way. Advocacy activities will be implemented at two levels - national and divisional levels. Policy advocacy, round table dialogues will be held at national and divisional levels on legal and policy framework of public procurement. Future search conferences (FSC) will be held in 64 districts to develop locally doable action planning for creating enabling environment. The future search conference is a planning meeting of a group of stakeholders who come together under the same roof to deliberate on a critical problem or issue facing them at social, local or national level and go through a process to develop group action plans.

For successful implementation of PPR in Bangladesh, communication capacity of a cross section of stakeholders to clearly understand and meaningfully communicate PPR to all stakeholders should be strengthened. The communication capacity building of the procuring entities is of paramount importance to foster enabling environment in the PPR reform process.

To achieve the objective of capacity strengthening for the civil society, stakeholders, media professionals, social leaders and general public with ultimate objective of achieving the PPRP II, various training/orientation programs would be designed, developed and implemented.

BCCP will develop a set of comprehensive training curricula on the above mentioned training/orientation courses and procure a pool of trainers for conducting the training. BCCP's core group of trainers will seek technical support from the CPTU or National Trainers’ pool for developing the curricula and conducting the training.

Of late behavior change communication has become a wholesale package for promoting ideas and messages for individual behavior modification; collective awareness and social mobilization; and advancing pro-people cause via advocates or change agents through legislation or policy changes or through opinion leaders. The package is therefore an admixture of intervention media and channels
that sails with the message to attract and motivate the three major stakeholders’ groups namely; (1) intended beneficiaries, audience or participants, without whose change in behavior no improvements will occur (Behavior change/modification); (2) local community, team members/implementers, and stakeholders without whose communication and professional skills, programs will not get off the ground (Social and Community Mobilization); and (3) decision-makers, sponsors and development partners, without whose support little can be accomplished (Advocacy). Targeting these three constituencies in a 'packaged' communication program is crucial to raise social awareness.

It is essential to have a strong coordination among the stakeholders, including BCCP, CPTU, four target agencies, and members of technical working groups of PPRP II to ensure smooth implementation of the three-pronged strategy.

At the central level, suggestions of the technical working group formed for the communication component of the PPRP II will be harnessed and their participation will be sought in designing campaign, advocacy training materials, and finalizing the implementation plans. With the help of the central level working group, the communication strategy implementation agency will establish linkage with the stakeholders at the local level. Reconnaissance visits, meet at local level and maintaining liaison will be the coordination mechanism at this level.

Implementation of the communication strategy will run for eighteen months starting from October 2010. By this period, the development and testing phase will be completed and most of the productions and plans will be ready for implementation. During the implementation regular monitoring and mid term assessment will take place. A continuous progress monitoring throughout the program will take place to ensure proper implementation of activities. Project staff will carry out routine monitoring activities with technical assistance from the Research Unit.

BCCP will complete detailed reports of inputs, activities, and outputs on a quarterly basis. The reports will contain quantitative details of delivered inputs, activities that have been carried out, and the outputs achieved. Both quantitative and qualitative methods will be used to capture the information.

The program will conduct mid-term evaluation at the middle of its duration. The objective of the evaluation would be to assess the progress made towards the achievement of the communication strategy.

An end line evaluation during the last quarter of last year will be conducted. The purpose of the evaluation would be to measure the near impact of communication strategy and also to identify new challenges and opportunities resulting from the implementation of this communication strategy. The end line evaluation will be carried out by an independent research firm with support from CPTU and BCCP research unit. Both qualitative and quantitative methods would be used.
1. INTRODUCTION

The Communication Strategy for the Public Procurement Reform Project II (PPRP II) is designed to bring about a change in the mindset and behavior of the procurement stakeholders to achieve overall objective of the Project. The objective of the project is to improve performance of the public procurement system progressively in Bangladesh, focusing largely on the key sectoral ministries and targeting their implementing agencies. The Communication Strategy would support the project objective with an overarching goal to help create an enabling environment for successfully implementing the ongoing public procurement reforms in the country. While designing and developing the communication strategy particular importance has been attached to four target agencies of the key sectoral ministries, namely Roads and Highways Department (RHD), Local Government Engineering Department (LGED), Rural Electrification Board (REB) and Bangladesh Water Development Board (BWDB), and other stakeholders who have a direct or an indirect stake in public procurement issues. This strategy document is evidence based, developed in consultation with the participant groups and has considered the local context to recommend a result-oriented roadmap to stimulate positive and measurable behavior and effect social changes with regard to the public procurement issues.

2. The PPRP-II

The Country Procurement Assessment Report 2002 (CPAR) for Bangladesh identified procurement as the single most significant issue affecting public sector performance, with a huge volume of available funds not being utilized properly. Following the CPAR recommendations, the Government of Bangladesh has been implementing Public Procurement Reform Project since 2002 through two consecutive World Bank financed projects. The Government established a Central Procurement Technical Unit (CPTU) within the Implementation Monitoring and Evaluation Division (IMED) of the Ministry of Planning (MOP) and issued Public Procurement Regulations in 2003. The Public Procurement Act (PPA) was passed by Parliament in 2006. The Public Procurement Act and the Public Procurement Rules came into effect on January 31, 2008. Public Procurement Reform Project-II (PPRP II) got started in 2007 with the financial support from International Development Association (IDA) immediately after the conclusion of the first PPRP in September 2007. PPRP-II targets four agencies of the key sectoral ministries, known as target agencies chosen for the size of their procurement expenditure namely RHD, LGED, REB and BWDB. In order to achieve the project objective PPRP-II focused on the following four major components:

- Furthering policy reform and institutionalizing capacity development
- Strengthening procurement management at the sectoral level
- Introducing e-Government Procurement
- Communication, behavior change and social accountability.

The CPTU has undertaken the initiative to work in the area of communication, behavior change and social accountability to ensure smooth implementation of PPRP-II along with three other components. In July 2009, CPTU commissioned Bangladesh Center for Communication Programs (BCCP) as the Social Awareness Campaign and Communication (SACC)
Consultant to formulate and implement a communication strategy under the supervision and leadership of the Director General, CPTU.

The communication strategy deals with awareness, communication, behavior change and social accountability which is the fourth component of the focused areas of PPRP II that aims to create greater public awareness of the importance of a well-functioning public procurement system by engaging civil society, think tanks, beneficiaries, and the private sector through SACC activities - e.g. advocacy, capacity building and media campaign - proposed in this document. The work plan under Implementation section elaborates these activities for involvement of various segment of the community. The strategy builds upon existing policies and rules that Government of Bangladesh has undertaken in the field of public procurement and covers multiple aspects of behavior change communication elements blending them into a workable document for all-out promotional activities to achieve its goal and objectives. The purpose of this communication strategy is to provide systematic and coordinated support to CPTU through a comprehensive range of mutually reinforcing strategic communication interventions at both local and national levels targeting different stakeholders that have direct or indirect stake in the issues of public procurement and its impact.

Like many other strategies, this communication strategy could be considered as a living document with flexibility for interim review and updating, depending on the future research findings, changes in policies and priorities of the project. However, initially it is designed for three years after which an evaluation will be conducted to assess the impact and to recommend future direction.

3. THE GOAL OF THE COMMUNICATION STRATEGY

Public Procurement Reform Project II (PPRP-II) aims to strengthen and sustain the public procurement reform which is being carried out by the Central Procurement Technical Unit. The CPTU is operating with the vision of "Introducing good governance in public procurement with the establishment of a unified national procurement framework and institutionalizing the procurement management capacity to ensure economy, efficiency, transparency, fairness and value for money". All four components of PPRP-II mentioned above will contribute towards achieving this vision. While implementing the components it is important that the Public Procurement Rules (PPR) should be made comprehensible and accessible to a wide range of audiences which will bring about a positive change in the current practices with regard to PPR. This will be done through a three pronged communication strategy - Media Campaign, Advocacy and Capacity Building - as described in subsection 4.2.3.

The goal of the communication strategy is to popularize Public Procurement Rules (PPR) through capacity building, awareness raising and advocacy among the stakeholders and bring about a positive shift in their mindset to accept and follow reforms in public procurement.

4. METHODOLOGY

The success of a communication program depends on a well conceived plan and detailed implementation schedule undertaken in a systematic way by following a scientific process that has been developed based on a few proven frameworks and theories. To design and
implement the communication strategy for PPRP II the "P- process" is followed as a 'mainframe'. The "P- process" is a tested and proven communication project planning process and an effective tool for designing and implementing more scientific and behavior-oriented communication programs. Within this 'mainframe' other models and paradigms have been used to facilitate smooth implementation as the program demanded so as to sustain a robust campaign initiative.

![Diagram of the P-Process for Strategic Communication](source)

**Figure 1: The P-Process for Strategic Communication**

*Source: The Johns Hopkins Bloomberg School of Public Health/Center for Communication Programs (JHU/CCP)*

**Analysis:** The "P process" starts with Analysis which is undertaken to assess the current situation, existing policies, program needs and to understand the audience. Methodologies like review of the documents and formative researches are used to obtain data for analysis purpose. Analysis identifies what people already know, believe, hope for, and practice. Under PPRP II SACC component, two formative researches entitled Communication Based Assessment and Opinion Research (CBA and OR) were conducted to determine the gap between the existing situation and expected outcome of the communication strategy for PPRP II. A summary of the two research studies and their findings are highlighted in section 4.1.

**Strategic Design:** The second step of the "P process" is Strategic Design which identifies clear communication objectives, channels, implementation plan and monitoring and evaluation plan. The output of strategic design translates into Strategic Approach which guides the program managers in designing, implementing, monitoring and evaluating the communication interventions to facilitate changes in behavior that ultimately contribute to achieve management objectives. This document is what it is all about.

**Development and Testing:** The third step is development and testing which transforms data and facts into creative ideas. At this step the messages and materials for campaigns are designed and produced by the creative team applying innovative ideas that appeal to the specific intended audiences and evoke emotions for desired changes in behavior. All the messages and related materials are pre-tested with a prototype of the intended audiences before finalization. Changes and revisions are made in the
content and creative ideas based on pre-test results and reset for production. The core ideas of messages for PPRP II communications interventions are provided in the Strategic Approach Section.

Implementation and Monitoring: This is the fourth step where the communication strategy that has been designed is implemented and simultaneously monitored. The stakeholders are mobilized and involved to execute the implementation to achieve the strategic goal and communication objectives through three major clusters of interventions viz. media campaign, capacity building and advocacy programs. Each of these clusters of interventions proposed activities to achieve the communication objectives that have been described in details in section 4.2. Outputs are closely monitored to ensure that the activities are implemented as per the action plan. Studies, using quick surveys, focus groups, observations, and other techniques are used to measure outputs as well as audience reactions. Data received from these studies are utilized to make mid-course adjustments in interventions, materials and procedures. This document contains an implementation plan and monitoring mechanism for the PPRP II communication strategy.

Evaluation and Re-planning: This is the final step of the "P Process" which is followed to measure the degree to which the objectives are being achieved and to revise any future plan accordingly. In measuring outcomes and assessing impact, it will be determined if the desired change has occurred in knowledge, attitudes and behavior among the target audiences. At the end of the project period the Stakeholders and other relevant authorities are made aware of the impact. The evaluation helps identify where follow-up is needed, as well as whether the plans, materials or overall strategy require revision or strengthening for the future program and/or guidance. Generally program evaluations are outsourced to independent research agencies to conduct the study so that the credibility of the outcome is not questioned. The evaluation study should also be without any influence from inside or without any bias.

Participation and Capacity Strengthening: Participation and Capacity strengthening are two important auxiliary elements of the "P Process". A strong communication program should fully engage multiple stakeholders at the national, district, and community level to ensure participation. And a successful plan always considers ways to build capacity at the institutional and community level. In order to carry out all the activities and interventions with the stakeholders' participation, a working group has been formed with the representatives from four targeting agencies and other key implementing stakeholders. The working group is chaired by the Director General, CPTU that from time to time provide suggestions and comments to BCCP team in formulating the communication strategy. A day-long strategy development workshop was also organized in June, 2010 where the participants' capacity was strengthened by informing them about the scientific process of strategy development. At the same time they were updated with the findings of two formative researches. The participants with the knowledge on the state-of-the-art of communication and information on the present situation of the knowledge, perception and attitude of the stakeholders with regard to PPR, provided their comments and suggestions on the draft outline of the strategy.

For a broader level of this communication strategy, participation of all the stakeholders has been proposed in various capacity building and advocacy programs. Even in designing mass media intervention concepts for participation have been promoted in the creative designs. Likewise capacity strengthening intervention encompassed program for participation of all the stakeholders.
4.1. Analysis

Assessment and Research

Two formative researches entitled Communication Based Assessment (CBA) and Opinion Research (OR) were conducted to determine the gap between the existing situation and expected outcome of the communication strategy for PPRP II.

<table>
<thead>
<tr>
<th>Name of Study</th>
<th>Activities</th>
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<tr>
<td><strong>Communication Based Assessment (CBA)</strong></td>
<td>The purpose of the Communication Based Assessment (CBA) to identify the need for new communication interventions to promote the reform in public procurement system and explore the best possible ways to disseminate messages to the intended audiences. The major objective of the CBA is to understand and analyze status of existing communication and awareness related efforts related to PPR in Bangladesh, especially the four target agencies. The CBA was carried out with the target audiences that included CPTU management; key target agencies e.g. RHD, LGED, REB, and BWDB and major stakeholders such as WASA, DESA, PetroBangla, CMSD, CCI, City Corporations, UNOs, PIO and EU at upazila level. The total no of respondents were 63. The assessment was conducted in five divisions namely; Dhaka, Chittagong, Khulna, Rajshahi, and Barisal. The study area was also expanded to include selected Upazilas namely Mongla, Anwara, Poba, Tanor and Gournadi. The methodology for the study were desk review, key professional interview and consultative meeting. The assessment was made using two tools - one for the procuring entities and bidding communities and the other for the CPTU members and national trainers.</td>
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<td><strong>Opinion Research (OR)</strong></td>
<td>The purpose of the Opinion Research (OR) was to gather information about existing communication efforts, needs for new interventions, and environment related to public procurement system etc; and understand knowledge, perception, opinion and practice of key policy makers, stakeholders, procuring entities, tenderers, media, civil society members and general population regarding reform of public procurement system. The opinion research is expected to help develop long term visions for communication strategy and design communication interventions. General public, bidding communities, civil societies, procurement and audit officials, heads of non-govt. organizations, media personnel, legal aid providers, academicians/professors and students, key informants (policy makers and gate keepers, upazila/pourashava/municipality chairman, parliamentarian and development partners, members of business chambers) have been considered as the study population of this assignment. The total number of respondents was 530 in 36 respondents category. The study area was in 12 locations of six divisions represented equally.</td>
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4.1.1. Analysis of the Findings

The analysis of the two research findings and literature review found that PPR is comparatively new and sensitive in nature in the area of public procurement issues and is yet to be popularized among various stakeholders. Some misconceptions (‘complicated’; ‘not addressed in emergency’) and misinterpretations (‘PPR slows down process’; ‘not user friendly’ etc.) prevail which create barriers to wider acceptability and practices of the rules. There are some entities who are still not convinced with the PPR and reforms presumably because of their preconceived notions and lack of accurate information. Though compliance with the rules largely contributes to the success of Annual Development Programs (ADP) which ultimately results in positive changes in general peoples’ life, the issues critical to the compliance of these rules are not getting priorities among different stakeholders. Although the PPA and the PPR have been amended, there is still scope for improvement in the environment where implementation of PPR would be supported more actively and visibly without any negative influences working against it.

Knowledge, Perception and Attitude towards PPR

Knowledge, perception, attitude and opinion of different stakeholders such as procurement entities, tenderers, audit officials, media personnel, legal aid providers, policy makers, development partners and general public were assessed through two researches entitled Opinion Research (OR) and Communication Based Assessment (CBA). The knowledge of the stakeholders, their general perception, attitude and opinion in a given environment are compiled below as findings from the CBA and Opinion Research (OR).

Knowledge level

Opinion Research (OR), conducted in July 2010, shows that high proportion of tenderers, procuring entities, audit officials, media personnel, legal aid providers, policy makers and development partners have heard about PPA-2006 and PPR-2008. However, many of those, especially the members of the public only heard about PPA, but did not know what exactly it was about. The bidders and the key informants appeared knowing substantially about both PPA and PPR. Bottom line is their knowledge about both PPA and PPR is not clear.

In the opinion research, only 35% of the tenderers mentioned that they and their colleagues have knowledge about PPR. Media people interviewed in the research also mentioned that their colleagues and themselves have no knowledge about PPR.

The study data reveal that there is a sharp declining trend in the knowledge level from large to small bidders via the medium ones, 60.0 percent of large bidders reporting having adequate knowledge about PPR down to as low as 12.5 percent of small bidders.

On the other hand, 83.3 percent of audit officials stated that they had adequate knowledge, followed by 65.2 percent of procurement officials reporting the same. Other key respondents who reported to have knowledge included legal aid providers (37.5 percent), heads of NGOs (20.0 percent), and civil society (12.5 percent). All the interviewed media people in the research mentioned that they and their
colleagues do not have adequate knowledge about PPR. The respondents have been categorized as target audience in para 4.2.1.

According to CBA, regarding PPR the procuring entities have comparatively more knowledge than the tenderers. Most of the respondents from the procurement entities interviewed mentioned that PPR is a useful, transparent and unique procurement system to procure goods, works and services.

General perception

Both the studies show that the stakeholders of the PPR have mixed perceptions with regard to PPR. All the respondents, irrespective of the categories are in general divided into two clear groups with regard to their general perception about PPR. One group holding positive perception about it, while the other maintaining the negative perception. While demonstrating positive perceptions about the PPR, majority of the respondents of all categories said that the PPR was good, useful, easy to follow, transparent, less time-taking, and less bureaucratic. On the other hand, according to the opposing group the PPR is bureaucratic, complicated, hard to follow, lengthy, financially plundering, and so it is not needed at all. Based on favorable and unfavorable responses of the respondents towards PPR their perceptions have been categorized as positive and negative perceptions. The reasons for the difference in their perceptions are multiple and could be assumed to be due to the standing of different groups from different planes. Some of these factors may be difference of understanding of two groups, clash of interest between small and large contractors and more often than not lack of adequate information and awareness on the procedures.

According to OR, the majority of the key informants think that the PPR has been developed by slightly changing the PPA-2006.

Attitude

Communication Based Assessment (CBA), conducted in February 2010 shows that attitude of the majority of procuring entities towards PPR is positive, while some tenderers have a negative attitude towards PPR. But a few thought that the previous lottery system was better than the new system. Some of the examples of negative perception are:

- PPR is perceived to be very much rigid with regard to timeframe
- PPR is perceived not to be supportive and effective to emergency situations
- PPR is useful for large contractors because they do not have to show experience
- There is no scope to get work order through mutual negotiations among contractors
- The number of tender dropping center has been reduced to one
- For bigger jobs, previous experience is not mandatory but it is a must for smaller jobs
- The rules are to be strictly followed
- This law has become highly effective for the party people.

Young professionals and the tenderer communities, especially the large contractors have welcomed the new system but the small tenderers are reluctant to follow the rules of PPR. The small tenderers
have attributed this to the reasons they face in submitting the tender with required documents and 10% security money, difficulty in following the English version of PPR, do not support emergency situation etc.

According to the respondents, overall environment for implementing PPR in the country is yet to be favorable but it is being improved. Procuring entities, contractors and media are taking the PPR positively. Two participants from the procuring entities stated, "The environment for implementing the PPR in the country can be easily understood if anyone goes through the newspaper".

**Information Gap**

According to OR 2010 there is gap of information in the process of PPR. Pretty high proportions of heads of NGOs (40%), media personnel (36%), and legal aid providers think that there are gaps in the process. But majority of the members of the tenderer associations did not feel any gap or shortage of information.

However, the identified gaps include, 'rules are unclear', 'not easily understandable what to do', 'full information is not available', 'information not available in website', 'no opportunity to surf website', and 'no clear guideline'.

**Barriers to Communications**

The findings of the CBA and OR have identified the following communication barriers:

- Limited activities to promote PPR and its benefits
- Inadequate knowledge about PPR
- PPR document is perceived hard to understand
- PPR is perceived (by the bidders) to be difficult to implement and delaying the procurement process
- PPR is perceived (by the bidders) to be unable to address emergency situations
- General people do not find personal relevance to public procurement
- People are reluctant to accept new behavior
- Limited dialogues on PPR take place within a limited group of people
- Good practices are seldom highlighted and promoted properly and widely
- Individual interest sometimes create blockade in proper implementation of PPR.

**Problems in Following the Process of Procurement**

The bidders and the members of various categories of procuring agencies face the following problems:

- Bidders of distant locations face problem as there is only one dropping center
No scope to surf website
Illogical quote rate
If the lowest bidder gets cancelled, it takes a long time to select the contractor
Hard binding on time limit
Pressure from policymakers/outsiders
Almost fifty percent of the procurement officials (48.3%) face problems in following PPR
Procurement officials (37.2%) attributed GOB officials' lack of understanding PPR as a problem
It takes longer to understand new PPR
Some powerful organizations do not follow rules
The lingering of the Evaluation Committee is a big barrier
Mandatory deposit of 10 percent is too high for small bidders
Annual ceiling of work is very high.

To sum up it can be said that lack of adequate information and required knowledge is the main hindrance to popularizing PPR.

4.2. Strategic Design of the Approach

A communication strategy conceives, articulates, explains and promotes a vision or a well-defined goal which creates a consistent, unified "voice" that links diverse activities and objectives. While developing a communication strategy few questions are needed to be asked and answers sought to ensure that the strategy is in line with the program goal and objectives, is evidence based, has considered constraints, develops result-oriented outcomes and is well designed with a clear implementation plan. A set of five questions are used to formulate the strategy:

**Goal:** What do we want to see attained?

**Current situation:** What is happening now?

**Key constraints:** Why is there a difference?

**Communication objectives:** What will overcome the key constraints?

**Key moves:** How will the communication objectives be achieved?

*The Goal: What does the Communication Strategy aim to attain?*

As mentioned in Section-2, the goal of the communication strategy is to popularize Public Procurement Rules (PPR) through capacity building, awareness raising and advocacy among the stakeholders and bring about a positive shift in their mindset to accept and follow reforms in public procurement.
Current situation

From the findings of the analysis the current situation can be summed up as:

- PPR remains unfamiliar to the greater population and continues being within a small boundary.
- Little effort has been put into promote PPA and PPR as a means of ensuring good governance.
- Most of the stakeholders perceive PPR document hard to comprehend and tend to avoid going deep into the issue.
- The dialogues and discussions on PPR are limited among the policymakers and some specific stakeholders.
- PPR has never been brought sufficiently into the limelight up until the formative researches were being conducted.
- There are evidences of good practices of compliance with PPR but unfortunately those are seldom highlighted and promoted properly and widely.

Key constraints

The key constraints are defined as major obstacles and/or hindrances to a successful outcome. Such constraints are responsible for the gaps between the expected outcome and current situation. There are multiple and multi-dimensional reasons for such gaps but in developing the communication strategy a number of communication barriers are specifically identified to propose diverse communication interventions to address and overcome the constraints.

Lack of correct knowledge and inadequate information are the reasons for misinterpretations of the PPR and the SBD provisions which results in spreading misconceptions and inducing negative perceptions towards PPR.

"PPR is difficult to implement, it delays the procurement process, it is unable to address emergency situation" are some of the manifestation of lack of knowledge and inadequate information about PPR.

Majority of the general people don't find personal relevance to PPR though they are the ultimate beneficiary of the proper use of PPR. The concept of social accountability is neither common nor practiced in the communities.

The grassroots level stakeholders including procuring entities, tenderers, civil society, media professionals and general mass do not get any forums or platform to ventilate their thoughts or to clarify confusions or misconceptions.

Despite good intention of the policy makers to institutionalize PPR, there are still some factors that hamper the process. Collective benefits are sometimes besieged by self interest. Individual power and malpractice creates blockade to the implementation. Over and above, people by nature are usually reluctant to accept new ideas and adapt to new behavior.
The key moves described in Section 5.5 below have proposed to address these key constraints. The interventions described in key moves propose to expose to the target audience a blend of multiple media and channels with the themes/story lines punched with model behaviors in manners that attempt to overcome resistance to change and adopt appropriate behavior. The communication pathways model (Fig-2) gives the schematic diagram of such behavior changes occurring as a result of these interventions.

**Communication objectives**

In order to meet the gaps between the goal of the communication strategy and the key constraints, a set of Communication Objectives (CO) is identified:

CO-1 Increase the level of awareness about the importance of PPR and usefulness of social accountability mechanism

CO-2 Increase the level of accurate understanding about the rules and exceptions

CO-3 Increase popularity of PPR as means to establish good governance in public procurement

CO-4 Increase number of good practices acknowledged and promoted

CO-5 Increase number of media professionals taking initiatives in upholding PPR and reform issues high on agenda

CO-6 Increase number of stakeholders who are committed to follow PPR.

**Key moves**

The key moves are the core of the communication strategy and include the intended audiences, outcomes, strategic thrusts and proposed interventions. The key moves suggest how the communication objectives will be achieved and have been captured in the Communication Pathways Model in Figure-2.

Social awareness can be defined as "awareness of the social situation in a group or community in a shared environment, which can be physical, virtual or both: people's roles, activities, positions, status, responsibilities, social connections and group processes, with a time span from a short term overview of the social situation of a community, to a long-term memory of a community's social life."

Since the mid twentieth century communication study has gradually become a powerful force for public education and behavior change. The evolution of communication for public education through selected category of professionals (e.g. journalists) has been continuing for some time until it was exploited for behavior change of a small group or a large community or a nation that the process became revolutionary. Today communication or more precisely behavior change communication has become a wholesale package for promoting ideas and messages for individual behavior modification; community norm setting through collective awareness, giving way to a wave of social mobilization buzz; advancing pro-people cause with the aid of advocates or change agents through legislation or
policy changes or through opinion leaders. The package is therefore an admixture of intervention media and channels that sail with the message to attract and motivate the three constituencies namely: intended beneficiaries, audience or participants, without whose behavior change no improvements will occur (Behavior change/modification); local community, team members/implementers, and stakeholders without whose communication and skills, programs will not get off the ground (Social and Community Mobilization); and decision-makers, sponsors and development partners, without whose support little can be accomplished (Advocacy). Targeting these three constituencies in a 'packaged' communication program is crucial to raise social awareness.

The SACC activities are designed to serve two interrelated purposes, one is building greater awareness about the necessity of public procurement and the other is paving the way for introducing social accountability in the process - a task undertaken by the Institute of Governance Studies (IGS), BRAC University. Social awareness is needed for talking about social accountability. And in public procurement this accountability falls mainly on the procuring entities and the bidding community. This is functional accountability for the tasks at hand. But the tasks are performed for the good of the community who enjoys the benefits of these performed tasks. As such they are users of public goods and services and are entitled to express opinions about them and also question about implementation of the tasks. Fostering these thoughts on public opinion about publicly procured services falls on social accountability. For that matter this Strategy has outlined the tasks that are facilitating the agenda of the IGS in PPRP-II.

4.2.1. Intended Audiences

Considering the current situation and the objectives mentioned above multiple stakeholders will be addressed under the communication strategy as intended audiences. A total of 6 (six) categories of intended audiences have been identified as following:

- Procuring Entities
- Tenderers
- Civil Society Members
- Media Professionals
- Gate Keepers (e.g. opinion leaders, community influencers, regulators, public representatives, policy makers)
- General people.

4.2.2. Communication Pathways Model

To address the issue strategically across all the audiences, the communication strategy uses the Communication Pathways Model which provides the conceptual framework for a comprehensive communication program that works at multiple levels. The Pathways Model is based on the concept of reinforcing effect of communication interventions aimed at different domains or levels. The model supports that the behavior change process is associated with multiple factors and is not simple. Only
one isolated or a stand alone intervention is not enough to bring about the desired changes; rather identifying the factors that influence the behavior and taking those into consideration while developing the strategy for behavior change communication increases the chances of sustainable changes. There are some underlying conditions which have direct or indirect influence on the sustained outcome. Identifying these conditions, detecting the domains or levels where these conditions are affecting primarily and setting expected outcomes in the context of behavior helps drawing a pathway as to how step by step the initial results could be transformed into sustained outcome.

After analyzing the findings of the five strategic questions, three domains are identified where communication interventions can be applied to make a difference in the current situation and achieving the communication goal through sustained behavior outcomes. The multiple constraints which are identified at different levels of analyses can also be categorized into three major aspects including (a) lack of awareness about PPR and its importance, (b) inadequate knowledge about PPR and (c) inadequate community and advocacy support to implement PPR. Raising awareness about PPR demands interventions at mass level through media campaign, enhancing knowledge on PPR requires capacity development activities at user level and creating supportive environment to implement PPR to the optimum level needs interventions at advocacy level which includes stakeholders such as media professionals, local opinion leaders, social development workers, civil society, public representatives, implementing partners etc. and policy makers. The Communication Pathways Model below depicts the continuum of changes across three levels and shows the moves of communication interventions that lead to initial outcomes, behavior outcomes and ultimately change in behaviors.
Figure 2: Communication Pathways Model

Underlying Conditions
- Public affairs are seen as Govt. responsibilities
- Absence of social accountability concept
- Fear to embrace new ideas
- Tendency to avoid asking for clarifications
- PPR gets clamped down under other priorities
- Individual interest overwhelms collective benefits

Domain for Communication Interventions
- Campaign
  - PPR positioned with clear benefits
- Capacity Building
  - Usefulness of establishing social accountability acknowledged
  - PPR disseminated in more user friendly ways
  - Misconceptions and Questions on PPR clarified
- Advocacy
  - PPR considered as a priority issue at various levels
  - Importance and benefits of following PPR are discussed widely

Initial Results
- People are aware about PPR and its benefit
- Sense of responsibility stimulated at various level
- Users get correct knowledge about PPR
- Positive perception towards PPR prevailed
- PPR consistently remained high on agenda
- People support and raise voice to follow PPR

Behavior Outcome
- PPR is popularized
- Shift in mind set
- Increased compliance of PPR
- Role of civic entities initiated

Sustained Outcome

Source: Adopted from the Johns Hopkins Bloomberg School of Public Health/Center for Communication Programs (CCP)
The factors identified in the Communication Pathways Model suggest that multidimensional communication initiatives are needed to bring about changes at the outcome level such as:

An extensive communication campaigns can play a vital role in promoting and popularizing PPR at mass scale.

Providing accurate knowledge about PPR and its benefits in a more user friendly way will clarify the rules and exceptions. It will also help change negative perceptions and mindset of the stakeholders.

Raising awareness among media professionals, civil society organizations and general mass on the importance of PPR and usefulness of establishing social accountability mechanism can bring about positive change among these groups which will have a positive bearing on the proper use of PPR. The future search conference workshops proposed to be held in all the districts bring together diverse groups of major stakeholders to discuss important issues of PPR and develop action plans for these groups by themselves that sets up a ground for coordination to follow up the action plan at community levels. This will substantially contribute to initiate the rolling of the wheel of social awareness and gradually build up social mobilization activities to promote social accountability in the long run.

Generating more dialogues at various tiers including local level can provide opportunities to grassroots level stakeholders to open up and discussions can be facilitated to clarify misconceptions.

Acknowledging and highlighting good practices and keeping the PPR high on different stakeholders' agenda will result in creating an environment where PPR is followed spontaneously and properly. Without consistent and massive mobilization ideas cannot be mainstreamed and brought into regular practices.

4.2.3. Three-pronged Communication Strategy

A three-pronged communication strategy covering the above mentioned areas of communication initiatives is appropriate to achieve the communication objectives which will lead to reaching the goal of the communication strategy for PPRP II. The three-pronged strategy encompasses i) media campaign ii) capacity building and iii) advocacy.

![Figure 3: The three-pronged communication strategy](image)
The three pronged strategy will be implemented over a period of two years as per the implementation plan. Each strategy addressing communication objectives at the same time supplementing other two strategies will create impact on the issue in a more holistic way thus strengthening the process of reaching the goal reflected as sustained outcome in the pathways model.

4.2.3A. Media Campaign

A media campaign takes the opportunity of the forte of different media to inform, make aware and change behavior of the intended audiences over a period of time. Although a large group of people reported that they have heard about PPR but a limited number are actually aware of PPR details especially who are directly involved in the public procurement field. People can not associate PPR with any common benefit. They are also not familiar with the concept of social accountability which is an important factor to ensure that PPR is followed methodically and spontaneously and gradually over a period of time. It would also empower civil society to gradually take control of their benefits that they are supposed to receive from government service through the procurement process. It would also allow them to exact accountability out of their constituents in the long run. It is therefore important to build awareness among cross sections of audiences about PPR and its benefits. So the media campaign for the communication strategy will address following Communication Objectives (CO):

CO-1 Increase the level of awareness on the importance of PPR and usefulness of social accountability mechanism

CO-2 Increase the level of accurate understanding about the rules and exceptions

CO-6 Increase the number of stakeholders who are committed to follow PPR.

Focusing on the three communication objectives above, a wide range of audiences such as procuring entities, tenderers, media professionals, elected public representatives, policymakers/Gate Keepers, civil society and general mass through the following approaches:

- Positioning of PPR
- Ensuring effectiveness of messages
- Using enter-educate approach
- Using multiple media.

Communication plays a vital role in creating awareness, shifting mind-set, inducing behavior change and generating advocates for a positive change. There are different schools of thoughts with regard to behavior change and almost all the models and theories depict that behavior change doesn't happen overnight, moreover, it is a complex process which involves various stages before reaching the ultimate desired behavior. While designing the media campaign, the complexity of behavior change and steps to behavior change framework will be considered. The "steps to behavior change framework" is widely used by the Johns Hopkins Bloomberg School of Public Health/Center for Communication Programs to explain how behavior change occurs among the individuals and groups which consists of five steps – knowledge, approval, intention, practice and advocacy for the changed
behavior. Not all individuals or groups pass through every step of the behavior change process in the same order, in same pace or at the same time. There could be many cases of passing back and forth through various steps on a continuum of the behavior change model. Multiple factors such as socio-economic status, education, gender, existing practice, magnitude of the problem, beliefs, political environment etc. play direct and indirect role in facilitating to overcome or creating barriers to the expected changes. By carefully examining the intended audiences' Knowledge, Attitude and Practice regarding PPR the following four concepts will be considered to design the media campaign:

**Positioning of PPR**

In order to register a product or a service in audiences' mind it is essential that the audiences are able to differentiate it from other similar products/services or concepts they are already exposed to. It becomes easier when the audience can associate the product, service or concept with a benefit. By establishing the difference from others, business community position their products or services for promotion through marketing. The concept of positioning can also be used for promoting product, service or an issue which is not commercial but is beneficial to the society. PPR is such an issue that needs to be promoted and popularized for the betterment of the people of the country and positioning it effectively can accelerate the process of country's development. Hence the foremost activity of the media campaign will be positioning of PPR. By using the following positioning statement, PPR will be positioned in a way that it gives a meaning to the word, appealing to the cross section of people in a positive tone:

"PPR is a government document which prescribes rules for public procurement to ensure best use of public funds".

A slogan will be developed which will reflect the positioning statement. Once the appropriate positioning of PPR is done it will be promoted consistently through different media and in all interventions throughout the campaign period. The slogan will be supported by the other messages and vice-versa that will attach personal relevance bearing a tone towards the benefits of the best use of public funds.

**Ensuring effectiveness of messages**

With the emergence of media and their expanding terrestrial and satellite coverage people are highly exposed to multiple messages everyday of which not all would leave the same impact on their thoughts and behavior. People have wide range of choices to accept or reject the programs disseminated in various media. It is a formidable challenge to get the messages across to the intended audience. Considering the challenge all the media campaign messages will be designed ensuring 7 Cs of effective communication. The elements of 7 Cs are described below:

Command Attention: The messages that will be developed for the campaign will be able to get noticed and stand out among the clutter of other materials. The colors, pictures, illustrations, texts, lyrics, contents whatever will be used into disseminate the messages have to be attractive and of high quality so that those can face high competition in the arena of aggressive promotional marketing.
**Clarify the Message:** Simple and direct messages are easy to comprehend. Too many information, jargons, abbreviations and complex sentences sometimes restrain audience from going into the depth of the messages. By identifying core messages and disseminating those in simple forms will ensure high comprehension and retention of messages.

**Communicate a Benefit:** "What is in it for me?” is the question in audiences' mind. If the message provides a handy answer then the benefit is communicated. People need to know the reason for asking to take any behavior changing attempt; in other words, they need a strong motivation to change their behavior. If audiences find personal relevance to the benefit, the possibilities of adopting new behavior become high. The campaign messages will disseminate a clear benefit of PPR to the cross section of audiences. "PPR ensures best use of public money" will be promoted as the common benefit to all.

**Cater to Heart and Head:** Most people are moved at least as much by emotions as by rationales. A message that arouses emotion becomes effective because people are touched by emotional appeals; after it fades out the message remains in their mind and they try to resonate with the issue. The messages delivered under the campaign will confirm that emotional appeals are appropriately utilized. How goods, works and services such as roads, bridges, hospitals, medicine etc. procured under public procurement create impact on individual's life will be considered and the community will be demonstrated in the message and materials.

**Create Trust:** People will never buy any new idea unless they are convinced that it comes from a source they can trust. If the message does not come from a credible source, people will not believe and act upon it. Throughout the campaign the authorities' endorsement will be ensured by involving them and acknowledging their involvement. The trust, for example, can be created by giving a message through a national channel and then corroborated by a local media or interpersonal communication. This may serve both ways - breeding credibility of the message and reinforcement to remain as a reminder.

**Call for Action:** After seeing or hearing a persuasive message, the audiences should know exactly what they are supposed to do. People need to be told clearly what is expected of them. Once people are convinced that the benefit depicted in a message is worth pursuing, they need to know how to act upon it. The campaign messages will contain clear call to action to follow or to be supportive to follow PPR.

**Consistency Counts:** Repetition leads to registration and people learn by repetition. Speaking in one voice and its repetition helps people adopt new ideas. A message that is repeated many times, perhaps with variations but with basic consistency, becomes popular. Inconsistent message creates confusions rather helping people to feel confident to behave as per call for action. Since the media campaign will use different channels to disseminate messages at different time over the implementation period, it will ensure that the messages are consistent with each other at various levels. The slogan derived from the positioning statement will be used as the common message in all the campaign materials. In addition to the slogan, the message "PPR ensures economy, equal opportunity, efficiency, transparency, fairness and value for money” will be disseminated consistently throughout the campaign period.
The Design and Creative Team of BCCP will develop 'concepts' of messages and materials for each target audience and each of these being pre-tested among them for accuracy, clarity, benefit and fine-tuning of the messages and materials to ensure addressing specific target audience.

**Using enter-educate approach**

Enter-educate approach is a way of communicating with the audience to deliver pro-social educational message in an entertainment format to achieve development and social progress. It attracts and holds the viewers' attention by engaging their emotions and motivates people to adopt new behavior more through emotional involvement than through knowledge alone. Enter-educate approach can also depict role model characters who demonstrate how the lives of people just like themselves can be positively changed that enable individuals to identify strongly with the depicted characters. When emotions are aroused, audiences remember, they discuss with others, bring the issue to light and thus the issue draws attention which ultimately paves the way for earning popularity. The media campaign for PPR will utilize the power of enter-educate approach as a tool to popularize the issue. It should also be kept in mind that PPR is a sensitive issue and has to be dealt with carefully without offending any individual or group. By using enter-educate approach, the media campaign will also highlight good practices in the field of public procurement and will evoke positive emotions among the stakeholders by portraying role models. Success stories, good practices, new and positive initiatives like e-GP etc. will be focused through various enter-educate approaches.

**Using multiple media**

A combination of various media will be employed to realize the communication objectives of the media campaign. There are many ways how intended audience may be exposed to the messages. An integrated campaign plan using a variety of channels increases the chances of high exposure of the messages and materials to the audience. The campaign will use multiple media including Television, Radio, Billboards, Print materials, Newspapers and cable network to ensure optimum reach. The campaign will have two major components namely "Agenda setting" and "Thematic". Under Agenda setting component the positioning message will be promoted through Television Commercial (TVC) and Radio Commercial (RDC), Billboards and Posters. Short and simple message along with the slogan will be promoted at the national level consistently for 18 months. The Agenda setting component will revolve round the message, "PPR ensures best use of public funds" The TVC will be aired through Bangladesh Television (BTV) and two other popular private satellite channels. RDC will be broadcast through Bangladesh Betar and two other FM bands. The billboards will be placed in 64 districts containing the message consistent with the TVC and RDC. During this 18 months, posters will be placed at regular intervals in the strategic places like City Corporations, Municipalities, Office Campuses of four target and other large procuring entities, Office Campuses of the Deputy Commissioners, Upazilla Parisads etc.

The second component of the campaign termed "Thematic" will contain supportive and elaborate contents to provide detail information. Under this component a 6-episode Reality Show in the form of Television magazine program will be produced.
The key messages will revolve around the examples of benefit of following the PPRP and the slogan. The duration of each program will be 25 minutes (approximately) and will contain introduction of the issue through a drama skit, vox pop (public comment on the issue), travel to certain places to cover success stories/best practices, music video, cartoon with messages, question-answer session. A popular media personality will host the program. Popular artists, singers, band group will perform in music videos. People from various stakeholders group including procurement entities, bidders, civil society, community, policymakers will be invited to participate. The music video section of the reality show will be extracted and compiled in the form of music video and audio songs. The music video will be aired through different cable channels. The audio songs will be aired through different FM radio channels. The cartoons extracted from the Reality Show will be given as inserts in the daily newspapers. In addition to all interventions a brochure with the simple messages such as eligibility for bidding, stages of bidding will also be produced and distributed through four target agencies. This Thematic component of the campaign will start after six months of launching of the Agenda setting component and will continue for three months. The media campaign both - Agenda setting and Thematic - will comprise of the following components:

**Reality show**: A 6-episode reality show in the form of television magazine program will be the center of the campaign. The duration of each program will be 30 minutes (approximately) and will contain introduction of the issue through a drama skit, vox pop (public comment on the issue), travel to certain places to cover success stories/best practices, music video, cartoon with messages, question answer session. A popular media personality will host the program. Popular artists, singers, band group will perform in music videos. People from various stakeholders' groups including beneficiaries, civil society, bidder/ procurement community, policymakers, business community will be invited for the question answer session.

**Music video and audio songs**: Extracting from the reality show a music video and music audio will be produced. The music video will be aired through different cable channels. The music audio will be aired through different FM radio channels.

**Cartoon**: A series of 12 cartoons containing messages will be given as inserts in the daily newspaper. These cartoons will also be extracted from the reality show.

**TV and Radio Spot**: TV and Radio spot one each of 30-45 second duration will be produced and aired on different channels including the national TV and Radio. The spots will give one single message with the call for action to work together for change.

**Billboards**: A total of 64 billboards will be erected near the procuring entities. The message of the billboard will be same as in the TV and Radio commercial spots to ensure the message consistency and reinforcing effects.

**Posters**: A poster containing the same messages as the Billboard will be stuck in the wall of the procuring entities.

**Brochures**: A brochure with the common messages such as eligibility for bidding, steps to follow for bidding will also be made available at the procurement entities.
4.2.3B. Advocacy

Advocacy is an integral part of the communication process and an organized effort to influence decision-making process to adopt a new behavior of the intended audience. Advocacy is used to garner political, social and civil society commitment for an intended change in a policy or major practice to mobilize social support and resources from the influential people like policy planners, public representatives, decision makers, program implementers and community gatekeepers; and to accelerate the implementation of a major initiative or program to achieve the desired goal.

Public policy advocacy is the effort to influence public policy through various forms of persuasive communication. Public policy includes statements, policies or prevailing practices imposed by those in the authority to guide or control institutional community or sometimes individual behavior. In case of PPRP II it will be more of a public policy advocacy which will follow a structured pattern for implementation.

The advocacy plan has been built upon the findings and needs from the analysis of two studies on PPR - CBA and OR. Though in the research a large group of people reported that they have heard about PPR but a limited number are actually aware of proper PPR practices, especially who are directly involved in public procurement field. Majority of the people are unable to associate PPR with any common benefit for them. The concept of social accountability is also a stranger to the community. Therefore, it is important to sensitize the cross section of people about PPR and groom among them advocates to speak for the PPR and its benefits and pursue them to be proactive to contribute to the social accountability aspects of PPR. The advocacy program for the communication strategy will address following communication objectives:

CO-4  Increase number of good practices acknowledged and promoted

CO-5  Increase number of media professionals taking initiatives in upholding PPR and reform issues high on agenda

CO-6  Increase number of stakeholders who are committed to following PPR.

The intended audience for the advocacy program will be:

- Procuring Entities
- Tenderers
- Civil Society Members
- Media Professionals
- Policy makers.

The procuring entities are the main players of these reform initiatives. Their in-depth knowledge about the various interventions will greatly facilitate the communication goal for the project. The advocacy activities to be undertaken by the PPRP II project have mentioned in this section below where various community participation has been proposed to ensure continuous forum for procurement discussion. However it is important that the process of dialog with the community is
initiated and that it would take considerable time for them to take ownership of this kind of activity until the results of the best use of public fund are apparent to them.

The PPRP-II advocacy program would follow the Advocacy Framework for advocacy planning. The 'A' frame is a time-honored and tested tool for effective and results-oriented advocacy program. It consists of six steps - Analysis, Strategy, Mobilization, Action, Evaluation, and Planning for Continuity.

![Advocacy Framework Diagram]

**Figure 4: Advocacy Framework**

Source: Johns Hopkins Bloomberg School of Public Health/Center for Communication Programs (JHU/CCP)

BCCP will utilize this proven approach that help to shift the mindset of the key stakeholders including policy makers, media, civil society member/social elite and public representatives who could play a vital role in creating an enabling environment and social foundation in order to establish well functioning public procurement system.

Effective advocacy involves, first and foremost, a process of strategic planning to affect decisions and decision-makers; the process also determines if and how to use media, coalitions, information, lobbying, and grassroots groups in creating demand for social accountability on PPR issues. The purpose of this advocacy campaign is to communicating with stakeholders and policymakers of different tier to create a distinctive and appealing image in their minds and gain their support in favor of program issues and influence their behavior in a specified way. Advocacy includes both being an advocate and helping others to be advocates. This advocacy campaign will be held both at local and policy level which in turn will create a synergistic impact to get result oriented/maximum output from this campaign.

The advocacy campaign will encompass working for change:

- **Who** makes the decision?
- **What** is decided?
- **How** it is decided and
- **How** it is enforced or implemented

An important aspect of advocacy work is the involvement of different stakeholders in advocating for change. Change at one level may be necessary for change at another and are complementary.
Major thrust of the advocacy strategy would be to focus on community outreach activities through local level effort.

The proposed activities for the Advocacy Campaign

(i). Developing an Advocacy Kit: BCCP will develop an "Advocacy Kit" as a supporting tool to implement this advocacy campaign. The kit will contain advocacy materials such as: a set of Fact Sheets on procurement situation and information on importance of sound procurement system for social and economic development, a booklet on frequently asked questions on PPR, a Guideline for the advocate on pro-active monitoring including a monitoring checklist, a Booklet with keynotes/talking points for the advocates on procurement policy, law and framework, Common folder and Notepad etc.

(ii). Policy Advocacy at National and Division Level: BCCP will organize policy advocacy at National and Divisional level involving media, public officials, Public representatives, Think tanks, politicians for better implementation of PPR. This activity will include Round table dialogue on legal and policy framework of public procurement, utilization of e-Government Procurement, etc. A number of such Round Table Dialogues will be held at national level and divisional levels.

(iii). Organizing Future Search Conference (FSC) at district level: BCCP will organize Future Search Conference at 64 districts with representative from the target agencies, stakeholders, local NGOs, media, public officials, local influential and public leaders. The conferences are organized with 60-70 representatives from all the stakeholders groups, into the room to work on a common agenda. The format of the event is designed to create a foundation for the development of community action plans by involving all stakeholders in their conception. It explores a promising way for enabling diverse groups of people with a stake in an organization or community to plan their future. It brings a "whole system" into the room to analyze the past situation, review the present, and desired future as a back-drop to action planning.

This workshop is designed to create a foundation for the development of community action plans and commitment by involving all stakeholders in their conception. In a future search, people seek common ground rather than resolve conflicts; focus on the future rather than solve old problems; generate broad commitment to a common goal; identify creative strategies; and take responsibility for action. The process creates an atmosphere in which everybody feels that he/she is an asset in the community and this generates a sense of ownership and responsibility among the participants to make the community and society a better place for all. It helps to shape a shared vision for all stakeholders.

(iv). Forming Contractors’ Forum at district level: A total of 64 Contractors’ Forum will be formed. The forum will consist of representatives of local NGOs and other stakeholders, public officials, local influential, political leaders, interested pro-active groups of opinion leaders, social elites and media apex bodies. This forum will advocate at government, private and public forum for fair delivery of public goods and services and provide information on local level success and changes. The Forum will meet for an annual experience sharing discussion about the progress. The forum is proposed to be constituted at the event where future search conferences would be held. The FSC program undertaken in the PPRP II project will eventually activate the forum and connect its action plan for following up by the forum.
(v). Organizing Rally and Road Show: BCCP will provide support to the members of the Contractors’ Forum and key procuring agencies to organize Rally, road show open discussions or any other innovative mobilization activities.

(vi). Publishing Success Story: BCCP will follow up with the Contractor’ Forum to collect and publish success story of the individual, agency or group in terms of demonstrating transparency, social accountability and/or facilitating to follow the procurement guidelines, e-GP or any other good practice relating to procurement. BCCP will share the publication with every forum for encouraging them.

4.2.3C. Communication Capacity Building

Communication is a recognized discipline combining a specific body of knowledge, skills, expertise and empowerment. Personnel who carry out programs and deal with the people require training and orientation on the respective issues. Procurement professionals usually need skills in planning, designing and managing the tender from schedule designing to awarding the contract and its management having followed the provisions of the PPR appropriately and in a fashion that is accountable and transparent. The tenderers and business community also need an in-depth working knowledge of the tendering process including preparing proper bids and proposals and thus require special training on basics on procurement and its transparent system. Besides, to provide support for strengthened social accountability in the procurement sector various stakeholders, media professionals, civil society need to know the fundamentals of the Act and Rules of public procurement. The stakeholders need to internalize the following few issues:

- why is it important to stimulate/sensitize community to be aware about the tender process
- how to support local leaders (people having influence on individuals) to ask for transparent, accountable and corruption free tender process
- how to assist local leaders to promote the initiative
- how to learn, conceive and plan on how to assist local leaders to promote the initiative.

And all those who work in the field need to know how effective communication effort can create a positive climate that inspires others. Therefore, for successful implementation of PPR in Bangladesh, communication capacity of a cross section of stakeholders to clearly understand and meaningfully communicate PPR to all stakeholders should be strengthened. The communication capacity building of the procuring entities is of paramount importance to foster enabling environment in the PPR reform process.

The Capacity Building component for this communication strategy will address following communication objectives:

CO-1 Increase the level of awareness on the importance of PPR and usefulness of social accountability mechanism

CO-2 Increase the level of accurate understanding about the rules and exceptions
CO-6 Increase the number of stakeholders who are committed to following PPR.

The following audience will be covered by the capacity building program.

- Procuring Entities
- Tenderers
- Business community
- Civil Society Members and public representatives
- Media Professionals.

To achieve the objective of capacity strengthening for the civil society, stakeholders, media professionals, social leaders and general public with ultimate objective of achieving the PPRP II, the following communication capacity building activities would be designed, developed and implemented:

(i). A training course for the Procuring Entity on communication techniques, social awareness and basic procurement knowledge: This training will be conducted mainly for the four target agencies (LGED, REB, REB, BWDB) and other procuring entities to discuss communication techniques for procurement, social awareness, good governance and basic procurement information. The objectives of the training are to enable the participants to communicate and manage procurement procedure in a transparent manner, encourage and motivate them to maintain honesty, social responsibility and ethical aspects and reinforce their knowledge on basic procurement system. The training course will be conducted centrally in Dhaka and in other 5 divisions respectively. A number of 25-30 participants will be attending in each course.

(ii). A training course for the Tenderers and Business Community on communication techniques, social awareness and basic procurement knowledge

A short training course will be designed, developed on "communication techniques, social awareness, good governance and basic procurement knowledge" for the bidders and business community (contractors, suppliers, consultants, business chambers, importers and exporters etc.) The course outline and key information will be very much consistent with the training course for the procuring entity. The objectives of the training course is to inform and raise awareness of the tenderers and business community on the basic procurement knowledge and enable them to participate effectively in the bidding process and encourage/motivate them to maintain social responsibility and ethical aspects of procurement competition and process. It will enhance participant's knowledge and skill on procurement process and encourage them to avoid and resist corruption. The orientation course will be conducted centrally in Dhaka and in other 5 divisions respectively for 25-30 participants in each batch.

(iii). Orientation/Training for the Civil Society members and Public Leaders: A one-day orientation/training will be designed, developed and pretested on transparency, social awareness and basic knowledge on public procurement for the civil society members, public leaders and the social influential people from district and division levels. The objective of the course is to empower the different social and influential groups through providing information and sensitizing them about a transparent, corruption-free and socially accountable public procurement system and motivate them on their social responsibilities on the issues.
(iv). Orientation/Training course for the Media professionals: Under the capacity development strategy BCCP will undertake several programs to orient the media professionals, both print and electronic. This group with their broad reach and powerful influence, can help increase knowledge, raise awareness of social accountability on public procurement issues and influence positive behavior change of the procuring entity and tenderers in order to ensure accountability and prevent irregular practice and corruption through their writing. As much as people are exposed to information, ideas, and values, they may become increasingly aware and interested and, eventually, some decide to take action. Therefore, the media professionals can play a vital role to influence changes in people’s mind set and behavior. As part of the process an orientation course will be designed, developed and conducted for the media people in Dhaka and five other divisions in relation to public procurement process and social accountability and their responsibilities on the issues. In order to organize the orientation workshops SACC team will work closely with the Press Clubs and other Journalist Forums at different levels as appropriate.

(v). Developing and producing a Procurement Video: Public procurement is a challenging and complex issue in the present context. Hence to make the educational and awareness sessions on public procurement interesting and learner friendly and to present the issue in a simple manner a short training Video on Public Procurement and social awareness will be developed.

The Procurement Video will contain social accountability, transparency and ethical aspects and clarification of certain important laws/bi-laws of the procurement Act and Rules for goods, works and services. The video will also contain information about e-GP and demonstrate how the tenders can be submitted online. The video will be shown in the training workshop to demonstrate the laws and rules for the procurement as well as it can be a source of added information for the tenderers and procuring entities.

Strategic Approach to Developing Communication Capacity Building Program

BCCP will develop the training curriculum with guidance from CPTU / PPR experts by forming a small Working Group. BCCP will develop a set of comprehensive training curricula for conducting the above mentioned training/orientation courses. A pool of trainers will also be developed for conducting the training. The training or capacity program will be managed by following stages mentioned below:

(i) Review of the existing literature/curriculum/materials - BCCP will collect and review existing curriculum developed under PPRP II capacity development component and other related documents/literature.

(ii) Conducting a Training Needs Assessment (TNA)- A training needs assessment will be conducted to analyze the current situation of training and identify the gap in information in order to develop training curriculum; handouts and identify training methodology, techniques and duration for the course. The assessment will be done through random sampling among the target audience. The collected data will be analyzed carefully to concentrate on planning the training module. The findings of this assessment will provide detailed picture about the areas that need to be addressed in communication techniques, social awareness and basic procurement knowledge of the target audience.
(iii) Forming a small Working Group: A small Working Group (WG) will be formed comprising members from CPTU, Technical Working Group or National Trainers' pool developed by CPTU and BCCP to develop the training/orientation curricula based on the recommendations made in the TNA report and Curriculum Development Workshop. The group will assist the BCCP curriculum development team by providing guidance on the technical issues. BCCP will coordinate with the capacity building team of PPRP II to avoid any no overlapping of training activities.

(iv) Organizing a Curriculum Development Workshop: A Curriculum Development Workshop will be organized to design a set of curricula for the different training/orientations for different groups of participants. The workshop will discuss the findings of reviewing the existing curriculum, reviewing of Procurement Rules and Act, TNA, etc. and come to a consensus on the content/module of the training workshops.

(v) Develop a Core Group of Trainers: Once the modules are ready BCCP will conduct a TOT to develop a core group of trainers. A number of training/orientation courses on TOT mode will be conducted for the above mentioned target audience (at least one for each of the target audience group).

(vi) Organizing pretesting session: Once the training modules are ready, BCCP will organize a two-day orientation course on "communication techniques, social awareness and basic procurement knowledge" for the Tenderers and business community on a test run basis. The professionals of CPTU and BCCP as well as the member of the Training Working Group will also participate in the Training Program as observers/reviewers.

The following Flow-chart shows the steps for the Strategic Approach for the Capacity Building Component:

![Flowchart for trainer's manual development & conduction of TOT and training](image)

Figure-5: Flowchart for trainer's manual development & conduction of TOT and training
Core trainers of BCCP will seek technical support from the CPTU or National Trainers' pool for developing curriculum and conducting the training program.

Training Techniques

The training/orientation will be designed as highly participatory and facilitative. However, a high level of practice element would be delineated in designing most of the sessions. The curricula will be designed and developed using participatory methods and utilizing Visualization in Participatory Planning (VIPP), Participatory Rapid Appraisal (PRA) and power point presentations and other modern but cost effective techniques and methods. Provision of providing technical information, concepts and knowledge and open discussion/exercise with participatory process will be kept in the training courses giving almost equal amount of time and leverage. Review, Discussion and Sharing (RDS) techniques will be included in designing the session plans. The participants will have opportunities to share and review each other's experience, knowledge and skills. The course will be designed using different types of participatory techniques, such as;

- Brainstorming
- Question/Answers
- Video show
- Experience sharing
- Use of over head projector (OHP)
- Visualized drawing and discussion
- Visualization in Participatory Planning (VIPP) Card writing
- Role-play/Mini drama
- Case study/Case analysis
- Warm-up and related energizers etc.

The training courses will be conducted centrally in Dhaka and in other 6 (six) divisions for four groups. A number of 25-30 participants will be attending in each course making a total of 720 participants considering schedule of implementation and timeframe. A short procurement video will be developed and produced to convey interesting and learner-friendly messages for awareness and education on public procurement and social accountability and to narrate success stories.

BCCP's core group of trainers will seek technical support from the CPTU or National Trainers' pool for developing and conducting the training. The proposed training plan is given below:

**Training Plan at a glance**

<table>
<thead>
<tr>
<th>Course</th>
<th>Duration</th>
<th>Participants</th>
<th>Number of Batches</th>
<th>Number of participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training on comm. techniques, social accountabilities and procurement Knowledge</td>
<td>2 Days</td>
<td>Participants from LGED, REB, BWDC, RHD, GOB Procure-ment Committees and NGOs</td>
<td>Total 6</td>
<td>1 National and 5 divisional</td>
</tr>
</tbody>
</table>
Table 1. Training Plan for the target audiences

4.3. Development and Testing

Once the strategic design for a communication program is established, work begins on developing specific messages and materials to initiate and support other program activities. Developing messages and materials that can increase knowledge, change attitudes, and, especially, encourage new behavior is no easy task. It combines art and science. It calls for a creative process that applies imagination and talent within the framework of an agreed-upon strategic design. From the experience of its behavior change communication over a decade and a half, BCCP adheres to a few overriding principles for message and materials development stated below:

- Reflection of professional quality and creativity in communication.
- Expertise in the relevant field
- Ensuring audience participation and feedback
- Comparable in quality
- Accurate in addressing issues
- Easy to understand by the audience
- Appealing to the audience
- Evokes synergy in program approach
- Presence of elements of 7Cs of effective communication
- Gets the message across the target audience irrespective of their educational background
- Value for money spent.

Following the principles mentioned above, all communication messages and materials and tools under this program will be designed, developed and produced.
4.4. Implementation and Monitoring

4.4.1 Coordination

Bangladesh Center for Communication Programs (BCCP) as part of their contractual agreement will implement the communication strategy under the guidance of Director General, Central Procurement Technical Unit (CPTU). To ensure smooth implementation of this three-prong strategy, it is essential to have a strong coordination among the stakeholders, including BCCP, CPTU, four target agencies, members of technical working groups of PPRP II. Two-tier coordination is needed throughout the design, implementation, monitoring and evaluation phase. During the design phase most of the coordination is needed at central level. Whereas the local level coordination is essential at the implementation, monitoring and evaluation phase.

At the central level, suggestions of the technical working group formed for the communication component of the PPRP II will be harnessed and their participation will be sought in designing campaign, advocacy training materials, and finalizing the implementation plans. Holding working group meetings on regular interval, arranging special consultative meetings, and organizing workshops will be used as the coordination mechanism at the central level.

Local level representatives of four target agencies, District Commissioner's Office, Upazila Parishad Office and local contractor forum will be the focal points of local level coordination. With the help of the central level working group, the communication strategy implementation agency will establish linkage with the stakeholders at the local level. Reconnaissance visits, meeting at local level and maintaining liaison will be the coordination mechanism at this level.

4.4.2. Timeframe

The period of Implementation for Social Awareness Campaign and Communication program is from July 2009 to June 2012.

4.4.3. Implementing Action Plan

The communication strategy will be implemented for 18 months starting from October 2010. The development and testing phase of the messages and materials will be completed by this time and most of the productions and plans will be ready for implementation. During the implementation regular monitoring and mid term assessment will take place. After 18 months of implementation the impact evaluation will be conducted. A tentative action plan matrix with the major activities/interventions along with the timeline is provided below.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a.</td>
<td>Develop Communication plan</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Hold WG meetings</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>2</td>
<td>Develop Implementation Plan for Communication Strategy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1</td>
<td>Develop communication action plan</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>2.2</td>
<td>Share the plan with CPTU</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>2.3</td>
<td>Incorporate the comments, finalize and submit to CPTU</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>b.</td>
<td>Implement a Strategic Communication Program</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>6 Episode TV Reality show</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.1</td>
<td>Review key findings of the research and strategy</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>3.2</td>
<td>Design document workshop on reality show and other messages</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>3.3</td>
<td>Develop rough cut version and pretest the episodes</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>3.4</td>
<td>Share the episodes with CPTU and get endorsement</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>3.5</td>
<td>Final production of TV reality show</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Airing of TV reality show</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.1</td>
<td>Finalize the media plan</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>4.2</td>
<td>Broadcast the reality show</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>5</td>
<td>Develop TV and Radio Spots</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.1</td>
<td>Develop &amp; pretest 1 TV and 1 Radio spots</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>5.2</td>
<td>Share the TV/Radio spots with CPTU, final production</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Sl.</td>
<td>Activities</td>
<td>July 2010-June 2011</td>
<td>July 2010-June 2011</td>
</tr>
<tr>
<td>-----</td>
<td>---------------------------------------------------------------------------</td>
<td>---------------------</td>
<td>---------------------</td>
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<tr>
<td></td>
<td></td>
<td>Months</td>
<td>Months</td>
</tr>
<tr>
<td>6</td>
<td>Airing of TV &amp; Radio spots</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6.1</td>
<td>Finalize the media plan and submit to CPTU</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>6.2</td>
<td>Broadcast the TV/Radio spots</td>
<td>X  X  X  X  X  X  X  X</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Cartoons series for newspaper</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7.1</td>
<td>Develop the cartoon series</td>
<td>X  X</td>
<td></td>
</tr>
<tr>
<td>7.2</td>
<td>Cartoon series published</td>
<td>X  X</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Music video and audio songs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8.1</td>
<td>Develop the music video and audio song</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>8.2</td>
<td>Share the music video &amp; audio songs with CPTU</td>
<td>X  X</td>
<td></td>
</tr>
<tr>
<td>8.3</td>
<td>Production and submission to TV &amp; radio channels</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Billboards</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9.1</td>
<td>Develop and pretest 1 Billboard with target audience</td>
<td>X  X</td>
<td></td>
</tr>
<tr>
<td>9.2</td>
<td>Share the billboard with CPTU</td>
<td>X  X</td>
<td></td>
</tr>
<tr>
<td>9.3</td>
<td>Erection of Billboards</td>
<td>X  X  X  X  X  X  X  X</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Print materials (Poster and Brochures)</td>
<td>X  X  X  X  X  X  X  X</td>
<td></td>
</tr>
<tr>
<td>10.1</td>
<td>Develop/pretest 1 Poster &amp; 1 Brochure</td>
<td>X  X</td>
<td></td>
</tr>
<tr>
<td>10.2</td>
<td>Share the Poster and Brochure with CPTU</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>10.3</td>
<td>Production and distribution of the print materials</td>
<td>X  X  X  X  X  X  X  X</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>National level launching event on SACC campaign</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11.1</td>
<td>Planning meeting with CPTU</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>11.2</td>
<td>Finalize venue, date and guest list</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>11.3</td>
<td>Preparation for the event</td>
<td>X  X</td>
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<tr>
<td>11.4</td>
<td>Hold the launching event</td>
<td>X</td>
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<tr>
<td>Sl.</td>
<td>Activities</td>
<td>July 2010-June 2011 Months</td>
<td>July 2010-June 2011 Months</td>
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<td></td>
<td></td>
<td>Jan</td>
<td>Feb</td>
</tr>
<tr>
<td>12</td>
<td>Develop knowledge and capacity building plan</td>
<td></td>
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</tr>
<tr>
<td>12.1</td>
<td>Develop a draft knowledge and capacity building plan</td>
<td></td>
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<tr>
<td>12.2</td>
<td>Share the plan with CPTU, WG for comment and finalize plan</td>
<td></td>
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<tr>
<td>13</td>
<td>Conduct Training Needs Assessment (TNA)</td>
<td></td>
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<tr>
<td>13.1</td>
<td>Develop guideline and tools</td>
<td></td>
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<tr>
<td>13.2</td>
<td>Conduct IDI &amp; FGDs with the key informant and audiences</td>
<td></td>
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</tr>
<tr>
<td>13.3</td>
<td>Prepare TNA report and share with WG &amp; CPTU</td>
<td></td>
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<tr>
<td>14</td>
<td>Develop a set of 4 training/orientation curricula</td>
<td></td>
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</tr>
<tr>
<td>14.1</td>
<td>Hold a curricula design workshop</td>
<td></td>
<td></td>
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<tr>
<td>14.2</td>
<td>Develop the curricula</td>
<td></td>
<td></td>
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<tr>
<td>14.3</td>
<td>Share the curricula with WG and CPTU for comments</td>
<td></td>
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<tr>
<td>14.4</td>
<td>Prepare final draft curricula</td>
<td></td>
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<tr>
<td>15</td>
<td>Identify core group of trainers for the course</td>
<td></td>
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<tr>
<td>16</td>
<td>Conduct TOT/test run of the curricula with facilitators</td>
<td></td>
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<tr>
<td>17</td>
<td>Develop a procurement video for training/advocacy activities</td>
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<tr>
<td>17.1</td>
<td>Design the video concepts and share with CPTU</td>
<td></td>
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<tr>
<td>17.2</td>
<td>Develop the rough-cut version</td>
<td></td>
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<tr>
<td>17.3</td>
<td>Pretest the video</td>
<td></td>
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<tr>
<td>17.4</td>
<td>Share the video with CPTU experts and finalize</td>
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<tr>
<td>17.5</td>
<td>Production and distribution of video</td>
<td></td>
<td></td>
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<tr>
<td>18</td>
<td>Training/orientation for REB, RHD, LGED, BWDB, PC, Tenderer, media</td>
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<tr>
<td></td>
<td>professionals and civil society</td>
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<tr>
<td>19</td>
<td>Production and distribution of advocacy kit</td>
<td></td>
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<tr>
<td>Sl.</td>
<td>Activities</td>
<td>July 2010-June 2011</td>
<td>July 2010-June 2011</td>
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<td></td>
<td></td>
<td>Months</td>
<td>Months</td>
</tr>
<tr>
<td>20</td>
<td>Organize FSC (advocacy workshops) in 64 districts</td>
<td>X  X  X  X  X  X  X</td>
<td>X  X  X  X  X  X  X</td>
</tr>
<tr>
<td>21</td>
<td>Form/mobilization of “Tenderer Forum” in 64 districts</td>
<td></td>
<td></td>
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<tr>
<td>21.1</td>
<td>Form the Tenderer forum</td>
<td>X  X  X</td>
<td>X  X  X</td>
</tr>
<tr>
<td>21.2</td>
<td>Hold yearly forum meetings</td>
<td>X</td>
<td></td>
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<tr>
<td>22</td>
<td>Advocacy/seminars/ round table at national &amp; divisions</td>
<td>X  X  X  X  X  X  X</td>
<td></td>
</tr>
<tr>
<td>23</td>
<td>Publication of the success stories and other experiences</td>
<td>X  X  X  X  X  X  X</td>
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<tr>
<td>c.</td>
<td>Monitoring and Supervision</td>
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<tr>
<td>24</td>
<td>Develop monitoring and supervision system</td>
<td></td>
<td></td>
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<tr>
<td>24.1</td>
<td>Develop monitoring and supervision tools</td>
<td>X</td>
<td></td>
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<tr>
<td>24.2</td>
<td>Develop monitoring plan</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>24.3</td>
<td>Share the plan/tools with CPTU</td>
<td>X</td>
<td></td>
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<tr>
<td>24.4</td>
<td>Finalize and submit monitoring plan to CPTU</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>26</td>
<td>Monitoring and supervision of the communication program</td>
<td>X  X  X  X  X  X  X</td>
<td>X  X  X  X  X  X  X</td>
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<tr>
<td>26.1</td>
<td>Prepare and submit quarterly performance report to CPTU</td>
<td></td>
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<tr>
<td>d.</td>
<td>Evaluation and closing</td>
<td></td>
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<tr>
<td>27</td>
<td>Conducet mid-term review</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>27.1</td>
<td>Conduct the review</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>28</td>
<td>Prepare and submit the report</td>
<td></td>
<td></td>
</tr>
<tr>
<td>28.1</td>
<td>Conduct the end-line evaluation</td>
<td></td>
<td>X  X  X</td>
</tr>
<tr>
<td>28.2</td>
<td>Prepare and submit the evaluation report</td>
<td>X  X  X</td>
<td>X  X  X</td>
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</table>
4.4.4. Monitoring

The success of the communication strategy would require a systematic approach to monitoring and evaluating the activities mentioned in the communication strategy. The following section provides details of monitoring activities.

Progress Monitoring

A continuous progress monitoring throughout the program will take place to ensure proper implementation of activities. Project staff will carry out routine monitoring activities with technical assistance from the Research Unit. By answering the following questions progress monitoring will tell us whether activities taking place have been happening as planned or whether there are significant deviations:

- Were print materials such as posters and brochures prepared and distributed to the appropriate destinations?
- Were billboards put up in the designated locations maintaining quality?
- Were radio and television commercials aired at the appropriate times?
- Were musical video aired in cable channel and FM radio?
- Did the community events take place with wide-spread participation?
- Did the capacity building and advocacy initiatives take place as per plan?

The project's senior management will complete detailed reports of inputs, activities, and outputs on a quarterly basis. The reports will contain quantitative details of delivered inputs, activities that have been carried out, and the outputs achieved. Both quantitative and qualitative methods will be used to capture the information. While monitoring progress of implementation of the project there is hardly any scope to assess impact of the activities towards achieving the goal. Impact assessment would therefore be the purview of Evaluation studies.

Mid-term Assessment

The program will conduct mid term evaluation at the middle of its duration. The objective of the evaluation would be to assess the progress made towards the achievement of the communication strategy as laid out in the agreement as well as to identify and describe the main lessons learned from the project performance in terms of awareness raising, capacity building, and advocacy. Both qualitative and quantitative methods will be used.

4.5. Evaluation & Replanning

An end line evaluation during the last quarter of last year will be conducted. The purpose of the evaluation would be to measure the near impact of communication strategy and also to identify new challenges and opportunities resulting from the implementation of this communication strategy. The specific objective of the end line evaluation will be to:

- measure the popularity of PPR
- measure the changes of knowledge of the respondents regarding reformed public procurement system
- measure the changes of perception and attitude of the respondents about the PPR
- measure the changes of behavior of the respondents about the PPR
- measure the exposure of different communication interventions and message related to promoting PPR by sources
- measure the reaction of the respondents on seeing different communication materials such as poster, stickers, TV & radio spots, billboard, etc
- measure the effect of any message related to promoting PPR.

The end line evaluation will be carried out by an independent research firm with support from CPTU and BCCP research unit. Both qualitative and quantitative methods would be used.

5. CONCLUSION

Communication was originally conceptualized as a simple one-way transmission of messages from a source to a receiver with the intention of producing some effect. By the 1990s the conceptual framework of communication expanded dramatically. The definition and practice of communication shifted from monolog to dialog. The key program elements of strategic communication - audience participation, recognition of behavior change as both a social and an individual process, use of mass media and development of entertainment for education purposes are rooted in the new conceptual framework of communication and behavior change. The distinction between the sender and receiver disappears because all the participants have the opportunity of becoming senders and receivers. One of the main lessons learned over the past four decades is that effective communication begins with the audience, the client, or the consumer and continues over time as a process of mutual adjustment and convergence.

The approaches recommended and the activities proposed in this strategy document have roots in the aforementioned thoughts. The findings of CBA and OR studies gave clue to interventions in the major areas of communication viz. media campaign, advocacy and capacity building. The success of PPRP II communication strategy would largely depend on creating an enabling environment to foster the implementation of the recommended steps in the action plan.

In summary communication process is characterized by a series of intermediate outcome and feedback. Public policy and communication programs influence both individual and social changes establishing new community norms and over time providing support for stronger and more effective policies and programs when they are carried out through a multitude of communication interventions. It is hoped that PPRP II communication strategy would pass these tests to remain as an ideal guideline for the reforms it endeavors to establish.