



# International Programme for the Development of Communication **AN EVALUATION OF THE REFORMS**

A report prepared by

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for the Development of Communication  
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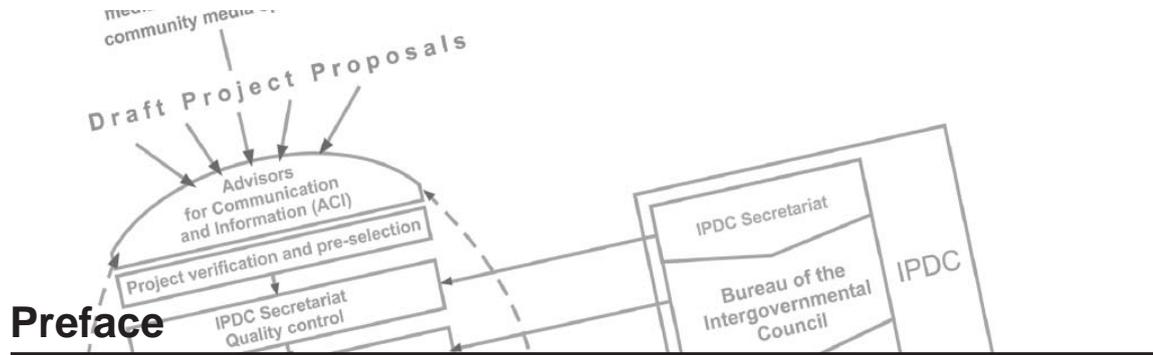
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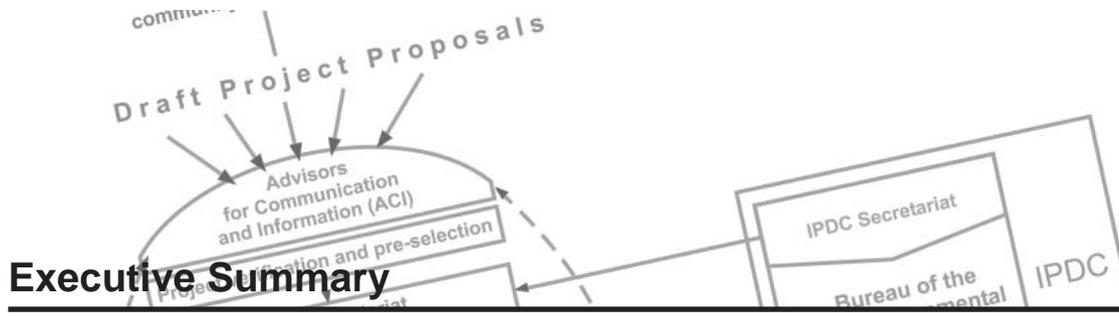
*In 2002 the Royal Norwegian Ministry of Foreign Affairs engaged Prof. Helge Rønning and Kristin Skare Orgeret of the Department of Media and Communication at the University of Oslo to conduct an external evaluation of the International Programme for the Development of Communication (IPDC).*

*The two evaluators made a critical assessment of the Programme and its operations and proposed a set of recommendations for reforming the IPDC. Since then, IPDC has vigorously implemented these reforms with a view to improving its working methods, transparency, relevancy and effectiveness.*

*In 2005, the Bureau of the Intergovernmental Council of the IPDC invited the same evaluators to assess the way in which the reforms were carried out and to measure their impact.*

*This report contains their assessment in full. We are very grateful to Ms. Orgeret and Prof. Rønning for their commitment and expertise and for having provided a detailed report on the progress achieved in the light of the recommendations made in 2002. The report speaks for itself and we are glad that it has acknowledged the effectiveness of reforms and the increasing relevancy and renewed vigour of this important Programme.*

*Torben Krogh  
Chairman  
Intergovernmental Council of the IPDC*



## Executive Summary

The present study of the UNESCO International Programme for the Development of Communication (IPDC) is a follow-up of an evaluation of the Programme undertaken in 2002. The purpose of the study is to assess the efficiency of the reforms that have been undertaken since 2002. The study is mainly a desk study based on relevant project and organisational documents of IPDC and the Communication and Information Sector (CI) in UNESCO. In addition, the team interviewed relevant resource persons.

Significant and impressive changes have taken place within the IPDC since the 2002 evaluation. All the recommendations that were proposed have been implemented. The IPDC's administration and leadership act in a much more strategic and consistent manner in relation to project planning, funding and implementation. There have been important changes in relation to planning and quality control. There is an explicit understanding of how important it is that the Programme reflects the current media reality in its strategies and decision-making processes. There is a greater awareness and openness about the challenges the Programme faces. But the IPDC can never be more than what the donors decide it to be, and what they are willing to invest in it. Herein lies the main challenge to IPDC at the beginning of 2006.

IPDC offers a quite unique combination of emphasising both the role of media for democratic practices and a rights-oriented development strategy, combined with an understanding for the need for a communication for development approach. In other programmes, these two emphases are often treated as being totally separated. The co-operative aspects of the IPDC in the field should be emphasised, and also that the Programme operates in a simple and efficient manner, compared to many other possible funding mechanisms.

The IPDC represents an easy method for initiating communication projects compared to other organisations that appear unnecessarily bureaucratic in their demand for expertise and resources. Thus, the image that IPDC had in past of being inefficient and bureaucratic seems to be totally unfounded today, and also compared to the way that many other organisations in the field of media and communication support act. IPDC's programmes in general have a reputation of being well managed.

UNESCO's Communication and Information (CI) sector operates in a dynamic and efficient manner. It seems to have rid itself of most of the problems of the past. In spite of this general good impression, there are always features of the operational modus that might be improved. Seen from the outside, the separation between the three divisions with the CI sector may be seen as overlapping and the boundaries between them appear as somewhat unclear.

Already in 2002, the CI Sector emphasised the need for working in an interdisciplinary and cross-divisional manner. Since then, the collaboration between the different relevant divisions has been improved. There still seems, however, to be a need for co-ordination of interdivisional projects in the area of communication. There appears to be a need for more flexibility in the organisational structure and practice of the sector. It would benefit both for the sector as a whole and for the divisions if there existed more of a possibility for changing responsibilities and tasks so that the qualifications of the staff could be utilised on a broader basis. This appears to be particularly pertinent for such a wide-ranging and broadly based programme as IPDC. UNESCO on the ground is in general not regarded as being a very efficient project implementer in the area of communication development.

The most important challenge for IPDC is to develop a strategy for its role in supporting media and communication development in the next foreseeable period. There is a need to revisit the concept of communication development.

IPDC might position itself as a Programme that bases its activities on a rights-based approach to development linked to the UN Millennium Goals at the heart of which lie the reduction of poverty and the role of media in the struggle for human rights and democracy. At the beginning of 2006, IPDC does not have sufficient funding to be able to fulfil its important role satisfactorily.

Consequently, the challenge for the Programme now is to legitimate its existence to the donors. Its good reputation in the field is unquestionable. There seems to be a need for a more consistent and coordinated approach to the fund-raising efforts of IPDC.

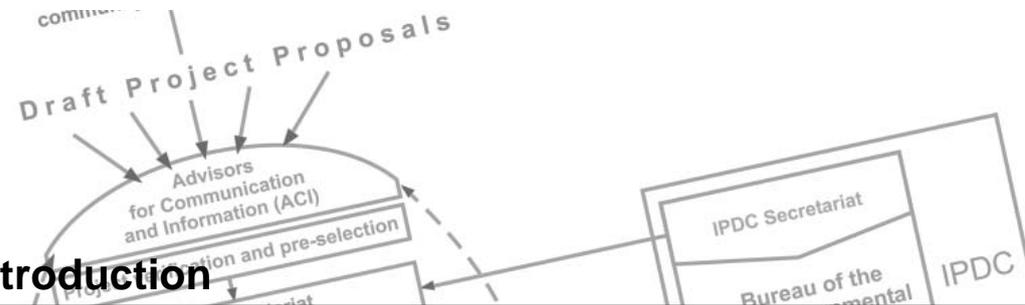
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It is also important that the messages presented to donors are clear and coherent. IPDC should establish a medium-term funding and activities strategy based on three two-year periods where one sets up milestones to be reached. The first step in this direction could be to hold a donor meeting with existing and potential donors for a frank and open discussion on the future of IPDC. As a continuation, IPDC might establish regular donors' meetings in order to come with a platform for activities that donors might support.

Projects submitted to IPDC emanate from the ground. They are the result of initiatives by local media organisations. They do not come from UNESCO as such. The quality of the projects varies from region to region. The project proposals from regions with very capable regional advisors are good, whereas the proposals from regions with regional advisors that are not so competent lack in quality. Problems are particularly acute when projects are submitted to offices without a communication advisor.

Based on these observations, the study comes up with recommendations for initiatives to be taken in the following areas:

- Develop a new strategy for the Programme in relation to what is implied by development of communication;
- Develop a consistent and forceful donor-strategy to attract funding;
- The CI should be more flexible in its organisational structure and give IPDC a central place;
- The qualifications of the communication advisors should be strengthened;
- Evaluations and results from the numerous good projects should be used both to strengthen the Programme, and attract funding; the role of the Intergovernmental Council should be seriously considered.



## 1. Introduction

In 1980 UNESCO created the IPDC to address the need for free and pluralistic media and to accelerate media development. Since its inception, IPDC has made significant contributions in 139 developing countries by channelling US \$ 92 million to more than 1100 media development projects. The Programme has an impressive catalogue of projects that have been supported.

The projects are wide-ranging – from a Pan African news agency to a woman’s television venture in a small Pacific island; from a regional media institute in Southern Africa (MISA) dedicated to promoting press freedom to Nepal’s first independent radio station. Media institutions such as press, radio and television, media training institutes, professional journalists’ organisations and community media are eligible to seek support from IPDC. In providing support to projects, IPDC has been guided by the following four priorities established by its Council:

- Promotion of freedom of expression and media pluralism
- Development of community media
- Human resource development
- Promotion of international partnership

After the IPDC’s twentieth anniversary in 2000, it was clear that the organisation had to reform in order to be able to renew its function as an important actor in the area of media and communication development. It was decided that the main orientations of IPDC in the years to come should be:

- Improvement of media pluralism and promotion of press freedom
- Training activities
- Creation and strengthening of community media
- New information and communication technologies.

With a background in these discussions and the feeling of a crisis in the situation of IPDC Professor Helge Rønning and Ms Kristin Skare Orgeret of the Department of Media and Communication, University of Oslo, in 2002 were asked by the Norwegian Ministry of Foreign Affairs to conduct an evaluation of UNESCO’s International Programme for the Development of Media and Communication (IPDC).

The 2002 evaluation was, among others, based on the work of an IPDC working group that made proposals for the reform of the IPDC working methods.

In December 2005, Kristin Skare Orgeret and Helge Rønning were asked to undertake a follow-up evaluation of the outcomes of the reform, and provide suggestions for further improvements in the IPDC’s activities. The work was carried out in January and February 2006. The study is mainly a desk study based on relevant project and organisational documents of IPDC and the Communication and Information Sector (CI) in UNESCO. In addition, the team interviewed relevant resource persons in UNESCO in Paris, in the Ministry of Foreign Affairs in Oslo, and UNESCO personnel in Maputo.

## 2. The 2002 Recommendations and Progress Achieved

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IPDC has since 2002 undergone a number of important changes in relation to programme administration, funding and relevance of projects. What follows is a presentation of the central recommendations made in the 2002 evaluation and the progress achieved by January 2006.

### 2.1. Presentation of the Recommendations and the Results

**I.** The 2002 evaluation recommended to change the selection process radically and to use professional regional advisors in the procedure. They could at an early stage turn down unworthy projects, and rework interesting proposals not yet ready for submission.

**Progress:** Under the co-ordination of the IPDC Secretariat, all projects are now being vetted by the field-based UNESCO Advisors for Communication and Information Programmes who, at an early stage, investigate the quality of the proposals, as well as the needs, credibility and capacities of submitters. They identify and evaluate projects that have the potential to have an impact on the development of media pluralism in the given country or region. As a result, the pre-selection process of IPDC projects has been radically improved. The projects are now only being brought forward if the advisors believe they have the potential to fulfil objectives related to enhanced media pluralism and promotion of press freedom. The practice of presenting inflated budgets has been stopped, and the budgetary process is now realistic. There is good mix of many smaller projects, and some bigger ones. The project process shows that little money can go a long way.

However, the quality of the final version of project descriptions is to some degree dependent on the qualifications of the regional advisors. The IPDC Secretariat has been aware of the need to steadily upgrade the qualifications of the advisors and field personnel. Thus, an expert meeting with the aim of discussing principles and practices in relation to the pre-evaluation of project proposals received from the Arab region according to the IPDC priorities was organised in December 2004 in Doha, Qatar. A training workshop on project preparation for the African region was held in Dakar in July 2004. Furthermore, a project development workshop

was held at UNESCO Paris on 22 and 23 June 2005 for twenty-eight field professionals. From 28 January to 1 February 2006, this workshop was repeated for eighteen CI professionals working at Headquarters.

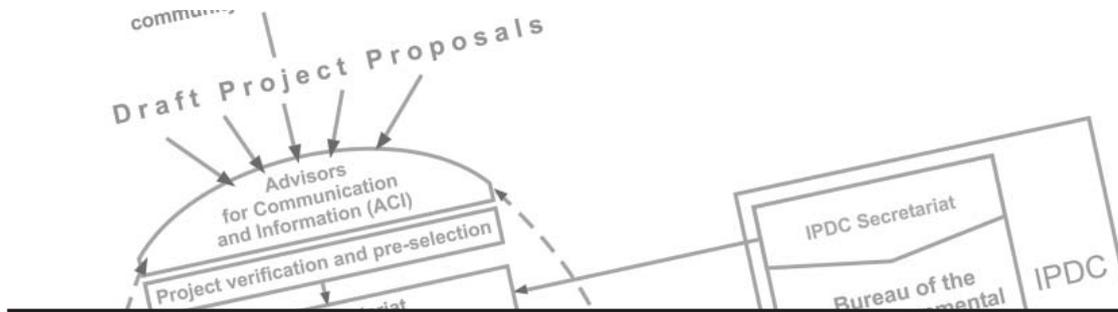
**II.** The 2002 evaluation recommended that a smaller organ than the Intergovernmental Council should make the final selection of projects. It was recommended that IC should preferably be dismantled or at least trimmed down in size and powers.

**Progress:** The Intergovernmental Council is composed of thirty-nine member states and is elected by UNESCO's General Conference. The resolution of the 32<sup>nd</sup> General Conference in 2003 stated that the IPDC Council now meets every second year, while the Bureau Meetings are held once a year. Reduction of the frequency of IPDC Council meetings have reduced the costs, though all costs related to the Council meetings are covered by the Regular Programme budget. This cost reduction is considered significant because the Council Members, other than those who are from the least developed countries, have to meet their own participation costs. The Regular Programme provides travel and DSA to one participant from each of the six least developed countries currently represented in the Council. It is the eight IPDC Bureau members who have the full responsibility for project selection, approval and allocation of funds from the Special Account. The members of the Bureau shall preferably be specialists in the fields covered by the IPDC.

**III.** The 2002 evaluation recommended that already approved projects should receive funding as soon as possible.

**Progress:** The period from project submission to funds allocation has been drastically reduced from 15 – 18 to 4 – 5 months. In the period of 2004 – 2005, 120 IPDC projects for a total amount of US\$ 3 071 000 in eighty-five countries have been launched more or less immediately after their approval by the Bureau. It was mentioned in our conversations in Mozambique that the process from proposal submission to approval and disbursement of funds was very efficient and rapid.

**IV.** The 2002 evaluation recommended that once the financing is allocated, the project objectives should be



revised. This is particularly important when there is a considerable gap between requested and allocated sums.

**Progress:** In 2002, lobbying from all the delegates in the Council meetings to promote the interests of specific countries or regions resulted in a situation where all demands were to some degree fulfilled, and hence only around thirty percent of what was requested for funding was provided to the projects. The result of this was that few of the projects were able to fulfil their objectives, and that there was a serious discrepancy between the aims and objectives and the possibility of achieving these, mainly due to seriously inadequate funding and unrealistic project proposals.

This problem has been minimised because the IPDC Bureau members now have the full responsibility for project selection, approval and allocation of funds.

During the project preparation, the funding capacities of IPDC are now taken into consideration in order to avoid the great disparity between requested and approved budgets and to proceed with project implementation according to their original objectives. The professional reflection around the projects has increased significantly.

**V.** The 2002 evaluation recommended that the IPDC Secretariat, senior personnel within the Communication division and section should do their best to promote IPDC projects and look for possibilities for co-operation and fund-raising.

**Progress:** The levels of promotional activities and initiatives have increased remarkably since 2002. The Chairman of IPDC has undertaken fund-raising missions. The Chairman, ADG/CI and IPDC Secretariat have undertaken numerous consultations with both the existing donors and potential donors. During our stay in Paris in January 2006, we experienced an enthusiasm and dedication to promoting the Programme that was impressive.

**VI.** The 2002 evaluation recommended that IPDC make better use of the evaluations, which should be carried out within a reasonable period after the conclusion of a project.

**Progress:** Special attention is now given to the selection of the projects to be evaluated, in order to identify those which can potentially provide the most useful information for identification, designing, selection and implementation of future projects. There still is a need for a more speedy and systematic use of the evaluations in order to improve the project process and implementation, in some regions more than others. And there is also a need for more efficient reporting back to the donors about the outcome of projects.

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## 2.2. The IPDC Website

Furthermore, the evaluation team has with satisfaction taken note that the level of activity and the quality of the informational and promotional activities of the Programme have improved considerably. The quality of the IPDC website\* is very good. In 2006, it is much more informative than in 2002. The website is continually and rapidly updated, and as a result, it comes out as a dynamic site promoting an important and unique Programme.

All core IPDC documents such as project proposals and related Bureau decisions are available and easily accessible on the website. In addition, the site presents results of evaluations, thematic debates, news archive and updated features.

The enhanced quality of the IPDC website is a direct result of a wish to promote transparency and interactivity in the working of the programme. It is our impression that the IPDC website is by far the most functional and purposeful of UNESCO's many websites, also in comparison with the websites of the other divisions in the Communication and Information sector. Compared to the structure of the UNESCO portal, it is easier to navigate and marked by an exemplary openness and willingness to communicate.

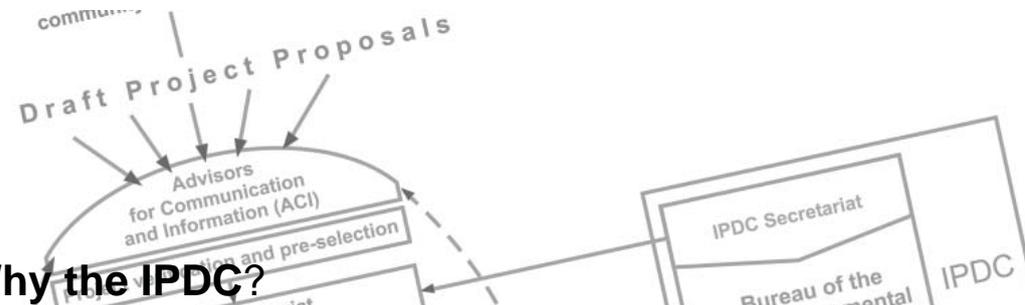
## 2.3. Summing Up

Significant and impressive changes have taken place within the IPDC since the 2002 evaluation. All the recommendations that were proposed have been implemented. It is our impression that the IPDC has taken the 2002 recommendations very seriously and has put a remarkable effort in implementing the reforms of the working methods. Notable changes have been carried out in a relatively short period of time.

The IPDC's administration and the leadership of the Programme now seem to think and act in a much more strategic and consistent manner in relation to project planning, funding and implementation of projects. There have been important changes in relation to planning and quality control. We were also struck by the change of mindset that had taken place in the Secretariat since our last evaluation. The administration and the leadership have followed the recommendations and seem to be conscious of the fact that the present realities are very different from the ones that existed when IPDC was established in 1980.

There is an explicit understanding of how important it is that the Programme reflects the current media reality in its strategies and decision-making processes. Compared to 2002, there is a greater awareness and openness about the challenges the Programme faces. We witnessed a new energy in relation to promoting the projects and searching for new ways both to implement and fund projects. At the same time, the IPDC can never be more than what the donors decide it to be, and what they are willing to invest in it. Herein lies the main challenge to IPDC at the beginning of 2006.

\* [http://portal.UNESCO.org/ci/en/ev.php-URL\\_ID=13270&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.UNESCO.org/ci/en/ev.php-URL_ID=13270&URL_DO=DO_TOPIC&URL_SECTION=201.html)



### 3. Why the IPDC?

A crucial argument for the Special Account and IPDC's main *raison d'être* is that the Programme makes it possible to support and develop media projects with relatively small amounts. The project documents are developed in the receiving countries. Most projects evolve from the grassroots and would not have existed were it not for IPDC.

IPDC is the only fully international programme for communication development, and it is based on a very flexible approach to issues and project formats. It has a simple and accountable structure, and now that the reforms have been implemented, it can act rapidly. The Programme charges no administrative costs, nor is any overhead charged as UNESCO's regular programme covers all salaries. As a result, the financial support donated to the IPDC in its totality goes to the projects. About 120 proposals from media organisations are submitted to the IPDC every year. Most proposals come from independent media organisations. In preparing the projects, the Programme establishes good relations with a host of different actors and may contribute to legitimatising controversial projects.

The IPDC projects can further be connected to other UNESCO projects. IPDC projects can often be seen as pilot projects in the sense that the IPDC support makes it easier to negotiate further projects. In preparing projects, the IPDC establishes good relations in the field that may help other UNESCO projects as well. The support thus may function as seed money for further development. The IPDC is the only multilateral forum in the UN system especially designed to mobilise the international community to discuss and promote media development. The Programme represents an open forum and a genuinely global programme. In some regions such as Pacific and Caribbean, its assistance is irreplaceable.

IPDC can be described as a catalyst with the possibility to produce significant change using relatively small amounts of money. The support may keep alive a wide network in terms of development communication. In many ways, it serves as an instrument for channeling needs that otherwise would not have come to the fore.

The Programme does not stand alone, but provides continuity and sustains processes of development as well as offering a moral support through being part of UNESCO. This is particularly important in situations where authorities clamp down on independent media. Then, the support of UNESCO may serve as a safeguard. The situation in Nepal has been mentioned as an example of how community radios developed with the assistance of IPDC/UNESCO managed to stay active after the introduction of the state of emergency.

Informants with background from the field emphasised the importance of the IPDC as a tool for field officers. IPDC was described as "the most important communication development programme in the field". The Programme represents a continuous effort in the area of media and communication support. The extra budgetary resources could relieve some of the immense pressure for funding in the field.

A vibrant democracy needs free and pluralistic media that are as independent as possible from both government and private interests. IPDC emphasises the importance of providing an environment within which growth of free and pluralistic media is ensured. The IPDC can be important as a tool for increasing local media's investigative capacity which is a central aspect in the development of good governance, transparency and efficiency of service deliveries. Many of the IPDC projects are about civil society capacity building, strengthening the media, often during a period after an initial peace-building phase. IPDC reaches countries and areas that are not necessarily in the limelight, and hence are more often forgotten by the big, strategic projects.

IPDC represents a good and important alternative to bilateral support to free media. Many media organisations would appreciate to work within the framework of IPDC. The IPDC experience is ideal about real communication and the improvement of people's lives at the grassroots level.

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The Programme has the potential of being central as far as empowerment, democratisation and human rights are concerned. Many of the IPDC community projects are innovative and contribute to the achievement of the Millennium Goals by focusing on providing communication arenas for local communities and contributing to the empowerment of poor people by offering them information on their situation and giving them a voice.

There are examples of situations when it would be difficult for a nation to 'meddle' with another region/country's strategies. Media projects are often sensitive. In such circumstances, IPDC and UNESCO possess a legitimacy that bilateral donors do not have. IPDC might thus be better suited to initiate controversial media development projects than other organisations in situations of conflict and controversy.

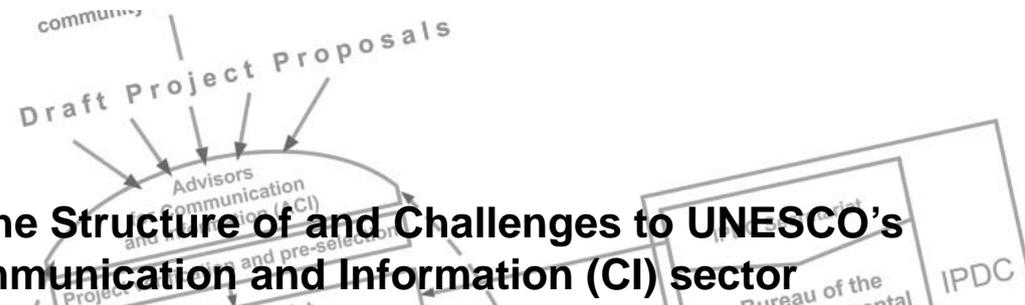
IPDC should make a focused presentation of its unique experiences and its advantages as a media development programme.

## Conclusion

IPDC offers a quite unique combination of emphasising both the role of media for democratic practices and a rights-oriented development strategy, combined with an understanding of the need for a communication for development approach. Often in other programmes, these two emphases are treated as being totally separated.

The co-operative aspects of the IPDC in the field should be emphasised, and also that the Programme operates in a simple and efficient manner, compared to many other possible funding mechanisms. The IPDC represents an easy method for initiating communication projects compared to other organisations, that appear unnecessarily bureaucratic in their demand for expertise and resources.

Thus, the image that IPDC had in past of being inefficient and bureaucratic seems to be totally unfounded today, and also compared to the way that many other organisations in the field of media and communication support act. IPDC's programmes in general have a reputation of being well managed.



## 4. The Structure of and Challenges to UNESCO's Communication and Information (CI) sector

Based on our analysis, we are convinced that UNESCO's Communication and Information (CI) sector operates in a dynamic and efficient manner. It seems to have rid itself of most of the problems of the past. And although this impression is superficial, we feel that compared to other areas in UNESCO, the CI sector is not hampered by ineffectiveness and unnecessary bureaucracy. In spite of this general good impression, there are always features of the operational modus that might be improved in order to make the organisation stronger and more effective. Below, we try to come up with some suggestions.

The three directors of the divisions for Freedom of Expression, Democracy and Peace; Communication Development; and Information Society all appear to be dedicated and hard-working professionals that cooperate and work well together. They do not seem to have any problems in deciding in which division the different projects should be placed, even though to outsiders the three divisions may be seen as overlapping and the boundaries between them appear as somewhat unclear. This may be a problem also for the different regional and national offices of UNESCO, when they are to decide which division projects that are submitted to them fall under. The three directors, however, said that they kept a rather pragmatic approach when it came to sharing different projects between them and that this worked perfectly well.

IPDC is situated in the Communication Development Division, but staff from all three divisions emphasised the importance of IPDC as a generator of projects. They all agreed that without IPDC, a wide range of projects would never have been conceived. In the field, there are no watertight limits between the divisions. It is especially the separation between the Division for Freedom of Expression, Democracy and Peace, and the Communication Development Division that may appear as not being clear enough. Several informants said they felt the separation between the two was artificial. As we wrote in our 2002, evaluation, we still find it hard to understand the need for organising the "Division for Freedom of Expression, Democracy and Peace" and the "Communication Development Division" as two entities. In the perspective of the role of IPDC, which has projects that relate to issues that fall under both divisions, this at times seems confusing.

The division between "Freedom of Expression" and "Communication Development" may reflect a perspective in which communication development is regarded as being something that only applies to areas of the world where there still seems to be a need for co-ordination of inter-divisional projects in the area of communication, but where there are more difficulties in promoting democratic media. Thus, projects that relate to promoting freedom of expression and democracy fall under one division, while those that have a more limited development for communication focus, fall under the other.

The directors of the two divisions, however, work very closely together and told us that as a rule the Division for Freedom of Expression, Democracy and Peace was responsible for projects in conflict areas and in countries and regions in the first transition phase to stability, whereas Communication Development was concerned with projects in developing countries in general. Furthermore, as IPDC has "New information and communication technologies" as one of its four focus areas, the dividing line in relation to the Information Society Division may also be seen as somewhat arbitrary.

Already in 2002, the CI Sector emphasised the need for working in an interdisciplinary and cross-divisional manner. Since then, the collaboration between the different relevant divisions has been improved. Most informants stressed the importance of co-operation, and IPDC's role as an initiator of projects from all three divisions was emphasised. There still seems, however, to be a need for co-ordination of inter-divisional projects in the area of communication. Nonetheless, the sharing of areas of interest between the different divisions mostly occurred without any problems. This illustrates the flexibility of the Programme. Furthermore, in the field, the borders between the three divisions do not really matter much.

Seen from the outside, however, there appears to be a need for more flexibility in the organisational structure and practice of the sector. Several of the people working in Paris give the impression never to have worked in the field, or not at least for a long time. It also seems that it may be to the benefit both for the sector as a whole and for the divisions if there existed more of a

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possibility for changing responsibilities and tasks so that the qualifications of the staff could be utilised on a broader basis. This appears to be particularly pertinent for such a wide-ranging and broadly based programme as IPDC.

We have not had sufficient material nor enough time to go into the details of the issue of UNESCO as an implementing agency. However, based on what we have observed in other connections, and through communication over the years with people in the development community, it is our impression that UNESCO on the ground is not regarded as being a very efficient project implementer. It seems that this is a particular problem in the area of communication, with the exception of those regions where there are very able communication advisors.

As an extension of this it also seems that too little attention is given by national commissions of UNESCO and local offices to the importance of IPDC as a UNESCO programme.

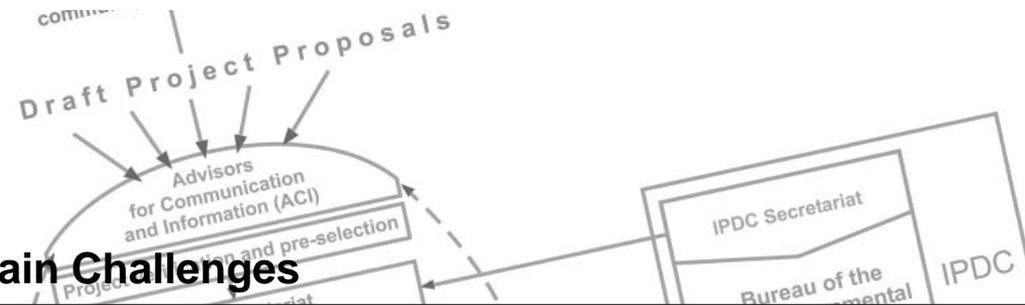
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Seen from the outside, the separation between three divisions with the CI sector may be seen as overlapping and the boundaries between them appear as somewhat unclear.

Already in 2002, the CI Sector emphasised the need for working in an interdisciplinary and cross-divisional manner. Since then, the collaboration between the different relevant divisions has been improved. There still seems, however, to be a need for co-ordination of inter-divisional projects in the area of communication. There appears to be a need for more flexibility in the organisational structure and practice of the sector. It would benefit both the sector as a whole and the divisions if there existed more of a possibility for changing responsibilities and tasks so that the qualifications of the staff could be utilised on a broader basis. This appears to be particularly pertinent for such a wide-ranging and broadly based programme as IPDC.

It seems that UNESCO on the ground is in general not regarded as being a very efficient project implementer in the area of communication development.



## 5. Main Challenges

Based on our analysis we find the following challenges.

### 5.1. A Rights-based Approach

The most important challenge for IPDC is to develop arguments and a strategy for its role in support for media and communication development in the next foreseeable period, at least the coming six years, which is the medium-term plan period within UNESCO. This must include arguments for IPDC's uniqueness as an actor in the area of media development as well as a strategy for what role it is going to play, particularly in relation to other actors in the field as well as its particular position in UNESCO and the UN system. There is a need to revisit the concept of communication development. This is a process which currently is underway. Among others, the issue will be discussed at World Bank Conference on Communication for Development in Rome in October 2006. IPDC should try to prepare well for that conference and present itself and its advantages and philosophy.

Some of the thoughts we have in connection with this issue are based on reflections that we already encountered in our discussion in the CI sector and that we have found expressed in many places in IPDC documents, but that do not seem to have been made into a coherent strategy. IPDC might position itself as a Programme that bases its activities on a rights-based approach to development linked to the UN Millennium Goals, at the heart of which lie the reduction of poverty and the role of media in the struggle for human rights and democracy. Very briefly, this can be described in the following manner.

A rights-based approach to development has its point of departure in a multidimensional view of poverty, in which the essence of poverty is lack of material resources and choice, which results in powerlessness, exclusion or, in other words, a state of being in which a number of human rights or freedoms remain unfulfilled, such as the right to food, health, education, information, expression, participation and equality before the law.

Poverty reduction (and the realisation of human rights) is achieved by changes in society and its structures. In most cases, analyses reveal that economic efforts alone are not enough to reduce poverty since its causes are economic, but also social, cultural, civic and political. Thus a successful approach to poverty's multidimensionality requires a broad range of efforts that target social, cultural, economic, civic and political causes and manifestations of poverty.

An important strategy of poverty reduction is to provide conditions and opportunities that facilitate a society's effort to reduce poverty - in other words - to help poor people help themselves by enabling them to make strategic life choices to improve their condition in a context where this ability was previously denied to them.

Empowered people and communities have freedom of choice and action, and are therefore able to better influence the course of their lives and decisions taken in their name. Empowerment includes aspects such as self-strength, control, self-reliance and respect for social and individual rights, which in turn enhance dignity and independence.

Information is central to change. People need access to understandable, unbiased information in order to take informed action, and those most affected by change should be able to drive and shape that change. In this context, community access to information is essential, and that is a focus that IPDC has prioritised over the years.

The most important contribution the media make in the area of poverty reduction is that the media play a vital role in giving people the information they need to make decisions. They also give ordinary people the chance to take part in debates and have their own voices heard. Over the last decade, the media in many developing countries have undergone a revolution in structure, interactivity, and accessibility. This has opened up new possibilities for communication, particularly in allowing the concerns and perspectives of the poor and marginalised to be highlighted.

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The challenge is to realise these opportunities. For there is reason to be concerned about how the communication gap within developing countries is increasing. On the one hand media reaches more people, and the development of ICTs in particular has a clear impact even in the poorest of countries; on the other hand this is a development that mainly benefits only a small segment of society. Several of the programmes within the CI, including those funded by IPDC are related to this issue.

The problems and opportunities of communication for empowerment may be illustrated by using radio as an example. Most people in the world cannot get to a computer – but they can listen to a radio. The majority, and particularly the poor and the rural populations lack access to communication media with the exception of radio. From the perspective of poverty reduction, it is therefore, essential to support the development of independent broadcasting both in the form of public national services and community and local radio stations.

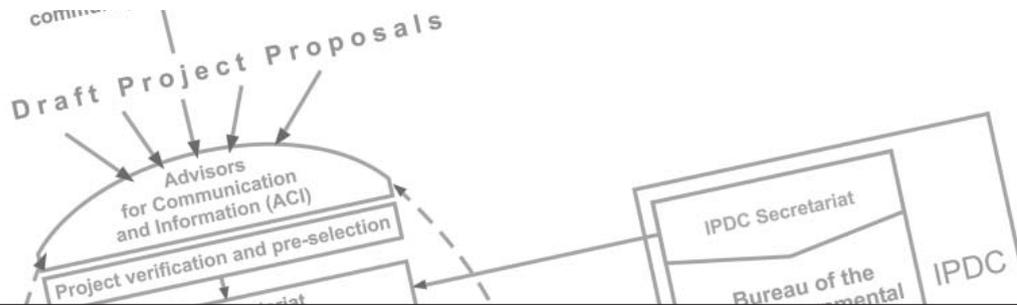
In many parts of the world, radio has undergone a revolution in the past two decades. Governments have loosened their grip on broadcasting, hundreds of private FM stations have sprung up in cities and more community-based stations are going on air. But the new freedom brings dangers too.

Most private stations depend on advertising, so they concentrate on entertainment programming aimed at attracting urban, wealthier audiences. There is little space for discussion of public interest issues, and even less for the concerns and voices of the poor. Private and community stations often lack the resources to make their own, locally relevant programmes, and state-funded stations struggle with dwindling budgets and low morale.

To develop and apply good practices in relation to media and communication issues, that may exert influence on other development actors, implies helping broadcasters make and exchange local programmes on issues of public interest, as well as providing programmes on global issues. This means that ordinary people should be allowed to talk as well as to listen about the things they care about. It implies to develop a broadcasting policy based on participation.

It is our belief that investments in development will benefit from the existence of media that scrutinise the implementation of development programmes and demand accountability from the leaders of communities and societies. International co-operation to promote free and pluralistic media is consequently a central aspect of development assistance in general. In this sense, IPDC's new reforms prioritising the promotion of free and pluralistic media and the call for accountability in relation to press freedom and good governance are most central.

We feel that by emphasising issues such as those outlined above and by developing a strategic plan along such lines, IPDC has an opportunity to carve a unique place for itself in the area of support for free media and the development of communication.



## 5.2. Funding as a Problem

At the beginning of 2006, IPDC does not have sufficient funding to be able to fulfil its important role satisfactorily. Even though eleven new donors have started to contribute to the programme, their contributions are small and the question of funding is consequently the dominant challenge the programme faces. IPDC is dependent on a continuous funding string, and it must have a sufficient size.

It seems that the Programme still suffers from the image it had of being inefficient and poorly run in the period leading up to when it started implementing the reforms in 2002. Consequently, the challenge now for the Programme is to legitimate its existence to the donors by convincing them of how profound the changes in the Programme have been. IPDC's good reputation in the field is unquestionable.

IPDC's position within the structure of UNESCO and the UN may be seen as a double-edged sword. On the one hand the positive reputation UNESCO has especially in many developing countries is an advantage to IPDC. On the other hand this position also includes some heavy bureaucratic structures within which the Programme has to manoeuvre. And there is no doubt that in many quarters in the North, particularly in media circles, UNESCO is viewed as being bureaucratic, inefficient and subject to unnecessary politicking.

This is a challenge to UNESCO as a whole, as well as to the CI sector, and particularly to IPDC with its position of being at the same time inside, but also at a certain distance from UNESCO. There is a need to emphasise the Programme's relationship with UNESCO as a whole and its special function in view of other projects both inside and outside CI.

It seems that the cross-cutting importance of communication in relation to education, culture and research dissemination, particularly through the development of ICTs (both old and new) ought to provide both the CI sector and IPDC with a unique role to play in UNESCO as a whole.

It is important to be aware of the fact that the logic of the donors as well as the media landscape has changed significantly over the last years. Structural changes in the logistics of development support have made donor countries less enthusiastic to provide multilateral assistance for media development projects, preferring to provide bilateral assistance, often directly through their embassies.

These changes have made for completely different terms and conditions for IPDC's strategies. The Special Account may seem to be losing its relevance, as there is a tendency on behalf of the donors to want more control over projects, which they wish to identify and support directly. They tend to fund projects that are in line with their own areas of interest and concerns, rather than to provide general support to IPDC. A central challenge to IPDC is how to navigate between the interests of different donors bearing in mind the increased pressure for bilateral projects.

With the increasing number of NGOs and other actors operating within the field of support for media and communication, there is often considerable overlap between different initiatives and projects. Thus, particularly in crisis situations, there is a need for an international forum to oversee and co-ordinate the actors and the development of free and pluralistic media. In such situations, there are also many actors competing for funding.

One example that was highlighted to us was the situation in former Yugoslavia. There is a possibility that IPDC could mobilise communication development projects initiated by UNESCO and other development agencies. UNESCO has now been asked to function as a coordinator in the area of communication in Sudan. This is an important task. And it is an assignment that the CI sector would be ideally suited to undertake, provided it had enough resources to put into this. The paradox, however, is that while donors see the need for this role, they are reluctant to make resources available so that UNESCO can fulfil this mission in a satisfactory manner.

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IPDC currently meets increased competition for donor money from many actors, and there are also several other institutions that operate on a multilateral level.

The Programme should take this into consideration in its strategic thinking, and emphasise both its advantages of being multifunctional and unique in its wide-ranging and universal reach, which is broader than many other, often regional, organisations. There exists an insufficient awareness of the global approach to media development both among donors and development agencies. It is essential in the communications area to work in an interdisciplinary and cross-sectoral matter, as not only technologies but also methodologies and development perspectives converge.

Developing further this idea, there seems to be a need for a more holistic way of thinking in relation to the local offices. The way decentralization is implemented has both its weaknesses and its strengths. The presence of more CI professionals in the field is a positive development only if UNESCO has adequate resource allocations to hire qualified and experienced professionals. Decentralisation of funding affects the role of UNESCO as such.

One of the challenges facing UNESCO as a whole is to appear as a unified organisation where all sectors are equal in importance. This implies that communication must be presented as being as important as education, culture and research. Often it seems as if communication is the least important sector of the organisation, and this often appears to be the case at local level in the organisation, and thus local offices do not seem to be very much involved in trying to secure further funds for projects that have started with an initial grant from IPDC.

As we noted in relation to our assessment of the reforms undertaken by IPDC, the level of promotional activities and initiatives have increased since 2002. The Chairman of IPDC has undertaken fund-raising missions, and both he and the ADG/CI and IPDC Secretariat have undertaken numerous consultations with both existing and potential donors. Nevertheless, there seems to be a need for a more consistent and coordinated approach to the fund-raising efforts of IPDC.

It is also important that the messages presented to donors are clear and coherent. There must be open communication lines to the donors.

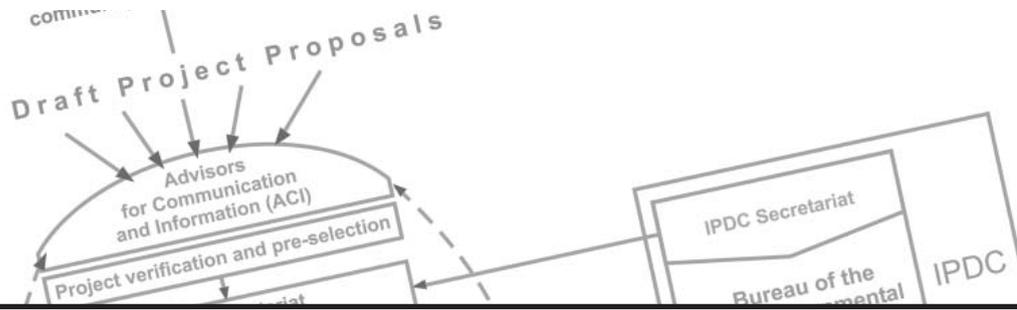
There is an urgent need for IPDC to establish a medium-term funding and activities strategy based on three two-year periods where one sets up milestones to be reached for economic resources and for which activities to undertake within which areas (e.g. community media, public service broadcasting, independent newspapers) in the same periods.

The first step in this direction could be to hold a donor meeting with existing and potential donors for a frank and open discussion of the future of IPDC, with a presentation of why it is such a unique programme, using reports from projects that illustrate the wide range of activities within IPDC as a point of departure for further discussion, as well as presenting a plan for future funding and activities. Such a meeting could for instance be organised in conjunction with the meeting of the IC in March 2006.

IPDC should present a study of its successes in connection with this meeting. This could also be used for further fund-raising. There is a need to make the many good projects more visible.

As a continuation, we foresee that IPDC establishes regular donors meetings or a donor forum that has as its focus a discussion of whether it is possible to coordinate donor efforts for the Programme, and whether it would possible to come up with some sort of an activities platform to be presented to the donors in order secure the funding of the Programme over period of six years (i.e. three times two year periods).

Furthermore, it is our impression that more could be done to use to a larger degree the central funding exercises of UNESCO to provide for the needs of IPDC in particular, and the Communication and Information sector in general. UNESCO's Division of Co-operation with Extra-budgetary funding Sources has not been too interested in raising money for the Special Account as there is no overhead attached to these projects. In addition, within the line of thought related to 'marketing', the receiving countries should be encouraged to tell



how important IPDC might be as a tool in processes of mindset change.

The country offices of UNESCO need to be better fundraisers, they need to be better at “marketing’ and ‘selling’ the IPDC to potential donors and supporters.

It puzzles us that UNESCO makes so little use of IPDC in its various programmes and projects that have communication as an important aspect.

### 5.3. The Project Proposal Process

First of all, it is important to bear in mind that the projects submitted to IPDC emanate from the ground. They are the result of initiatives by local media organisations. They do not come from UNESCO as such.

Bearing in mind the considerable improvement the project proposal process has undergone in the past few years, it is nevertheless clear that the quality of many proposals is still insufficient.

Many proposals suffer from having too many objectives and require much work and attention from the regional specialists and the programme specialists in Paris before they become acceptable. It is often the regional advisors who conceptualise what may become a project, and they often serve as a coach in the process of creating a project proposal. The regional experts play a central role and a core challenge is hence how to improve the professional level of the regional experts.

The quality of the projects varies from region to region. The project proposals from regions with very capable regional advisors are good, whereas the proposals from regions with regional advisors that are not so competent lack in quality. Problems are particularly acute when projects are submitted to offices without a communication advisor.

However, we have come across examples where projects have been initiated on the ground and then submitted directly to the sector in Paris for vetting and where this has resulted in excellent projects. This emphasises that the Programme is flexible.

National Programme Officers work in their own country and may be more vulnerable to pressure than somebody from outside. In many countries, the country offices seem more concerned about the field of education than about questions linked to free media. It is important to realise that the two areas walk hand in hand and are in many ways interrelated.

Once the funding has been secured and the projects have been implemented, it is important that donors receive reports of the outcome of the projects they have supported, but also of other projects that may be

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in the area of their special interests. We are aware that this has been done when donors have identified specific projects. Furthermore, both the Bureau and the Council have been presented with reports on project implementation describing the status of each project. This is also available on the IPDC website.

#### **5.4. The Intergovernmental Council**

The Intergovernmental Council is an institution in IPDC that still has to find its proper role. After the reorganisation of the Programme, it should serve as an arena for a principled discussion of questions related to media development. Ideally, the participants in the meeting should be media professionals with a special interest in media development. However, looking at the list of participants at the last Intergovernmental Council meeting in 2004, many were diplomats, to a large degree coming from the permanent UNESCO delegations in Paris. It is striking that there is no participation from the many active media NGOs in Intergovernmental Council meetings.

Based on the minutes from the meetings, we are certain that the discussions in the Council have at times been both interesting and informed, nevertheless they have also often been characterised by the presentation of regional and national agendas rather than principled perspectives, and often nothing but passive participation. It is essential that IPDC come up with a proposal of how the Intergovernmental Council can play a positive role in the development of the Programme. If not, it will continue to serve at worst as a costly and time-consuming event, rather than as an institution that contributes to the efficiency and importance IPDC may provide in the area of development communication.

It is also clear that Intergovernmental Council does not function efficiently as a vehicle for securing funding for the Programme, and this raises the question of the role of donors in the activities of the Council, as well as the relationship between the Council and the donor meeting that we propose. We feel it would be pertinent for IPDC to discuss this issue in order to increase donor interest in the activities of the Programme.

#### **Conclusion**

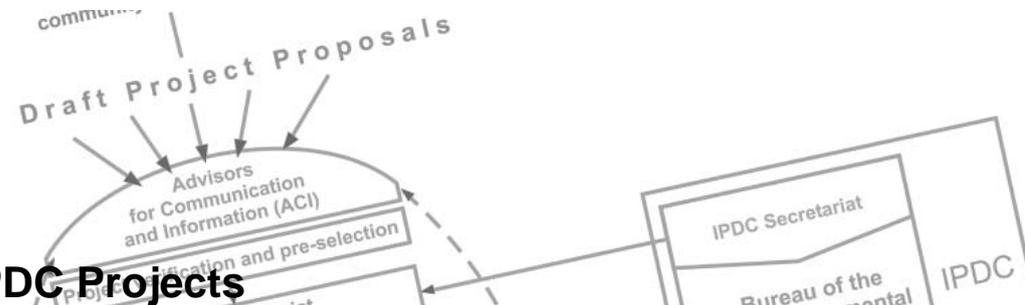
The most important challenge for IPDC is to develop arguments and a strategy for its role in support for media and communication development in the next foreseeable period. There is a need to revisit the concept of communication development.

IPDC might position itself as a Programme that bases its activities on a rights-based approach to development linked to the UN Millennium Goals at the heart of which lie the reduction of poverty and the role of media in the struggle for human rights and democracy.

At the beginning of 2006, IPDC does not have sufficient funding to be able to fulfil its important role satisfactorily. Consequently, the challenge now for the Programme is to legitimate its existence to the donors. Its good reputation in the field is unquestionable. There seems to be a need for a more consistent and coordinated approach to the fund-raising efforts of IPDC. It is also important that the messages presented to donors are clear and coherent. IPDC should establish a medium-term funding and activities strategy based on three two-year periods where one sets up milestones to be reached.

The first step in this direction could be to hold a donor meeting with existing and potential donors for a frank and open discussion of the future of IPDC. As a continuation, IPDC might establish regular donors' meetings in order to come with a platform for activities that donors might support.

Projects submitted to IPDC emanate from the ground. They are the result of initiatives by local media organisations. They do not come from UNESCO as such. The quality of the projects varies from region to region. The project proposals from regions with very capable regional advisors are good, whereas the proposals from regions with regional advisors that are not so competent lack in quality. Problems are particularly acute when projects are submitted to offices without a communication advisor.



## 6. IPDC Projects

A range of new project proposals will be presented to the forty-ninth Meeting of the IPDC Bureau of the Intergovernmental Council in March 2006. Thirty-four proposals are from the African continent, six from the Arab states, twenty-four from Asia and the Pacific and twelve from Latin America and the Caribbean. The project proposals seem well prepared and cover a wide range of issues. See a list of the newly submitted (2006) projects\*.

Of the new projects approved in 2005, fifteen were from Africa, eleven from the Arab states, seventeen from Asia and the Pacific and fifteen were from Latin American and the Caribbean. See the newly approved (2005) projects\*\*.

### 6.1. Projects Approved and Financed in 2004 – 2005

The newly approved and financed projects make for a total of 3 071 000 US \$. There are three regional and twenty-five national projects in Africa. Fifteen regional and thirty-three national projects have been approved in Asia; and seven regional and twenty-five national in Latin America and the Caribbean. There are five regional and seven national projects in the Arab States.

Cameroon is one of the countries in which the greater number of projects were implemented. Three of these projects will be studied closer here. These projects provide good examples of both the challenges the IPDC faces and the progress that has been made in relation to project management since 2002.

The project 'Strengthening the Independent Newspaper Le Messenger' (PDC/23 CMR/02 354CMR5032) received 23 000 US \$ from IPDC. The project of the Multimedia Centre for the young people of Garoua (PDC/23 CMR/01 354 CMR 5031) received 20 000 US \$. The project Meiganga Community Multimedia Centre (PDC/24 CMR/02 552 CMR 5000) was financed by Japan and received 65 000 US \$. The three projects cover three different categories of IPDC projects: Printed Press, Community Media and Multimedia respectively.

\* [http://portal.unesco.org/ci/en/ev.php-URL\\_ID=20756&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=465.html](http://portal.unesco.org/ci/en/ev.php-URL_ID=20756&URL_DO=DO_TOPIC&URL_SECTION=465.html)

\*\*[http://portal.unesco.org/ci/en/ev.php-URL\\_ID=18695&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=465.html](http://portal.unesco.org/ci/en/ev.php-URL_ID=18695&URL_DO=DO_TOPIC&URL_SECTION=465.html)

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## **6.2. Strengthening the Independent Newspaper *Le Messenger* (Evaluation)**

The main objective of this project is to decrease the monopoly of the daily state newspaper Cameroon Tribune by strengthening the independent newspaper *Le Messenger*. The project proposal asked for 45 000 US \$ from the IPDC; the amount of 23 000 US \$ was allocated. The beneficiaries of this project are the staff of the newspaper, its readers and also the general environment of the printed press in Cameroon. The original project wanted to increase the rate from three issues weekly to a daily newspaper, strengthen its website and attract more readers. The project received money from IPDC more than two years after the project proposal had been presented, and the newspaper's context had changed. The period from project submission to funds allocation hence was still very long in relation to this project. Furthermore, only fifty percent of the amount asked for was allocated and resulted in a limited scope of the project.

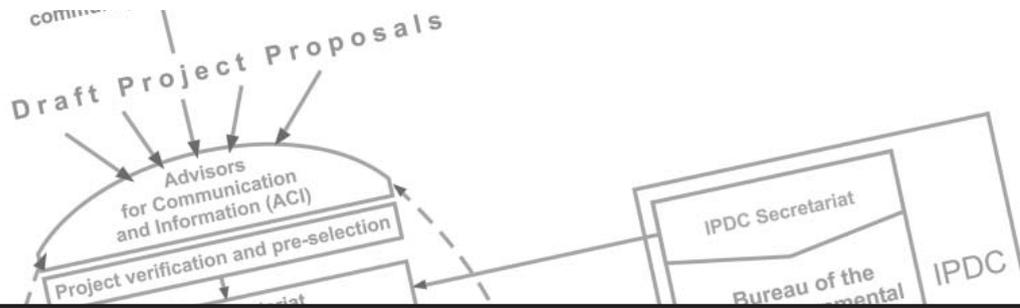
The support was mainly used for multimedia equipment and training of the newspaper's staff in using this equipment. It is important to be aware of the fact that *Le Messenger* had already applied for IPDC project funding several times earlier without success. In 2002, the newspaper elaborated the project with support from Mr. Cletus Ojong Tabe of UNESCO Yaoundé Office. The director of the newspaper emphasised the important advantage of the presence of a regional media advisor when creating a project proposal. In an evaluation of the project (January 2006), the evaluator describes the support to the printed press as fundamental, but adds that it would be less problematic to support the press in a collective manner such as training of journalists through professional organisations, than to aim at specific commercial entities. The evaluation also stresses that IPDC should not be seen as a moneybox that allow for support without being part of a broader strategy. There was a considerable gap between the requested and the allocated sum. The allocated sum was only half of what was requested, but in this case the project objectives were not revised.

## **6.3. Multimedia Community Centre in Garoua (Evaluation)**

The objective of this project is to permit the youth of Garoua in Cameroon to express themselves freely about issues they find important. This should be done through a local radio as well as through a cyber centre where the young people of the area could get used to ICT and receive training. The initial demand was for 35 500 US\$; in this case as well, the amount allocated (20 000 US\$) was importantly less than what was requested and was not received until two years after the acceptance of the project. During this time, another community radio FM Bénoué had arrived in the community and the project decided to focus on the multimedia centre and to cooperate with radio Bénoué. Even though the project is still new, the evaluation (January 2006) emphasises that there have already been significant results in terms of the radio/multimedia centre's ability to work for its community, solve problems and revitalise local music and cultural traditions, The evaluation describes an experience where IPDC has helped to encourage people to engage in their own development and to participate in keeping alive local cultures.

## **6.4 Multimedia Community Centre in Meiganga (Evaluation)**

This project is quite similar to the one above, but in this case while 65 000 US\$ were asked for, additional support from Japan through IPDC resulted in a total budget of 70 060 US\$. Moreover, in this case the time between the project acceptance and implementation was radically shortened down and facilitated the performance remarkably. The contract was signed in the end of July 2004 and the project started in February 2005. The multimedia community centre is run in cooperation with the community radio of Tikiri FM, and to increase the participation of women and young people in the community is a central objective. The evaluation (January 2006) is very positive and describes how it is clear that the radio has radically improved the lives of the habitants in the Meiganga community. The major challenge is to secure the duration of the multimedia community centre, as it is necessary to maintain the technical equipment of the centre.



An external evaluator undertook the evaluations of the Cameroon projects in January 2006 and it is our impression that they hold a very high level of quality. The evaluation reports are well organised, articulated with a clear focus, well sustained and provide detailed arguments and relevant examples. Several of the reports include pictures from the field and this gives a good impression of the size, condition and surroundings of a community radio for instance. The evaluation reports contain excellent and consistent discussions, descriptions of 'lessons learnt' and comprehensible and definite recommendations.

### 6.5. Newly Submitted Projects 2006

Of the newly submitted projects in 2006, thirty-four are on the African continent. One project is regional: Establishment and operation of a network of African Freedom of Expression Organisations. The national projects are distributed in the following manner: Benin (1), Burkina Faso (2), Burundi (1), Cameroon (2), Cape Verde (1), CAR (1), Chad (2), Dem. Rep. of Congo (2), Ethiopia (1), Gambia (1), Ghana (1), Kenya (3), Malawi (1), Mali (1), Mauritius (2), Niger (1), SAF (2), Senegal (1), Somalia (3), Tanzania (3) and Zambia (1).

The African projects varied from strengthening of existing publications and newspapers; creation of community radios and community media such as community multimedia centres; digitalisation of television archives and conservation of audio visual heritage of national broadcasting; establishment of high council for communication and media council; awareness on fighting HIV/Aids; gender issues; strengthening professional ethics and freedom of expression; creation of a school of professional journalism and a journalism training centre.

Twenty-four of the 2006 submitted projects are from Asia. Seven of these are regional projects. The projects vary from workshop for setting up radio news exchange; capacity building and training of journalists; projects concerned with legal rights and promoting freedom of the media. The national projects are distributed over the following countries Afghanistan (4), Bangladesh (2), China (1), India (3), Maldives (1), Marshall Islands

(1), Mongolia (1), Nepal (1), Pakistan (1), Thailand (1), Vietnam (1).

The Asian proposed projects are concerned about women television production; women community radio; conservation of radio archives; training in human rights for the press; enhancing press freedom; building of media capacity; creation and consolidation of community media; media research; disaster reporting.

For Latin America and the Caribbean there is one regional project – Radio and Internet for Spanish Speaking Communicators. The national projects are from Argentina (1), Brazil (1), Colombia (1), Costa Rica (1), Dominican Republic (1), Ecuador (1), Guatemala (1), Nicaragua (1), Paraguay (1), Peru (1), St. Kitts-and-Nevis (1). The majority of the proposed projects here are linked to training and education of journalists, the establishment of community radio and creation of a communication network.

Under what is characterised as the Arab states, there are six proposed projects: Mauritania (1), Palestine (4) and Sudan (1). The projects are linked to radio; women empowerment; upgrading of photo and media archives; communication technology.

## 7. Recommendations

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Planning and co-ordination are key words in our recommendations to IPDC. In our 2002 recommendations, we argued that further donor support to IPDC should be made dependent of a strong willingness to reform. The wide-ranging reform process has been thoroughly implemented and shows a clear improvement of the performance of the Programme. The way forward now seems to depend on the ability of IPDC to communicate the improvements to its potential donors in a convincing manner as well as to co-ordinate a strong and dynamic donor platform.

### **a. A New Strategy**

There is a need for a new approach to what development communication implies. In order to position itself as a unique programme, IPDC might develop a focused strategy for its work in the next six years period. This may take a rights-based approach as its point of departure and emphasise communication projects that focus on poverty reduction and human rights awareness as well as the building of democratic institutions.

### **b. Funding**

IPDC should be given a more central place in UNESCO's overall funding efforts. This is related both to headquarters, regional and local offices and national commissions. IPDC and CI should aim at becoming the important coordinating organisation in the area of media support, and seek funding with this as a focus.

IPDC should work out a funding strategy and programme activities resulting from the success of the latter at a medium term range, i.e. six years, with clear milestones every two years. In its communication with donors, it is essential to be open and clear. A plan for future projects, for instance according to certain criteria, of the type that during the next two years the focus will be on a particular theme or medium, then it will change to another theme or field (for instance community radio, professional training, public service...) would give the programme more stability and direction. IPDC should develop a basic common strategy for how to approach the donors. There is a need for a more holistic way of thinking in relation to the major and potential IPDC donors.

IPDC should co-ordinate and synchronise the donor base through well-organised donor meetings. Good and open communication lines with the donors are crucial for the further existence of IPDC. Partnerships have become increasingly important and IPDC should be aware of this.

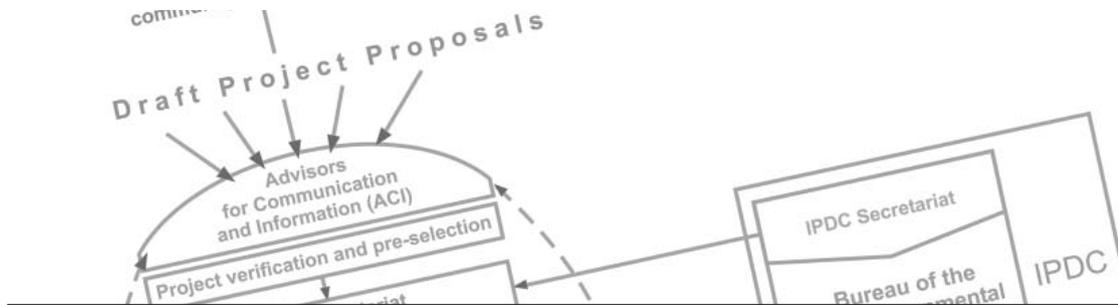
IPDC should as soon as possible, maybe in conjunction with the Intergovernmental Council meeting in March 2006, hold a donors conference where the Programme presents its plan for the future and arguments for its unique role in the area of the development of communication. Such a conference could serve as the first of a series of meetings between the Programme and the major donors, with the purpose of discussing how the Programme can contribute to fulfilling the strategic needs of the donors for support to media and communication project and programmes.

### **c. Inter-sectoral Co-operation and Flexibility**

From outside (the donors' angle) the structure of the CI sector within UNESCO often appears as untidy and the commando lines difficult to grasp. We recommend that the sector consider the possibility of a certain degree of restructuring, in order for it to become more flexible. This may allow for a more dynamic structure, where people can be repositioned in a more flexible and productive manner, so that the full capacity of the sector may be utilised. It is also important that those who are responsible for project preparations and administration have experience in working in the field.

### **d. Strengthening the qualifications of communication advisors and staff in local offices**

The projects that have been submitted and approved vary in quality. Since the communication advisors process these proposals, this indicates that while there are some very able communication advisors, others do not possess the same degree of competence. More should be done to improve the qualifications of field officers through staff development. It is also very important to sensitize personnel at local offices about the special challenges that communication projects involve.



The regional advisors should from time to time be given the possibility to participate in international seminars and conferences in order to get updated on the developments within the field, and to be able to communicate their experiences to the outside world – e.g. academics and aid bureaucrats.

**e. Evaluations.**

While there have been improvements in the use of evaluation processes, more could be done in order to make use of the evaluations as a learning tool for IPDC and for the CI sector as a whole. IPDC should make a study of its successes.

**f. Communication of Results.**

IPDC should make a focused presentation of its achievements and advantages. It is important that the results and achievements of projects be communicated to both the donors and other interested partners.

**g. The Intergovernmental Council.**

If the IC is to continue to exist, it must develop into a professional organ for focused discussions on strategies that are of direct use for IPDC, and/or contribute directly to its funding. It is important that donors feel that they have influence on the Programme and the discussions in the Council. If this cannot be achieved, the Council should be dissolved.

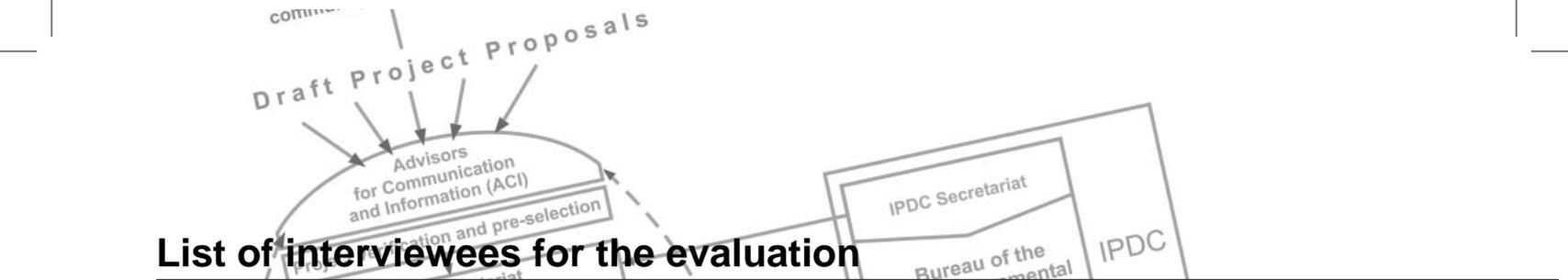
**Conclusion**

Through these recommendations, it is our hope that the international community will continue to fulfil its obligation to the development of free media and communication structures by providing funds that will enable IPDC to support media in the development of human rights and poverty reduction.

## List of Abbreviations and Acronyms

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<b>ADG</b>	Assistant Director-General
<b>CI</b>	Communication and Information
<b>CI/INF</b>	Information Society Division of the Communication and Information Sector
<b>DSA</b>	Daily Subsistence Allowance
<b>FM</b>	Frequency Modulation
<b>HIV/AIDS</b>	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
<b>HR</b>	Human Rights
<b>HTML</b>	Hyper Text Mark-up Language
<b>ICT</b>	Information and Communication Technology
<b>IDA</b>	International development Association
<b>IOS</b>	International Evaluation Sector, UNESCO
<b>IPDC</b>	International Programme for the Development of Communication
<b>MISA</b>	Media Institute of Southern Africa
<b>NGO</b>	Non-Governmental Organisation
<b>SA</b>	Special Account
<b>ToR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation



## List of interviewees for the evaluation

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**Baskår, Herman,**  
Advisor MFA

**Boafo, Kwame,**  
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**Brattlie, Tone,**  
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**Lange, Ellen,**  
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**Sossou, Benoit,**  
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**Virtanen, Tarja,**  
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**Østbye, Helge,**  
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## Terms of Reference

### Follow-up Evaluation of UNESCO's International Programme for Development of Communication (IPDC)

#### I. Background

In 2002, Professor Helge Rønning and Ms. Kristin Skare Orgeret of The Department of Media and Communication, University of Oslo, on behalf of The Norwegian Ministry of Foreign Affairs, undertook an evaluation of UNESCO's International Programme for the Development of Communication (IPDC).

IPDC has existed since 1980, and has over the years made significant contributions in more than 130 countries in areas such as: the promotion of press freedom, media independence and pluralism; community media, development of human resources for the media, modernisation of national and regional news agencies, radio as well as television organisations. After IPDC's 20<sup>th</sup> anniversary in 2000, it was clear that the organisation had to reform in order to be able to continue to function as an important actor in the area of media and communication development. It was decided that the main orientations of IPDC in the years to come should be: Improvement of media pluralism and promotion of press freedom; Training activities; Creation and strengthening of community media; New information and communication technologies.

The 2002 evaluation was among others based on the work of an IPDC working group that made proposals for the reform of IPDC's working methods. Among the recommendations made in the 2002 evaluation were the following: The selection process of projects must be simplified and made more professional, and that a smaller organ than the Council should make the final selections of projects. Once the financing is allocated, it would be beneficial to revise the project objectives in a more feasible direction. The IPDC Secretariat and the executives within the Communication division and section should look more actively for possibilities of co-operation and fund-raising. IPDC should make better use of its evaluations, as it was found that neither the administration nor the leadership of the Programme had shown a sufficient willingness to act pro-actively. This was reflected in the fact that the support for IPDC had dwindled over the last decade and that few new initiatives had been generated within the Programme.

Since 2002 IPDC has made significant efforts to reform its organisational structure and make it more relevant and efficient.

#### II. Objective and Scope of Work

The present evaluation shall be based on the results and recommendations of the 2002 evaluation and other relevant material.

- (a) Assess the reforms carried out by the IPDC in line with the recommendations stipulated in the Norwegian evaluation report.
- (b) Determine the extent to which the reforms have been carried out.
- (c) Determine the degree of impact of the reforms on efficiency and relevancy of the IPDC and its mission.
- (d) Analyse the achievements/non achievements and indicate future perspectives in supporting development of free and pluralistic media in the developing countries and strengthening of democratic developments.

As in the 2002 evaluation, the study will be based on theories from media politics and development, and will among others address the following aspects: A general analysis of a selection of IPDC projects from the past few years, focusing on the projects' main focal points, themes, geographical dispersion and the estimated relevance of the projects in relation to development and democracy goals. What criteria and basic conditions guide the selection procedure?

Essential questions to be addressed will be related to whether the stated objectives are reached in the selection of projects: improvement of media pluralism and promotion of press freedom, training activities, creation and strengthening of community media, new information and communication technologies.

The team shall prepare a substantive report on the findings that could be used by the Intergovernmental Council as a basis for their discussions on the future of the programme.

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The team shall undertake a mission to UNESCO Headquarters (Paris) in order to gather information by collecting relevant documents and interviewing relevant UNESCO staff, IPDC Bureau members and the Chairman.

Conduct telephone interviews with relevant field staff, beneficiaries as well as donors.

### **III. Framework, budget and time-perspective**

A team consisting of Professor Helge Rønning and Ms. Kristin Skare Orgeret will undertake the study. The work is stipulated to cover one month for each Consultant. For their work, the team members will each be paid 6.517,00 euros (all inclusive), covering Consultant fee for 4 weeks work; Travel Oslo – Paris (return); DSA in Paris; Miscellaneous.

The team shall:

- Submit to UNESCO for approval a detailed TOR for the post-evaluation of reforms, and a working schedule by 30 November 2005.
- Submit to UNESCO the draft report by 30 January 2006 for UNESCO's comments.
- Submit to UNESCO the finalised report and a certified financial statement by 18 February 2006.

### **IV. Material and support needed**

In order to assess the relevance and comprehensiveness of the field, a certain amount of material from IPDC will be necessary. These items are as follows:

- Project documents and budgets
- Material from earlier evaluations
- Research reports
- Lists of relevant persons to interview and their contact addresses

IPDC's administration in Paris is to provide all relevant documents as soon as possible, and also to draw up a proposal for schedule of the Team's field work in Paris in January 2006.

### **Working Schedule**

#### **December 2005**

Preparations – reading of documents, initial meetings in Oslo and by phone. Exemplary pre-evaluation of one project in the field, namely the UNESCO media development project in Mozambique. (Undertaken because Prof. Rønning has a sabbatical in Mozambique).

#### **2 – 7 January 2006**

Preparations for field work in Paris.  
1 week for each consultant.

#### **8 – 12 January 2006**

Field work in Paris.

#### **16 – 29 January 2006**

Writing of draft report.

#### **13 – 18 February 2006**

Preparation of finalised report.