

BHUTAN

Development of
Bhutan Broadcasting Service

Mid-term tripartite review development of Bhutan broadcasting service

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MID-TERM TRIPARTITE REVIEW
DEVELOPMENT OF BHUTAN BROADCASTING
SERVICE

by Carlos A. Arnaldo
Torben Krogh

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of the Kingdom of Bhutan by the
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SUMMARY

From 15 to 22 May, the Tripartite mission visited Bhutan to inspect the project 510-BHU-61 Development of Bhutan Broadcasting Service, under UNESCO execution and financed by funds-in-trust from DANIDA*. The total working budget is US\$ 1,137,000 over a four year period beginning in 1989. The project is expected to be completed by the end of 1992.

Notable achievements were demonstrated in production techniques, technical operations, field recording, news organization and production. There was also a noticeable smoothness in most operational procedures, reflecting a solid basis in management training and a system of shared management. In view of the transfer from makeshift studios in an old building to modern facilities, and the concomitant shift to disciplined production and operational techniques in a new environment, the staff appeared to have quickly accommodated to the new routines and to the atmosphere of a professional broadcasting outfit.

There were marked delays, however, in some significant activities, in particular: design and assembly of FM radio receivers; installation, training in and use of computers; training in and setting up of sound archives. These delays were due in part to changes and further explicitation of Government priorities (for the FM radio receiver assembly), and delays in the construction of the new studios provided by the Indian Government under a bilateral arrangement (for training in computers and archiving). There was also an error in the ordering of the project vehicles.

The Music Production Consultancy was both successful and dissatisfactory. It was highly successful in orienting producers to the recording of traditional music in the field and of gradually building up a resource of national music. It was less successful in defining a national music policy, and in making use of the two sound synthesizers purchased for the project.

The positive results of the project nonetheless far outweigh the problems and delays encountered, and show remarkable achievement for a project that was designed to operate without a resident expert/coordinator.

The overall conclusion is that from the project inputs, Bhutan Broadcasting Service has been firmly established as a respected national institution and is well on its way to being a professional broadcasting organization.

The mission held three formal tripartite meetings and worked out a set of decisions which were signed in Thimphu on the eve of departure. These are reproduced as Annex I.

* Danish International Development Agency



The new studio facilities of Bhutan Broadcasting Service, provided by the Indian Government under bilateral arrangement (Photo UNESCO/CAA 1991).

I. INTRODUCTION

Organization of the Mission

1. As proposed in the Plan of Operation and scheduled in the calendar of activities for the project 510-BHU-61 Development of Bhutan Broadcasting Service (BBS), a tripartite review mission was organized from 15 to 22 May 1991. The mission members were Carlos A. Arnaldo, of the UNESCO Secretariat and Torben Krogh, external consultant representing DANIDA. The new Joint Director of Broadcasting and Manager of Bhutan Broadcasting prepared a schedule of meetings and activities, as well as a review of the project activities.

Terms of Reference

2. The terms of reference were prepared and agreed upon beforehand. They are as follows:

Objectives of the tripartite review:

- i) Assessment of project progress
- ii) Assessment of the need for a one-year extension of the project within the approved budget frame.

Scope of the Review:

The Review Team's work shall include but not be necessarily restricted to the following:

a. Assess the implementation of project activities with reference to the project document and the objectives and outputs stated therein:

More specifically, the team shall assess:

- the quantity and relevance of the training (both production and technical training) given under the project; identify possible backlog;
- the establishment and expansion of production and transmission facilities;
- the equipment provided, particularly in terms of complementing that furnished in the new complex;
- the establishment of new circuits to the FM/SW radio receivers;

- the progress in the establishment of a workshop for local assembly and repair of cheap dynamo/solar radio receivers;
- the progress in the organization of a combined Bhutan Radio-Kuensel news pool;
- the progress in establishing a library and archives system for news and sources of information;
- the progress in audience research and studies to establish profiles of listener groups;
- the involvement of women in the project (as staff, as active listeners), and the number, quality and relevance of programmes addressed to women and young girls;

b. In the light of the above assessments, and especially in view of the transfer from the old radio station to the new broadcasting complex on 9 March 1991, the Team should review the operational plan, discuss any future requirements and propose adjustments keeping within the original budget frame approved and the major orientation of the original project objectives.

c. The Tripartite mission members should jointly prepare the report to be submitted officially by UNESCO to the Government of Bhutan and DANIDA.

The mission members or the Government may raise other questions concerning the project, which are not included above; the mission should be prepared to discuss them and those requiring a major or policy decision should be referred back to DANIDA and UNESCO for a more comprehensive response.

II. REVIEW OF PROJECT ACTIVITIES

3. Project activities began 14 June 1989 with the mission of UNESCO and consultants recruited from DANICOM.* From the start of the project it was decided not to have a resident expert as project coordinator, but rather that these functions be under the charge of the Director of Information and Broadcasting, or as is the case now, the Joint Director of Broadcasting. On the other hand, it was also planned that as much as possible, there would be a regular flow of consultants in the areas of expertise required, and that this continuity of consultants would serve to compensate for the absence of a full time expert.

4. The activities, subject of previous reports, are briefly described in the following sections.

* Danish Development Communication Consultants

Radio Production

Production techniques.

5. In preparing the project, and recognizing that the shift from temporary studios to professional facilities would impose major changes in techniques and methods of production, radio production training was seen as one of the key components of the project. It was planned to have regular training in this field every year, starting with the basics of production, and moving to advanced techniques and innovative programme formats. Training courses were organized by the DANICOM consultant: June to December 1989; July/August and November/December 1990. Training covered: basic production techniques, basic programme formats, production and use of spots, interviewing techniques, and field recording.



Torben Brandt coaches BBS producer in spontaneous reporting during live recording of local football match (Photo DANICOM 1990).

Basic journalism and radio news.

6. Together with the first mission in June 1989, a short two-week introductory course in basic journalism and radio news was organized by the UNESCO consultant in conjunction with the concurrent production courses.

Music production

7. This consultancy had two focuses, first to train the producers in the techniques of field recording of traditional Bhutanese music towards building up a resource of national music; and second, to work towards defining a national music policy. It was also proposed to introduce producers and musicians to the use of the sound synthesizer in broadcasting production, either as sound effects or synthesized music or rhythms. Training was held October to December 1989 and March 1990 and included field trips to test field-recording techniques.

Programme formats.

8. In 1991, a three month training course was organized by the DANICOM consultant focused on creative and innovative programme formats, including quiz programmes for farmers, use of documentary actualities in news and improved use of field productions. At least three field trips were organized for this period.

Technical Training

9. Technical training was similarly identified as a key need, especially in view of the anticipated transfer to the new broadcasting facilities. A broadcast engineer from DANICOM was assigned for three weeks in October/November 1989 to provide courses on basic electronics and the use of measuring instruments.

10. During a second mission in March 1990, the consultant also assisted BBS in setting up a maintenance workshop and designing an improved antenna for the UNESCO FM transmitter. The consultant also assisted in preparing the editing facilities in the new station and guided a field survey of reception quality of the new 50 Kilowatt shortwave transmitter provided by the Indian Government. During this time, sample kits of the dynamo radio (basically an FM radio with a re-designed SW band) were distributed in Zone IV and tested for reception quality.

11. In view of the need to ensure reliable operation and maintenance of the new transmitter, the more experienced technicians of BBS were sent on a study tour to Asea Brown Boveri, the transmitter manufacturer in Switzerland in January 1990. While in Europe the technicians were also given a workshop on tape recorder operation and maintenance at the Danish Broadcasting Corporation.

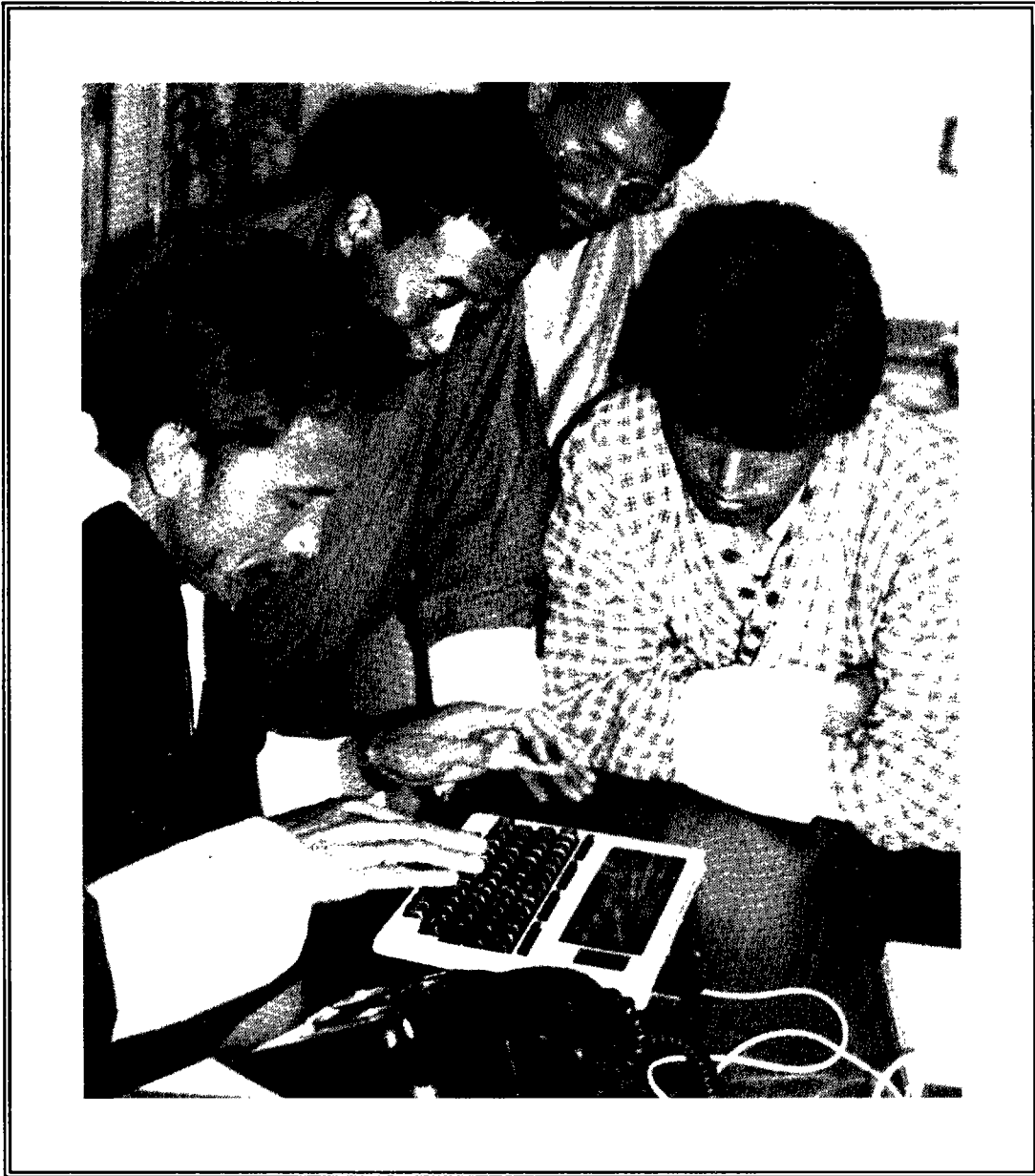
12. A third mission was organized in March 1990 to assist BBS in the transfer to the new building and ensure compatibility of equipment for technical operations and production. A temporary editing suite was installed and the UNESCO FM transmitter was set up in the technical room and its antenna fixed to a temporary mast.

Technology Development

13. Given the isolation of the country and the need to ensure not only operation and maintenance of equipment, but also creative design and application of electronics, this activity of the project covered three aspects:

A system for electronic mail.

14. A simple electronic mail system, coupled with a laptop computer was installed by the UNESCO consultant in February 1990 to ensure contact between BBS, UNESCO and DANICOM. The same system can also be used within the country for sending news dispatches or programme scripts or simple communication, or for communication between BBS and *Kuensel*, the national newspaper. There were initial difficulties in the



BBS staff practice the procedures for writing, receiving and sending mail via the Mallard electronic mailbox which connects anywhere in the world where a similar mailbox is connected to a standard telephone (Photo Mallard 1990).

first year because international lines were not yet available. Towards the middle of 1990 Bhutan was hooked up to satellite services and IDD (international directly dialing) was made available to key offices, including BBS. This greatly facilitated communication.

FM transmitters.

15. While BBS was still lodged in its former building (until 29 March 1991), and operating the old 10 Kilowatt transmitter which gave only intermittent service, the station was provided in 1987 (before the current project) with the UNESCO 10 watt FM transmitter to ensure permanent service at least in the capital Thimphu. At a later date it was foreseen to expand the FM service to nearby towns, particularly Paro, the site of the international airport. This transmitter was designed using newly available electronic chips (thus economizing on the number of components required) and simplified circuitry -- simple enough that the BBS technicians could assemble it themselves or easily repair it.

16. There were problems with the antenna, at first a vertically polarized antenna (at first sight, logical because of the mountainous terrain). This was replaced later by a horizontally polarized antenna and gave significant improvement in reception.

17. The FM transmitter, together with the 100 watt amplifier, is now placed in the Technical Laboratory and connected to a temporary antenna and mast. It is foreseen during the next mission to shift the transmitter to the Control Room (where it can be regularly monitored) and connected to an antenna on the main broadcasting tower on the hill overlooking the station and the whole of Thimphu valley. This would ensure at least a 6 DB gain in output (equivalent to 600 watts output). Four additional transmitters with amplifiers have been provided in anticipation of the expansion to other areas, or experiments with outside broadcasting.

FM/SW receivers.

18. Early in the project it was proposed to assemble the UNESCO designed solar powered FM radio in quantity and distribute to villages or listening groups. In view of the need to provide SW listening as well, a new chip was identified and the required circuitry re-designed. The components for this radio cost less than \$ 15 with the solar panel. Even the new model was less than satisfactory because it required designing and building a case around the circuitry, organizing assembly workshops to do this work and supervising the assembly and distribution. All of this required manpower, which Bhutan did not have. Thus the earlier proposal to set up assembly workshops supervised by BBS staff has been cancelled.

19. Another model was identified, called a dynamo radio which could be powered not only by battery, mains or solar panel, but also had a crank which when turned for several minutes could power the radio for a few hours. This radio cost only \$ 11, if bought in quantities of 1,000 or more, and came already assembled. This appeared to be a more viable solution to the receiver problem. As this radio had only FM and MW, the UNESCO consultant redesigned the antenna coil to accept shortwave frequencies within the bandwidth used by BBS.

20. In addition, it was agreed that UNESCO also purchase other radios, particularly on the Indian market, as this would enable Bhutanese to buy these radios in convertible Rupees when the project has terminated.

Management

21. In the midst of the transfer to the new facilities, BBS was also to undergo basic restructuring in management, under the guidance of DANICOM. A new organizational chart was drawn which focused on shared management among the key work areas: news, programme, technical. Each would have a new head to work under a new Joint Director of Broadcasting. A three-week management workshop was organized at DANICOM and Radio Denmark in January 1991 immediately following the formal appointment of the new officers. The workshop covered basic concepts of management, supervisory methods, working partnerships and relations. The team also visited UNESCO after the workshop.

Library and archiving

22. Since the transfer to the new building was delayed until March 1991, it was not possible to install permanently in an operational network the eight Macintosh SE-30 computers, two IBM-pcs and laptop delivered in 1990 nor to undertake any formal training. Training on computers and preparation for archiving and documentation has been therefore re-scheduled for 1991. Meanwhile work continues on the preparation of a specialized format for archiving and documenting BBS news and programmes.

Research

23. In preparation for the research work to be done by the project, a study tour was organized to the Asian Mass Communication Research and Information Centre (AMIC) in Singapore for three months in 1990. A research consultant will be recruited in 1991 to assist in preparation of the overall research programme and the bench-line study which has already been drafted.

Provision of Equipment

24. The project has delivered approximately US\$ 260,000 of equipment to supplement that supplied by the Indian Government in the new building and to ensure permanent field production, communications and eventually a limited FM network. This includes field radio production equipment, field recording consoles and tape recorders, spares for transmitter, computers, electronic mailboxes, laboratory measuring instruments and equipment, FM transmitters and amplifiers.

25. It should be noted that the new studios were built to specifications indicated by All India Radio. This means that even studios used for editing were built for a two-man operation, a technician and an announcer, whereas BBS procedures require only a single producer who can handle the technical equipment. Moreover, the current room used for editing is not actually an editing suite, but a dubbing room, with a patch junction, not a console. This is why the Engineering consultant had to improvise by installing a console and temporarily patching tape recorders and microphones. Because the matching impedances were not the same for all equipment, a number of tape recorders (Indian

made Studers) are now idle. But this can be remedied by correctly matching impedances and will require a variety of resistors on hand to accomplish. This situation is seen only as temporary and can be improved once the accessories are available.

26. UNESCO ordered two vehicles for field work, but there were problems with the specifications. Although the order specified all-terrain tyres and four-wheel drive, the first vehicle had neither, nor a hardtop cabin in the rear. Although these were insisted on for the second vehicle, it had all-terrain tyres and four-wheel drive, but still no hardtop cabin in the rear. The eventual solution is to use the first one for duties in the Capital and nearby towns; the second would be used almost exclusively for field work. The project team can recruit local mechanics to fix a permanent hard top for the rear of the vehicles.



BBS news producer, Lekhi, cues tape recorder before taking the microphone to read the night's news (Photo UNESCO/CAA 1991).

III. ASSESSMENT OF THE PROJECT

27. In this section, the report will discuss in detail each of the major points of the terms of reference enumerated under '*Scope of the Review*,' and then proceed to an overall analysis and assessment of the project as a whole. The analysis will take into account the additional question of a possible one-year extension within the approved budget frame and other questions brought up by Government.

Training

28. The training provided thus far and for the most part has been both adequate and relevant. Special mention should be made of the training seminar organized in Denmark for the new officers of BBS, as it may seem extravagant at first sight to send four people to Denmark for three weeks under the tutelage of seven or more management trainers. It was important from the moment of their appointment to vest the new officers with the 'credentials' of leadership and management, as well as provide them with the basic knowledge and skills for running a professional radio station -- which none of the staff at that time possessed. To a great measure this was well accomplished, though there would be need of a follow-up workshop which should take place in Bhutan in the last year of the project.

29. Training in production and technical operations was very constructive, laying a foundation of principles and techniques, with room for creativity and innovation. While the consultancies were well spaced over the first two years, there was still some need for continuity, particularly guidance in new programme formats. Format work was being provided by the last production consultant during the time of the Tripartite Review and the results at that time were evident in new formats, such as quiz, field-recorded programmes and light features.

30. The first training in journalism by the UNESCO consultant was considered by BBS to be unsatisfactory; the course was pitched at too basic a level. There was rather a need to have some continuous guidance in news preparation and presentation, and for this BBS suggested the recruitment of a national or regional consultant. This work should be complemented by a more senior consultant later in the project.

31. Technical training helped not only to provide skills to the BBS technicians, but also to apply these skills in practical tasks: setting up editing consoles and field recording units, revising the antenna configuration of the FM transmitter, practical daily maintenance. This training was considered both useful and practical.

32. Music production training was most useful in applying field recording techniques to highly technical recording of traditional music in field conditions. It was also helpful in laying down principles for music collection and building up a comprehensive resource at the station -- the only 'industrial' source of local music in the country. The provision of two sound synthesizers was less useful. These still lie idle in the studio for want of musicians or technicians who know how to use them properly and creatively. There was a proposal to use them in Bhutanese music but this would require musicians with a more global approach to music than that practiced by the local village musicians.

33. The attempts, however, to work towards defining a music policy were frustrated from the start, because music is not yet a 'profession' in Bhutan. People are farmers or herders, and play music. No one is solely, or professionally, a musician. Hence, there is no association or guild of musicians who might be called upon to contribute towards defining a music policy. While the concept of a music policy is well accepted in the country, it was felt more practical either to gradually build up such an association in itself or possibly within the cultural or dance academy which also recruits musicians. This would be a prior and necessary step before tackling the specific tasks of a music policy.

34. As stated earlier, the training in research, computers and archiving was deferred until the transfer to the new facilities. These consultancies will now be scheduled in 1991 and 1992.



BBS technician manipulates the DANICOM field mixing console during the recording of the farmers' quiz programme at the Agricultural School near Paro. The console is a version of the original console designed during the Mahaweli Community Radio project, but modified to be smaller and to integrate professional, low-cost sound mixing equipment. It is complete with amplifier, mixer, cassette recorder, tape recorder, FM/SW/MW radio and PA system (Photo UNESCO/CAA 1991).

Technical Facilities

35. To appreciate the achievement of the project, one must recall the beginnings of BBS as the National Youth Association of Bhutan radio some fifteen years ago. It was then located in a residential building converted into a studio with a re-built transmitter and an obsolete mixer -- fondly called the 'biscuit tin.' There were only six volunteers running the programme for one hour every Sunday. BBS is now located in a three storey building with several sound studios and spacious production rooms. BBS now manages a staff of over fifty. Not only the building has changed; relationships between producers and technicians, between managers and staff has also required a personal adjustment.

36. The critical task in the last year was to maintain on-air operations from the old building while transferring gradually to the new facilities and adjusting all the management relations at the same time. Although some of the Indian engineers expressed grave doubts and even offered to sub-contract the management and programme production, BBS rejected this proposal and took over the new studios in a fairly smooth transition. The alternative was to have an Indian staff running the station. This was the most critical point in the whole project and perhaps its greatest contribution, with the result that today BBS is run by Bhutanese.

37. Since the Indian project provided all of the SW transmission facilities and studio production equipment (building, 3 vehicles, recorders, consoles, turntables), the UNESCO/DANIDA project concentrated only on supplementary items: spare parts and accessories for transmission and studio, microphones, field tape recorders and editing consoles, cassette recorders, FM transmission, electronic mailboxes, computers, additional project vehicles. The tape recorders provided by India, however, do not have a silent, electronic cue, they are automatically switched on by relays from the console and make an audible noise on-air. This should be remedied but may require a major conversion. Of the three vehicles donated by India two years ago, only one is in working condition (the outside broadcast van). As for the vehicles provided by the project, it has been proposed during the mission that these be fitted locally with a hardtop rear cabin to facilitate travel in bad weather.

38. The first FM transmitter and amplifier provided by UNESCO are now in use as the Thimphu service. In view of the coming plan to install a nationwide micro-wave system, the remaining four transmitters will be used for outside broadcasting (from the OB van or from the more mobile project vehicle supplied), and experiments to test FM coverage prior to permanent installation in conjunction with the micro-wave system. The Deputy Minister of Planning referred to this, saying that the Government was pleased to receive this equipment early, so that experiments could be made and technicians could learn before the micro-wave is installed.

39. On the whole, the equipment deliveries have been adequate and timely. But one must also consider what happens after the project. There will always be need of convertible currency to purchase spare parts and further accessories. Some of this problem is alleviated by the offer of India to accept convertible Rupees for parts of transmitters and recorders made or assembled in India under licence.



BBS technician mixes tape inputs on the temporary editing console installed at BBS (Photo UNESCO/CAA 1991).

FM/SW Receivers

40. At the start of the project, it was already known that first, there were very few radio receivers in the country, estimated to be less than 25% of all households; and second, that most of these were shortwave or medium wave, so as to receive programmes from the national shortwave transmitter or from abroad. Early in the project, therefore, it was considered to provide receivers that could be assembled simply in the country and sold at reasonable prices. The proceeds would be used for purchasing further components or assembled radios.

41. During the implementation of the project, two varying philosophies emerged. BBS technicians appreciated this idea and wished to implement it. They also appreciated the technical concepts of design, the attitude of independence from foreign suppliers and the pride of designing and making one's own equipment which the UNESCO consultant conveyed. Officials in the Ministry, however, were concerned about the technical

manpower to do this without slacking in the operations of the station; they were also concerned about the importation of components which would require foreign currency, and the difficulties of organizing assembly workshops. Essentially, it was a question of using very scarce technical manpower available in the country.

42. At the Tripartite meeting, it was decided to opt for a compromise solution. Given the newly designed circuits, the project should purchase 1,000 dynamo radios and the BBS technicians will install the new coil adapted for the shortwave frequencies of BBS. A further 1,000 FM/SW assembled radios will be obtained from India following a survey to be conducted by the Chief Technical Officer of BBS. Most radios will be sold at reachable prices; a proportion of them will be used as prizes for quiz programmes and other activities to motivate listeners. Any further attempts at setting up electronic cottage industries will be considered outside the project scope, though some encouragement by way of advice, circuit designs or sample components may be provided to those with entrepreneurial background who wish to pursue this.

Combined Newspool with *Kuensel*

43. Given the scarce manpower in the country, even for those with journalistic background, and the possible overlap of managing two news operations, one at *Kuensel* and one at BBS, the project also proposed some kind of cooperation in news operations. At the very minimal level, this would entail sharing at least the day's line-up of news. A further form of cooperation would be to cover news assignments singly, and share the reports with the other news desk. And still a further, more integrated form would be the organization of a single news desk, with all reporters under one editor, and with sub-editors who would prepare dispatches for the newspaper or the newscasts.

44. The question of joint efforts in news is a complicated one. Each news desk wishes to maintain its journalistic independence and develop its own style of newswriting without having to cater to yet another style or audience -- a tribute to the journalists' professional sense. Nor would either desk wish to be 'managed' or imposed upon by the other. On the other hand, without any formal organization of a joint 'newspool,' there are already forms of cooperation between the two desks. News line-ups are shared daily. On occasion, news coverage is done by one or the other desk and the reports are shared, each news desk sub-editing to the style required. A weekly feature is prepared by either *Kuensel* or BBS and printed/aired by both. All this is happening without any formal arrangement or organization; and for the time being, this is preferred by both.

45. An electronic mailbox was also provided for *Kuensel* which has fallen into disuse. It is urged that this be restored to operations and can be used for transferring the daily line-up, as well as for other forms of communication between the two desks. As required, UNESCO will supply the communication software for Macintosh or IBM-pc.

Documentation and Archives

46. At present, BBS has very few music records of a quality susceptible of clean broadcast. The best records have therefore been duplicated to open reel tape under the project. There is also a large stock of unrecorded tape already arranged on shelves according to expected future programmes. But there is no formal method of collecting

sound records (news or programme), cataloguing, documenting or archiving for storage and reference. The consultancy for this has had to be postponed until BBS moved to the new studios.

47. It is foreseen therefore to continue work on the configuration of an integrated database on the Macintosh software, Fourth Dimension. This database will enable the cataloguing and documentation of news and programmes, as well as the retrieval of: programme information, technical information, copyright data, and access/stock control. This will be done according to the international norms set by the international federations of audiovisual archives associated with UNESCO, to ensure standardization and exchange with other archives around the world, as well as a comprehensive methodology for BBS (see Annex IV for sample print-outs). It is also advised that BBS enroll as member of the International Association of Sound Archives to benefit from their documentation and training.

48. A consultancy in this field will be organized later in 1991 or early 1992 to provide an introduction to the fields of AV collection, cataloguing, documentation and archiving. As much as possible this consultancy will be timed with the trainer in computer technology. The computer technician, in addition to training in operations of the database, should also assist in the installation of the computers, networking them into a single system, basic training in word processing, database and computer operations.

49. It is most important for the above work, however, that BBS appoint a staff member to be in charge of library and archives in the sense described above. It is hoped that this appointment can be made as soon as possible, and preferably before the consultancy is scheduled.

Research

50. A study tour to train in research methods was organized for the BBS research officer; this was held at AMIC in Singapore in 1990. After this study tour, a benchline survey was prepared. The research consultancy was postponed, however, until after this Tripartite Review. In view of the current possibility that BBS may change the appointment of the research officer, it has been deemed more practical to await the new appointment before scheduling the research consultant. It has also been urged that UNESCO select a consultant who has had extensive experience in research on community broadcasting. Two candidates have been discussed positively with BBS. But further action on this is dependent on the appointment of the new research officer.

Women

51. When asked during the first mission in 1989 about the role of women in Bhutan, the Minister of Information and Broadcasting replied: "In Bhutan, all men are equal. All women are equal. But some women are more equal!" This statement typifies the strength of the woman in Bhutanese society. At that time, the Director of BBS was a woman. Today the entire news team is composed of women. Almost half of the producers are women. The News Chief today is a woman, and one of the youngest in BBS. As a matter of fact, the average age of BBS staff is under 30.

52. That women take an active role in society is not a problem in Bhutan; it is part of the national policy. All persons have equal access to schooling in those cities and towns where there are schools. Many graduate and accede to professions in the larger towns or in Government. The more critical problem is that there are not enough schools, and extremely few technical schools or institutions for higher education . The graduate manpower is therefore extremely limited for the number of jobs in government or private enterprise, and therefore highly sought after.

53. The Bhutan Women's Association is often called upon to participate in programmes. Unicef and the UNESCO Education Sector are also cooperating on programmes for children and women, and particularly the integration of women in development work. But for the most part, programmes are addressed to the general audience without distinction of gender, as this is seen by BBS to be unnecessary in view of the well integrated society that already exists.



BBS News Chief, Rinchen Choden, handles the day's news operation: newswriting, interviews, editing all items, preparing sound inserts and cueing, and reading the news. BBS has developed a one-man/woman operation (Photo UNESCO/CAA 1991).

54. Nonetheless, there are two factors to be taken into account. The first is that almost half the enrollment of the agricultural school is women, and this is because women do most of the farming, not men! Such a situation is normal in some traditional societies where men do even heavier chores than farming, and are in many cases the protectors of the clan or village. But in societies undergoing social change, towards modernization, this may eventually become a critical point of conflict in the relationships of the family and the roles of men and women.

55. On the other hand, professional women are proud to maintain their traditions as wives and mothers, and care for the family always comes first. Bhutanese women today, therefore, integrate well into new professions and yet preserve the family and social traditions. As more and more a market economy comes into play, this may change in the future with greater competition from educated single women whose cultural and social values may have been modified by exposure to other cultures, and with the heavier demands imposed by employers to keep up with competition. The problem then, as seen by most Bhutanese is not women or what they should do, it is basically the lack of opportunity.

56. Programme producers should bear these factors in mind and keep an alert watch on the social changes that Bhutanese society is undergoing, subtle as these are today.

Additional Questions

Future requirements and adjustments

57. The project period is roughly half way and the project budget a little less than half spent. Since the major point of delay (the transfer to the new building) has now been settled, and the new officers have been appointed, it is expected that the remaining project activities can be implemented more or less smoothly and the project can end as anticipated on 31 December 1992. Nonetheless, in anticipation of unforeseen difficulties, it has been considered more practical to allow a grace period of six months into 1993 to enable activities to come to full completion. The remainder of that year would be used to liquidate obligations and settle all financial accounts. But it should be emphasized that the project funds should be committed or earmarked before the end of 1992 and that expenditure should remain within the budget framework already approved.

58. Rescheduling of activities and consultants has already been proposed during the Tripartite Review and the decisions are reproduced in the Report contained in Annex I.

Post-project possibilities

59. The Government on several occasions brought up the need of a second phase with possible external financing. Although not covered by the terms of reference, it may nevertheless be worthwhile to give it some consideration even at this stage. The reasons for this are that there will obviously be need of continued training even after completion of the project; and that although the major equipment items shall have all been purchased, there will always be need of spare parts, accessories and supplies.

60. The need for continued training is based on three factors:

a. The planned expansion of broadcast hours will require recruitment of additional staff, usually young persons with little or no previous experience in broadcasting or journalism.

b. Like many other broadcasting organizations in developing countries, BBS has to cope with the problem of rapid turnover of staff, especially the programme and news staff.

c. While some of the training could be carried out by more experienced staff, there would still be lack of knowledge and skills in a number of areas, and especially in the skill of training itself; because of basic manpower problems in the whole of Bhutan, it has not been possible during the project and will likely not be possible afterwards, to establish a comprehensive training of trainers programme, even though the need is obvious.

61. Thus there are several good justifications for some sort of *follow-up mechanism*. If this kind of thinking is acceptable, this follow-up period might also be the occasion to bring up the possibilities of training of future trainers. It should be emphasized, however, that provisions have not been made in the project document for preparations of this kind for the remaining period of the project.

Cooperation with DANICOM

62. This project differs from most other UNESCO projects on two counts. First, no full time resident expert has been assigned as project coordinator; this task has been undertaken by the Director of Broadcasting and Information, and now by the Joint Director of Broadcasting. Second, a sizeable part of project implementation has been arranged by sub-contract to DANICOM, a consultancy organization under the umbrella of the Danish Radio Corporation, at first through long-term, medium- to large-scale contracts, and recently through a series of short-term contracts.

63. Valid reasons can be put forth for the above strategy. The first action is in tune with the current line of thinking that more responsibility should be given to the national authorities in the host country. It should also be mentioned, however, that the Director of Broadcasting and Information, reflecting on hindsight, stated that perhaps the presence of a permanent international counterpart from the start would have been desirable. The second action was intended in the first place to secure flexibility as well as an easy access to experienced trainers and broadcasters.

64. From the assessments made in the previous sections, it is obvious that this strategy has met a considerable success. With the exception of one part of one consultancy, the other consultancies and advisory services provided by DANICOM have been relevant and useful. Undoubtedly, this could be attributed to the fact that the DANICOM team has been able to develop over the years, an intimate knowledge of the workings of BBS and this knowledge is passed on to future consultants. Thus the use of the same sub-contractor, instead of a flow of individual consultants, has compensated to some extent for the absence of a full time resident project advisor or coordinator.

65. Notwithstanding, this arrangement has had serious flaws. these may be summarized as follows:

i) The fees charged by DANICOM for consultant services together with management and technical advice have been very high compared with the recruitment of individual consultants. On the average, the DANICOM man/month costs over 50% more than the equivalent UNESCO man/month. While this is partly to offset costs of the technical back-up services, telex and telephone calls, some of this income is used, understandably, to support DANICOM overhead and office staff.

ii) The inability of UNESCO under its present regulations to offer further long-term contracts at DANICOM rates and without tendering, has imposed the necessity of preparing a series of short-term contracts, and this has effectively hampered efforts to secure a smooth, continuous implementation of the project. In order to meet BBS requests for specific services on short notice, DANICOM has on two occasions provided consultancies without contract coverage by UNESCO. Proformas sent to the UNESCO Equipment Procurement Section of the Division for Project Implementation Support, BAO/PSD/PEC have been delayed in processing, imposing on DANICOM the burden of purchasing and delivering equipment without being sure of reimbursement by UNESCO. This situation is clearly not satisfactory. On the other hand, delays by Danicom in submitting proof of delivery have similarly caused delays on equipment payments.

iii) The relationships between the cooperating partners have been strained: UNESCO being considered as a slow bureaucracy, and DANICOM being compelled to be aggressive and take chances without contracts or coverage by other formal arrangements, in order to maintain a schedule and commitments to BBS. It has even been proposed by DANICOM that the project be converted into a bilateral one, also funded by DANIDA, and assigned exclusively to DANICOM.

iv) In the above circumstances, it would appear that DANICOM has found it difficult both to define and to accept its role as a UNESCO sub-contractor. As DANICOM had been associated in the preparation of this project at its earliest stage in 1987, there is undoubtedly a DANICOM tendency to 'patronize' the project. This is in spite of fact that UNESCO has been assisting BBS since the days of the National Youth Association of Bhutan Radio in 1984.

66. Thus far, there are four ways to resolve the problem:

i) Direct contribution of services and goods from DANIDA, whereby UNESCO would estimate the amount of services expected to be provided by DANICOM and this amount would be deducted from the total project budget and made available directly to DANICOM by DANIDA. This would require: abdication of the current legal plan of operation; preparation and signing of a new planops; readjustment in budgeting of project, vis à vis DANIDA and BOC. It would make implementation easier for DANICOM, but would cause initial delays, and possibly lessened overseeing of DANICOM inputs and certainly no financial monitoring of expenditure incurred by DANICOM on what is in the current planops a UNESCO project. A direct contribution from DANIDA would also be considered as an ambiguous 'bilateral action,' contrary to multi-lateral agreements.

ii) Open tender: the total inputs expected for the remaining project period would be formulated into a tender to be sent to selected institutions capable of fulfilling this work: DANICOM, Radio Nederland Training Centre, AIBD, ABC Training School, and other broadcasting organizations in the region. Bids would be sent to BOC and the Contracts Committee would open and decide in the presence of COM. It is estimated that

DANICOM would likely be the highest bidder according to their present rates, but they do have a record and experience in Bhutan; BBS has also expressed the strong desire to continue cooperation with DANICOM.

iii) Continue contracts under \$ 50,000. It is suggested that UNESCO prepare one major contract per year with DANICOM to cover management and technical advisory services, on-line services by telephone and electronic mail, briefing and debriefing of consultants, preparation of reports and project papers. This would mean, however, that consultants would have to be recruited directly by UNESCO in accordance with UNESCO rates and financial regulations, though they may be proposed by DANICOM. As for equipment, DANICOM may submit proformas to BAO/PSD/PEC,* for their consideration and ordering. But BAO/PSD/PEC is under no obligation to accept DANICOM proformas unless they also conform to UNESCO regulations. Items made in Scandinavia or semi-assembled by DANICOM would tend to be favoured for purchase, in order to spread out the roster of suppliers. But those items manufactured outside of Scandinavia, would ordinarily be ordered directly, unless there were need of prior bench-testing or configuration by DANICOM.

There remains, nonetheless, the problem of two training missions sent by DANICOM without contract or formal arrangement with UNESCO: Ole Thulstrup (Danish), four weeks for technical operations; and Wijayananda Jayaweera (Sri Lanka), three months production training.

iv) UNESCO implementation. The final alternative is that UNESCO implement the entire project solely.

67. After discussions with DANIDA and DANICOM separately, after the Tripartite mission, it was decided that UNESCO and DANICOM would operate on the third option.

IV. CONCLUSIONS AND RECOMMENDATIONS

68. The Bhutan Broadcasting Service has been firmly established as a respected institution. In view of the 7th Five-Year Plan which is to take effect from 1 July 1992, an expansion is foreseen in broadcasting hours as well as in staff numbers. The government consequently puts strong emphasis on radio as the nation's most important mass medium. A growing role, therefore, is envisaged for BBS in the fields of education, social mobilization in support of development policies, general information and national culture. For these reasons, the Royal Government as well as the BBS management are highly motivated to secure the best possible use of project inputs, and to ensure as far as possible their continuity.

69. This general attitude is reflected in the seriousness with which BBS operates and in the constructive way the project inputs have been utilized. Every care has been taken by both the project consultants and the BBS staff to coordinate work and avoid

* Equipment Procurement Section of the Division for Project Implementation Support - UNESCO

overlapping in equipment and facilities in order to complement the studio inputs provided by the Indian Government.

70. The mission also feels strongly that this is now the occasion for BBS, as well as for Bhutan as a whole, to expand its horizons and seek to develop partnerships with broadcasting organizations in Asia. Relations should be strengthened with the International Telecommunication Union; membership should be sought in the Asia Pacific Institute for Broadcasting Development in Kuala Lumpur and the Asian Mass Communication Research Centre in Singapore. While the close relations with DANICOM and Danish Radio should certainly continue, these should not hamper a broader outlook and fraternity with Asian broadcasters and related associations in the region.

**UNESCO Danida Tripartite Review
15 - 22 May 1991
Thimphu, Bhutan**

*Preliminary Meeting 20 May 1991
Ministry of Communication*

A preliminary meeting was held on 20 May at the Ministry of Communication. Present were: Mr Ugen Namgyel, Officiating Joint Secretary, Ministry of Communication; Mr R.B. Rai, Deputy Secretary, Ministry of Communication; Mr Bhimal Sharma, Planning Officer, Ministry of Communication; Mr Tashi Phuntsog, Director of Information and Broadcasting; Mr Damchu Lendhup, Joint Director Bhutan Broadcasting Service; Mr Phub Tshering, Deputy Engineer BBS; Mr Tashi Dhendup, BBS Programme Coordinator; Ms Rinchen Choden, BBS News Coordinator; Mr Yonten Gyeltshen, BBS Officer for Audience Research and Public Relations; Mr Namgay Wangchuk, Planning Officer, Planning Commission; Ms Dechen Choden, UNDP Liaison Officer; Mr Torben Krogh, Danida representative; Mr Carlos A. Arnaldo, Unesco Secretariat.

During this meeting, Unesco, Danida and the authorities of the Government of Bhutan exchanged views concerning project operations and procedures. Other information and informational meetings, in addition to on-site inspections, were held during the previous week.

*Final Tripartite Meeting 21 May 1991
Ministry of Communication*

At a second meeting at the Ministry of Communication on 21 May 1991 a number of decisions were taken. Present were: Mr Ugen Namgyel, Joint Secretary, Ministry of Communication; Mr R.B. Rai, Deputy Secretary, Ministry of Communication; Mr Bhimal Sharma, Planning Officer, Ministry of Communication; Mr Tashi Phuntsog, Director of Information and Broadcasting; Mr Damchu Lendhup, Joint Director Bhutan Broadcasting Service; Mr Phub Tshering, Deputy Engineer BBS; Mr Tashi Dhendup, BBS Programme Coordinator; Ms Rinchen Choden, BBS News Coordinator; Mr Yonten Gyeltshen, BBS Officer for Audience Research and Public Relations; Mr Torben Krogh, Danida representative; Mr Carlos A. Arnaldo, Unesco Secretariat.

The decisions of the Tripartite Review are as follows:

1. Within the budget limitations, the project shall provide international consultancies in 1991 and 1992 as follows:

| | <u>1991</u> | <u>1992</u> |
|---------------------------|----------------|----------------|
| Research | 2 mm | 1 mm |
| Computer technology | 1 mm | - |
| Library and archives | 1.5 mm | 1 mm |
| Broadcast journalism | 2 mm | 1 mm |
| FM Receivers/transmitters | 1 mm | - |
| Programme formats * | 3 mm | 3 mm |
| Production techniques * | | 1.5 mm |
| Technical operations * | 1 mm | 1 mm |
| Stores management * | 1 mm | - |
| Broadcast management * | | 2 mm |
| TOTAL | 12.5 mm | 10.5 mm |

(* to be provided by Danicom)

2. A consultant from the region shall be recruited for 18 months under a special services contract, to assist in broadcasting journalism training, assistance in news operations and coordination of news inputs of BBS and Kuensel.

3. In the context of the 6th and 7th National Plans, and in function of the requirements of broadcasting operations, Bhutan Broadcasting Service will continue recruitment of required personnel, giving special attention to requirements in the areas of audience research, library and archiving.

4. Within the budget limitations, the following equipment will be procured in 1991:

News and Production

| | |
|----|---|
| 10 | TCD-5 PRO Cassette Recorders, with microphones batteries and accessories |
| 3 | simplified editing units |
| 1 | professional sound mixer |
| 7 | Bajaj motor scooters |
| 4 | Tents |
| 2 | Revox tape recorders |
| 1 | Photocopy machine |

Computer network (archiving and documentation)

| | |
|---|---|
| 1 | MAC-CX-2 and accessories |
| 1 | set networking software, cables and accessories |

FM Receivers

| | |
|-------|---|
| 2,000 | FM/SW receivers for conversion and adaptation |
|-------|---|

5. In 1992 a further decision shall be taken on the possible purchase of equipment needed, to include:

News and Production

- 1 Microbus or Pajero jeep
- 1 Danicom field editing unit for back-up
Running spares and accessories

Computer Network

- 1 Macintosh MAC-SE computer and software

Transmission facilities

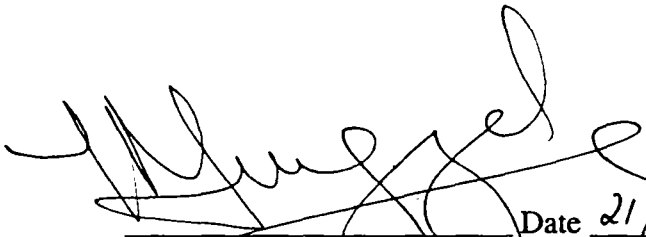
Transmitter spares

6. A selected number of long-term fellowships shall be proposed to the royal Civil Service Commission, particularly in the fields of engineering (2), journalism (2), and training methodologies, particularly training of trainers (1). It is suggested that these fellowships be financed under the human resources development project financed by UNDP.

7. In view of the appreciation of the consultancy and equipment inputs, including continuous back-up services provided by Danicom, efforts should be undertaken by Unesco and Danida to continue Danicom assistance to the project within the financial and administrative regulations of both Unesco and Danida. A number of options have been proposed, and it is advised that the most efficient means be taken.


8. It is foreseen to terminate the project at the end of 1992 as foreseen in the project document. In view of delays in 1990 and the transfer to the new building, it may however be advisable to anticipate a grace period of six months into 1993. This would mean that most funds would have been disbursed by the end of 1992, though some activities may roll over to 1993. There will be no additional funds available beyond the present approved budget.

Conformant:



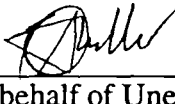
Date 21/5/91

On behalf of the Government of Bhutan
Ugen Namgyel, Officiating Joint Secretary of the
Ministry of Communication



Date 21-05-1991

On behalf of Danida
Torben Krogh, Danida Consultant



Date 21 May 91

On behalf of Unesco
Carlos A. Arnaldo, Chief a.i. Communication
Development Section

Annex II: Proposed schedule of consultants

| | 1991 | 1992 |
|---------------------------|-------------|-------------|
| FM Receivers/Transmitters | Jul | - |
| Computer networking | Aug | - |
| Library and archives | Aug/Sep | Sep |
| Broadcast journalism | Sep/Oct | May |
| Research | Oct/Nov | Mar/Jun |
| Management* | Jan | Sep |
| Technical operations* | Mar | Aug |
| Production techniques* | - | Jun |
| Programme formats* | Apr/Jun | Jun/Jul |
| Stores management* | Sep | - |

(* to be provided by Danicom)

Annex III: Proposed Budget Breakdown

| | | <i>1991</i> | | <i>1992</i> |
|----------------------|--------|-------------|--------|-------------|
| Personnel | | | | |
| Consultants | 7.5 mm | 82,500 | 6 mm | 66,000 |
| Missions | | 5,500 | | 6,000 |
| Sub-total | | 87,500 | | 72,000 |
| Sub-contracts | | | | |
| Danicom | | | | |
| Consultants | 5 mm | 55,000 | 5.5 mm | 60,500 |
| Management course | | - | 2.0 mm | 25,000 |
| Back-up Services | | 30,000 | | 30,000 |
| Mallard | | 15,000 | | - |
| Sub-total | | 100,000 | | 115,500 |
| Training | | | | |
| Group training | | 5,000 | | 5,000 |
| Study tours | | 30,000 | | 15,000 |
| Sub-total | | 35,000 | | 20,000 |
| Equipment | | | | |
| | | 110,500 | | 68,049 |
| TOTAL | | 333,000 | | 275,049 |

Documents

Creation 21/06/90

Update 22/06/90

Accession number Au/7+/89/4

Program number _____

Title BHUTAN HORIZONSSub-title Economic production

Contributors

| | |
|-------------------|--------------|
| Ms. PEK | Journalist |
| Mrs Louise DORJI | Presenter |
| Mr. Phub TSHERING | Music scorer |
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Documents

Creation 21/06/90

Update 22/06/90

Accession number Au/7+/89/4

Program number _____

Title BHUTAN HORIZONSSub-title Economic production

Synopsis

Review of economic activity in Phuntsholing area with relation to GNP and potential foreign investment. Highlights of touristic and scenic sites.

Keywords

Phuntsholing

Economic

Production

GNP

foreign investment