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Media in Development

An evaluation of UNESCO's International Programme for the Development of Communication (IPDC)



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Media in Development

An evaluation of UNESCO's International Programme for the Development of Communication (IPDC)

A report prepared by

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Responsibility for the contents and presentation of findings and recommendations rests with the evaluation team. The views and opinions expressed in the report do not necessarily correspond with the views of the Ministry of Foreign Affairs.

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Abbreviations and Acronyms

ABP	Agence Benin Presse
ADA	Another Development Approach
AMIC	Asian Media Information and Communication Centre
ASBU	Arab States Broadcasting Union
ASEAN	Association of South-East Asian Nations
CARIMAC	Caribbean Institute of Mass Communication
CDC	Community Development Centre
CI	Communication and Information
DAC	Development Assistance Committee under OECD
DG	Director General
DCSU	Development Support Communication Unit
EMU	Educational Media Unit
FiT	Funds in Trust
GEAR	Growth, Employment and Redistribution programme
HR	Human Rights
ICT	Information and Communication Technology
IFA	Information for All
INPUT	International Public Television
IOS	Internal Evaluation Sector, UNESCO
IPDC	International Programme for the Development of Communication
MFA	Ministry of Foreign Affairs
MISA	Media Institute for Southern Africa
MT	Modernization Theory
Multi-bi	Bilateral funding administrated by an international organization
NGO	Non Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
NWCIO	New World Communication and Information Order
PACTV	Pacific Television Training Project
PANA	Pan-African News Agency
PPDP	Pacific Press Development Project
RCA	Regional Communication Adviser
SA	Special Account
SADC	Southern African Development Community
SANA	Syrian Arab News Agency
TA	Technical Assistance
ToR	Terms of Reference
UNDP	United Nations Development Programme

Fact Sheet

The International Programme for the Development of Communication (IPDC) was created by UNESCO in 1980. The pivotal aim was to increase co-operation and assistance for the development of communication infrastructures and to reduce the gap between countries in the communication field. The programme emerged from debates within UNESCO about a New World Communication and Information order, and reflections on the importance of communications media as tools for development.

Norway has supported IPDC from the very beginning, and was, one of the main founders of the program's Special Account. Down the years Norway has contributed a total of US\$ 11 428 000 to the Special Account from 1982 to 2000. The Norwegian contribution has however gradually decreased from 1 052 000 US\$ in 1988, to around 2 million NOK annually in recent years (varying between 226,432 and 308,315 US\$ according to the exchange rate). During the last six years Norway has allocated 1 576 474 US\$ to the Special Account. Norway is the second largest donor after Denmark.

Until 2001 support to IPDC was specified as a separate item in the budget of the Norwegian Ministry of Foreign Affairs. For the 2001/2002 budget it was decided to allocate support to the IPDC under the heading of "Good governance" (UD 2002: post 74, page 153–154).

The financial contributions to the IPDC have always been inadequate, and the problem worsened after 1995 due to the drastic drop in funding. In 2001 a moratorium was put on new projects and 46 approved projects were waiting to be financed.

Given Norway's relationship to the IPDC, it is not surprising that it would like to see an evaluation both of the program's impact and its current impecunious situation. The role of projects in the area of media and communication must be considered within the framework of Norway's total development policies, but particularly in relation to the commitment to strengthen democracy, accountability and transparency where the media play a central role. The present evaluation is intended to serve as a background for a renewed discussion of the continuation of Norwegian support to the IPDC, and of the reorientation and renewal of the programme.

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A detailed list of interviewees is included in the appendices.

Claude Ondobo and Torben Krogh both commented at length on the draft version of this report, for which we are extremely grateful. In its draft form, the report was submitted to NORAD, the Norwegian Ministry of Foreign Affairs and the IPDC. Whilst their comments and suggestions have been taken on board in the final report, the findings and opinions set out are entirely our own.

We were very sad to learn that Claude Ondobo passed away during the summer of 2002. During his many years with IPDC he contributed immensely to the development of the organisation.

Kristin Skare Orgeret

Helge Rønning

Executive Summary

The present study of the UNESCO International Programme for the Development Communication (IPDC) – undertaken at the initiative of The Norwegian Ministry of Foreign Affairs – is basically a desk study of the Programme’s organizational structure, its history and impact supplemented by an evaluation of selected projects based on IPDC reports and evaluations. In addition, we interviewed officials at UNESCO headquarters in Paris and the Danish Ministry of Foreign Affairs.

The report consists of 7 chapters. We set out here a resumé of each chapter and conclusions reached:

The first chapter gives a short historical background to the establishment of IPDC, discusses the role of media and communication in relation to development policies and in light of current Norwegian development policy. The conclusions of this chapter can be summed up as follows: communication and information are considered important tools in the development of democratic societies, and constitute an essential part of development programs in general. IPDC was created to improve the development of communication infrastructures and to reduce the gap between the North and the South in the area of communications media.

IPDC’s economic situation is critical and there is an urgent need to discuss the program’s purposes, study its priorities and assess programme content and working methods.

It is logical that Norway, as one of the main initiators of the programme, should want to evaluate IPDC’s results and assess its present precarious situation. One of the main issues concerns whether media and communication funds might not be better spent as part of Norway’s bilateral programs or special support for the sector, rather than as support to an IPDC facing serious difficulties.

The second chapter gives an overview of the organizational structure and economic situation of IPDC and the conclusions can be summed up as follows: The decline of commitments to IPDC’s special account and the relative strength of support to Funds-in-trust must be seen as a serious problem for the programme.

IPDC’s organizational structure appears to be top-heavy, cumbersome, complicated and insufficiently focused on an efficient selection and implementation process.

The process at IPDC of selecting projects should thus be changed radically.

Management of UNESCO’s Communication and Information sector and the former IPDC board of directors appear to have been insufficiently pro-active in relation to the crisis facing the programme in recent years.

There is no doubt that there has been reluctance among donors to commit themselves to funding IPDC despite initial proclamations of support.

The third chapter relates IPDC activities to development theory paradigms, with an emphasis on communication policies.

The reason for IPDC’s establishment is to be found in the debate surrounding theories of alternative development and the development of communication, and the analyses carried out for the programme for a New World Communication and Information Order. Goal attainment has been problematic throughout IPDC’s life time – partly due to insufficient funding, but also to what appears to be bureaucratic administrative processes.

While the strength of the communication-for-development paradigm lies in its grassroots orientation and clear thrust towards utilizing communication for practical and sensible development projects, there have been

problems realizing the democratic and critical role of the media.

Particularly in its early stages, IPDC appeared to prefer supporting official media initiatives rather than community-based and independent projects. This approach has changed in the last decade, something the two Windhoek declarations of 1991 and 2001 and the unsuccessful effort to duplicate the process in the Middle East bear witness to.

Chapter 4 discusses IPDC selection processes, exemplifies projects that have received support, briefly analyses key project types and discusses concerns underlying policy changes within the programme.

There were 244 IPDC Special Account projects in the years 1996–2000. They comprised 15 regional and 62 national projects in Africa; 18 regional and 53 national projects in Asia and the Pacific; 19 regional and 31 national projects in Latin America and the Caribbean; 4 regional and 22 national projects in the Arab states; 2 regional and 10 national projects in Europe; and finally 8 interregional projects. In March 2001 another 46 projects were approved for financing from the Special Account (pending allocations). The Council's project selection procedures are based on the following elements: promotion of media pluralism and press freedom; establishment of training facilities; creation and strengthening of community media; development of new information and communication technologies. Despite this, it often appears as if geographical issues play an equivalent, if not greater, role in the final selection process.

Many of the projects are awarded such a small fraction of the funding they originally applied for, that they lack any chance of fulfilling their objectives. There is reason to question the sustainability of these projects. New technology often seems more "glamorous", but it is important not to change focus from support to media to expensive hardware and technology in development and democratization processes just for the sake of supporting new gadgets. In

relation to media development it is important to remember that old media – radio, print media – still may be regarded as the most important from a development perspective. New technology can help strengthen the capacity of such projects, but it is a tool and not an end in itself.

IPDC's selection and evaluation processes can be improved, professionalised and made more consistent.

Chapter 5 consists of an assessment of the evaluation processes within IPDC, concluding that IPDC has supported excellent and crucial projects implemented by serious and dedicated organizations in vital areas. IPDC's evaluations of projects that have received funding were generally professionally done, and give a reasonably good impression of the results achieved.

Chapter 6 lists challenges facing IPDC and discusses the relationship between various UNESCO initiatives in the communication sector. The new leadership of UNESCO's Communication and Information sector seem to have a clear grasp of the challenges facing it.

The activities of the different divisions, however, seem overlap, and it is not clear which programs belong to which division. There also seems to be a lack of co-ordination between the various divisions.

Improved co-operation between IPDC and UNESCO on the programme "Information for all" would be useful, but at the same time it is important to maintain a broad media perspective with focus on a variety of media in the projects that are channeled through IPDC.

It is not always clear how well defined IPDC's role is in relation to other divisions of the CI sector, and there is a need for co-ordination of inter-sectional projects in the area of communication.

Chapter 7 consists of conclusions and recommendations. The recommendations are

as follows: The seven recommendations of the ad hoc working group dating from December 2001 to reform IPDC working methods should be implemented in relation to: duration of the moratorium on new projects; policy for funds-raising; IPDC priorities; IPDC project approval; Council and Bureau membership; evaluation; and presentation of projects proposals.

In addition we recommend the following: 1) The selection process must be simplified and made more professional; 2) The final selections should be done by a smaller organ than the Council as it functions today; 3) The size and powers of the intergovernmental Council should be scaled down; 4) Once the financing is allocated, project objectives should be made more feasible; 5) The IPDC Secretariat and the executives within the communication division and section should look more actively for possibilities of co-operation and fund-raising 6) IPDC should make better use of its evaluations.

Support for IPDC has dwindled over the last decade, few new initiatives have been generated

within the programme, and its administration and management have failed to act pro-actively in the face of what may best be described as a looming crisis.

IPDC never became quite as central and essential an organisation as foreseen at its inception. There are many reasons for this. Lack of donor support is certainly one, but there have also been organizational shortcomings.

If far-reaching changes are not made now, IPDC as a programme is probably doomed.

Norway should continue to support IPDC over the next two-year period. Continuous Norwegian support after 2004 must be linked to evidence of a strong willingness to reform, i.e., an effective implementation of the reform process initiated in December 2001, subsequently confirmed by the Council in April 2002, which can be shown clearly to have improved the performance of the programme.

1. Background

1.1 Introduction

The aim of this evaluation of the International Programme for the Development of Communication (IPDC) is to suggest how Norway should act in relation to the programme, and, hopefully, to provide input to the process of change that the programme must undertake. We also trust that the evaluation will prove of use to further discussions about IPDC within donor organizations.

Our evaluation is based on a thorough analysis of documents (project applications, evaluations, report from meetings etc.) and on interviews with a number of persons familiar with IPDC and experienced in working in and for the programme. We have, however, not been able to make evaluations of concrete projects. Our impressions are therefore based on observations made in other contexts.

As a point of departure for this evaluation we have tried to discuss the history and current situation of IPDC, bearing in mind the following question: "Would we, if we were responsible for the media and communication portfolio of a major donor organisation, use IPDC as a key conduit for programme and project funding, and as an implementing agency?"

The communication sector is a central element of development programs in general, but of particular importance is the role of media in informing people of their rights, exposing abuse of power, and enhancing transparency and democracy.

Seen in the broader perspective of North-South relations, the technological gap – or what is often metaphorically referred to as "the digital divide" – in the area of communications, continues to disadvantage the South. An important part of global development is thus linked to building good communications networks and strong and independent media.

When the International Programme for the Development of Communication (IPDC) was created by UNESCO in 1980 the aim was to "increase co-operation and assistance for the development of communication infrastructures and to reduce the gap between various countries in the communication field." The creation of the programme had its background both in the debates within UNESCO about a New World Communication and Information order, and in reflections on the importance of communications media as tools for development. But less emphasis was given to media as central to the democratic process. This aspect came to play a more important role later in IPDC's existence, notably after the changes in Eastern Europe and the fall of the Soviet Union.

Norway supported IPDC from the very beginning, and was one of the main founders of the program's Special Account. The first chairperson of IPDC's council was Mr. Gunnar Garbo, a driving force behind the creation and building of the programme. At the 20th Anniversary Session of the IPDC Council he made the following statement:

"Now there is no less need for the effort through the IPDC to overcome the gap between the information rich and the information poor than there was twenty years ago. On the contrary, today the world needs an International Programme for the Development of Communication more than ever."

There is little doubt that, in spite of problems and criticism, IPDC has played an important role when it comes to initiate and ensure the quality of a variety of media and communication development projects. One such well-known success story in the world of communication and development is the creation of the Media Institute of Southern Africa (MISA). It was founded with support from IPDC after a UNESCO initiative, which resulted from the first Windhoek Declaration in 1991. MISA has

been central in the promotion of democratic media in the Southern Africa for more than a decade.

From interviews at the UNESCO headquarters in Paris as well as through evaluations and reports, we have learned of the difference made by IPDC to a wide range of small projects in many developing countries. IPDC has the potential to create a framework for communication and development projects. Small, local projects may better the flow of free information, promote literacy, contribute to the establishment of public spheres that may be of importance for democracy also at the grass-root level.

In many ways it is possible to regard the establishment of IPDC as a reaction to the media and communication situation in the last decades of the Cold War, to the debates following the McBride report, and the calls for a New World Communication and Information Order. After the end of the Cold War, in the changing climate affecting international media debates, particularly the new emphasis on the role of media in democratic processes, and the rapid development of new communication technologies, IPDC seemed to lose much of its impact of the 1980s.

IPDC was long regarded as a very special programme within UNESCO. It was perceived as innovative and free of the political ties and agendas that otherwise tended to interfere with UNESCO projects. It is, however, our impression that the IPDC failed to keep up with a changing environment, and that, instead of looking forward, the programme seems to live on past glories. It may be indicative that one is often reminded of IPDC's achievements in past decades rather than focusing on present and future challenges. There is also a need to analyze what role IPDC plays in relation to other communication and information projects and programs within UNESCO.

There is no doubt that IPDC is in a critical financial situation, and that it therefore is urgent to examine the program's purpose, its priorities

and content, with a view to rescuing the programme from its current financial impasse. The financial contributions to the programme have always been inadequate, and this problem has only exacerbated after 1995.

The reduced support that the programme has experienced in the last period can be interpreted in two ways. On the one hand it may be seen as a shift in interest among donors and other players to areas not covered by IPDC. According to the Director of the Division of Communication and the IPDC Secretariat, Mr. Claude Ondobo, IPDC did, for instance, lose the financial support of the Federation of Russia and other East European countries just after its creation and the end of the Cold War. Invoking the economical international crisis, the industrialized countries decided suddenly to cut contributions to developing countries and limit their participation in UN Organization budgets to nil nominal growth. Mr. Ondobo mentioned a few examples:

- No industrialized country is fulfilling what it promised in the context of “Millennium Development Goals”.
- Only one third of the financial assistance pledged for the AIDS programme has been released.
- In UNESCO, for about five other Intergovernmental Councils launched between 1980–1990, only IPDC is still alive. The new “Information for All” is still awaiting financial assistance and has still not launched a single project since 2001.

But it may also be because the programme is seen to be lacking in efficiency, and that funds earmarked for media and communication support might be better spent outside the IPDC/UNESCO framework. We have not been able to undertake a systematic questioning of donors concerning their impressions of IPDC, but discussions indicate that the inefficiency argument is quite widespread.

The current evaluation takes as its point of departure the way in which current Norwegian development policies relate to media and

communication issues given the financial climate within which donor programs maneuver. We set out a conceptual framework based on media and development theories which we employ in our analysis of IPDC's history and present operations. Current IPDC project selection criteria and implementing practices are assessed. We are interested not only in the criteria said to be applied in the selection process, but also in the less explicit criteria which may influence decisions. With this in mind we take a closer look at recent evaluations of IPDC projects. We explore other UNESCO media and communication programs to obtain a broader picture of the situation. A central question is whether IPDC's activities contribute to fulfilling Norwegian development policy goals in the area of media and communications. Another closely related question is what IPDC's main task is seen to be at the present time.

1.2 The millennium goals

Norwegian policy of support to media and communications is part of its 1993 strategy on democracy and human rights development. Media and press freedom have become an increasingly more central part of the support to democratic development, and aid to media and communication projects has thus gained in importance within the field of human rights and democratization. Norwegian foreign aid policy is grounded moreover in the United Nations Millennium declaration.

The heads of State and Government that gathered at United Nations headquarters in New York from 6 to 8 September 2000, declared in relation to "Human rights, democracy and good governance" that:

We will spare no effort to promote democracy and strengthen the rule of law, as well as respect for all internationally recognized human rights and fundamental freedoms, including the right to development.

Among the listing of resolutions the declaration resolved to

...ensure freedom of the media to perform their essential role and the right of the public to have access to information.

In a wider perspective, development co-operation is a major chapter in the "global contract" for poverty alleviation, set out in the UN Millennium Declaration. Through good governance, countries must themselves lay the groundwork for effective poverty reduction, supported by favorable international conditions and significant transfers of development assistance. The eight Millennium Development Goals reproduced below are partly integrated in OECD/DAC directives for poverty reduction. While the millennium goals do not directly mention communication and information, their fulfillment nevertheless depends to a significant degree upon well-developed communications and media strategies that empower the poor, and heighten awareness of human, social and citizenship rights.

Millennium Development Goals

Goal 1. Eradicate extreme poverty and hunger. Among other targets halve the proportion of people whose income is less than one dollar a day and the proportion of people starving before 2015.

Goal 2. Achieve universal primary education for all girls and boys before 2015.

Goal 3. Promote gender equality and empower women. Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015.

Goal 4. Reduce child mortality. Reduce by two thirds, between 1990 and 2015, the under-five mortality rate.

Goal 5. Improve maternal health. Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio.

Goal 6. Combat HIV/AIDS, malaria and other diseases. Have halted by 2015 and begun to reverse the spread of HIV/AIDS, the incidence of malaria and other threatening diseases.

Goal 7. Ensure environmental sustainability. Integrate the principles of sustainable development into country policies and programs and reverse the loss of environmental resources.

Goal 8. Develop a Global Partnership for Development. Address the Special Needs of the Least Developed Countries. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term. In co-operation with the private sector, make available the benefits of new technologies, especially information and communications.

In their recently published plan of action "Combating Poverty" (February 2002), the Norwegian Government echoes the Millennium Development Goals. The plan states that "good governance is a central condition for development". A free media is mentioned in connection with "necessary official and non-official watchdogs".

The 2002 UNDP Human Development Report also highlights the importance of a free media in building sustainable democracies.

The Government's goal as set out in the action plan is to increase development aid to 1 per cent of GNP before 2005. The Government takes it on itself to encourage other country donors to increase their donations in like manner. The United Nations General Assembly defined a target of 0.7 per cent of GNP for development aid to developing countries as early as 1970. Nevertheless, thirty-two years later, only four countries have fulfilled that financial obligation, i.e., the Netherlands, Denmark, Sweden and

Norway. The target has been reiterated at summits and meetings ever since; most recently by the European Union at its latest summit in Laeken, Belgium.

1.3 The information gap

The IPDC Council's first session took place in June 1981 in response to a resolution putting forward the objectives and competence and measures required for an effective functioning of the international programme. According to the terms of the resolution, the aims of the international programme for the development of communications were, as we saw above, to reduce the information gap between and within countries.

The gap in information and communications between and within countries has been a serious challenge to the development of equality. Unfortunately, the problem is greater today than in 1980 as many of the last years' developments in media and communication distribution have widened the gaps rather than reducing them. To illustrate the situation let us have a look at the numbers of radio and television receivers per 1,000 inhabitants in different parts of the world. The statistics are taken from the UNESCO Yearbook of 1997, the last database¹ to include data from all countries.

Studied comparatively the numbers paint a striking picture of the differences between North and South, between developed and least developed countries, between the richest and the poorest countries.

South Africa may in some ways be called a First World country in the Third World. It has more than ten times more radios and almost 24 times more television sets per 1,000 inhabitants than the landlocked Western African country of Burkina Faso. In some countries television hardly exists at all, as in Chad with 1,4 or Eritrea with 0,4 television sets per 1,000 inhabitants.

1) <http://www.uis.unesco.org/statsen/statistics>

1997	Radio per 1,000 inhabitants	TV per 1,000 inhabitants
Africa	216	60
America	1,017	429
Asia	900	190
Europe	729	446
Oceania	1,071	427

These figures give, however, a misleading picture of variation between rich and poor countries. If we compare the relevant 1997 figures, the differences are even more remarkable:

1997	Radio per 1,000 inhabitants	TV per 1,000 inhabitants
Developed countries	1,061	548
Least dev. countries	142	23

The variations within a continent can be illustrated by the African statistics.

1997	Radio per 1,000 inhabitants	TV per 1,000 inhabitants
Burkina Faso	34	9.1
South Africa	355	134

Intra-country differences may, of course, be huge. A report published by the Institute of Applied Social Science (FAFO) in February 2002, shows how the poorest half of the population of South Africa receives only 10 per cent of the nation's income, whereas the richest 10 per cent get 50 per cent.

Given the changes seen in Africa since IDPC's launch in 1981, it is crucial that the programme reflects the current media reality in its strategies and decision-making processes. Information and communication technology has developed rapidly, the communication gap is ever increasing. Technological and political developments require improved knowledge to make informed decisions and assessments. Not least, there is a need for up-to-date knowledge of the global media situation when engaging with local media structures and their interplay with other local and international structures.

1.4 Norwegian policy and IPDC

Norway has recently indicated that increased support for media and communication projects would be considered as part of its support for democracy, good governance and human rights.

This intention was reflected in the budget of the Ministry of Foreign Affairs for the first time in 2001. Until that year, support for IPDC was specified as a separate budget item. The change in budgetary procedures does not signal any change of policy in relation to Norwegian support for IPDC. It is interesting from the point of view of this evaluation, that the support allocated to the IPDC is now found under the heading of "Good Governance" (UD 2002: item 74, pp. 153–154) in the ministry's 2001/2002 budget. We interpret this as a signal from the Norwegian Government of its perception of IPDC's main function.

1.5 Conclusions

Communication and information are considered important tools in the development of democratic societies, and constitute essential parts of development programs. IPDC was created to improve the development of communication infrastructures and to reduce the gap between the North and the South in this area. The information divide is still very much a part of today's world and there are indications that the digital divide will continue to widen, creating further developmental imbalances in

the world. There remains, therefore, a crucial need for good projects in the field of communication and development.

IPDC 's economic situation is critical. Its objectives, priorities, working methods and programme content require urgent attention and re-assessment.

Norway was one of IPDC's "founding fathers" and has been one of its chief financial supporters since its inception. One of the problems facing IPDC over the years, has been that Norway's commitment to the programme has not been matched by other donors, despite pronouncements of support. It is clear that funding from donor countries has been insufficient over the years, not least in relation to support for the Special Account.

Given Norway's relationship to the IPDC, it is not surprising that it would like to see an evaluation both of the program's impact and its current impecunious situation. It is necessary, in this light, to assess whether funds for media and communication projects might not better be spent on Norway's bilateral programs or special support to the sector, rather than on support for IPDC as such. This must be considered within the framework of Norway's total development policies, of course, and particularly in relation to the commitment to strengthen democracy, accountability and transparency. The question is whether IPDC fulfils its purpose within this context. The following discussion is an attempt to find answers to these questions.

2 IPDC

2.1 The organizational structure of IPDC

UNESCO is an intergovernmental organization which is much reflected in the way IPDC works. The Intergovernmental Council (called the Council) is composed of 39 member states elected by UNESCO's General Conference based on the desire to ensure equitable geographical distribution and appropriate rotation. The Council prepares and oversees the implementation of IPDC policy. It also evaluates and approves the financing of projects submitted to the Programme.

The members of the Council in the 31st session were the following countries: Bangladesh, Brazil, Bulgaria, Cape Verde, Ethiopia, Greece, Guyana, India, Indonesia, Jamaica, Luxembourg, Malaysia, Peru, Philippines, Republic of Korea, Russian Federation, Saudi Arabia and Tunisia. In the 32nd session the members are represented by these countries: Albania, Algeria, Croatia, Cuba, Denmark, Finland, France, Gabon, Germany, Ghana, Jordan, Malawi, Mexico, Mozambique, Netherlands, Nigeria, Romania, Senegal, Togo, Thailand and Uruguay.

The Council meets in ordinary session in Paris once a year. Earlier the costs of sending delegates to the Council meeting were covered by UNESCO in its regular budget, but as a result of the financial situation it was decided transfer costs to the member states. Extraordinary sessions may be convened either by a decision of the Council itself or at the request of the Director-General. Half of the Council is renewed every two years by the General Conference of UNESCO and its members are eligible for re-election. The President of the Council was until April 2002 Mr. Reinhard Keune from Germany. He was followed by Mr. Torben Krogh from Denmark. The President is assisted in his work by the Bureau, elected by the Council's member states every two years and composed of three vice-chairmen, a rapporteur and three other members. It is hoped that Mr. Krogh will give the programme a new direction and initiate urgently required reforms. Several of our informants, including officials at the Danish Ministry of Foreign Affairs, expressed the view that this is probably the last chance IPDC will have to prove its importance.

ORGANIZATION CHART OF CI SECTOR

Posts financed by EXB Funds (Field)

COM-Cambodia		
CAM/CII/0900	NOC	B. Sek (Temp.)
CAM/CII/0901	L-05	S. Heng (Temp.)
COM-Zimbabwe		
ZIM/CII/0003	P4	P. Pimento
ZIM/CII/0006	L-6	Vacant (Temp.)
ZIM/CII/0009	L-2	L. Kutyauro (Temp.)
ZIM/CII/0900	L-6	D. Mugobogobo (Temp.)
COM-Mozambique		
MOZ/96/016/CII/0001	P5	B. Jallov
NIR/CII/0600	NOA	Ajayi (Temp. FITOCA)

Posts financed by EXB Funds (HQ)

T CII-919	P3	J. Seck (COM)
T CII-990	GS2/3	Under recruit. (IPDC)
T CII-984	SS4	S. Sunderraj (IPDC)
T CII-915	P1/2	A. Arrou (FED)

- (1) Temporarily transferred to ADG/ADM until 31.12.00
 (2) World Summit on the Information Society
 (3) Pending decision on World Information Report

OFFICE OF THE ADG (ADG/CI)

R CII-001	ADG	N.A. Khan
R CII-056	GS6	M. Schaeffer-Teissier
R CII-011	GS2/3	L. Gil Aranda

EXECUTIVE OFFICE

Coordination and Evaluation			Administration			Preparation of WSIS (2)		
R CII-007	P5	C. Gaschutz	R CII-339	P4	W. Henneker	R CII-004	P5	Y. Courier (3)
R CII-107	P4	K. Boafo	R CII-012	P3	K. Rondon Fuentes	R CII-013	GS5	K. Philaphandeth
R CII-121	GS4	V. Seret	R CII-151	GS6	V. Gdalia			
R CII-144	G2/3	M.L. Durchon (1)	R CII-336	GS5	Under recruit. (ex-Rouet)			
			R CII-015	GS5	F. Ahmad-Begui			
			R CII-205	GS5	N. Brevem			
			R CII-018	GS5	C. Yebuah			
R CII-032	G2/3	Frozen	R CII-057	GS4	N. Witmarsh			

INFORMATION AND INFORMATICS DIVISION (CII/INF)

R CII-335	D-1	P. Queau
R CII-030	GS6	M-F. Chevalier
<u>Section Infostructure</u>		
R CII-006	P4 (5)	J. Rose
R CII-329	P5	Y. Kim
R CII-180	P4	P. Hunya
R CII-328	P4	R. Cluzel
R CII-062	P3	J-C. Dauphin
R CII-291	GS6	T. Krukowska
R CII-291	GS4	F. Schaeffer
R CII-148	GS4	S. Farey
R CII-017	GS2/3	A. Ongouya
<u>Section Information Portal</u>		
R CII-063	P4	A. Plathe
R CII-053	P3	J. Springer
R CII-113	P1/2	D. Ziyasheva
R CII-340	P1/2	D. Storti
A CII-920	P1/2	R. Cadiou
R CII-120	GS2/3	N. Denissova
<u>Section Information Access and Preservation</u>		
R CII-008	P5	V. Montviloff
R CII-005	P5	A. Abid
R CII-343	P4	B. Radoykov
A CII-921	P2	T. Uteseny
R CII-055	GS4	M. Albin
R CII-016	GS2/3	V. Chameau
R CII-071	GS2/3	T. Greggila-Jouini
<u>Documentation Centre</u>		
R CII-031	GS4	G. Menhsa
R CII-126	GS4	V. H. Nguyen
R CII-331	P5	M. Chamakhi (Temporarily assigned to assist Education Sector)

DADG and DIRECTION COMMUNICATION AND IPDC DIVISION (CII/COM/IPDC)

R CII-199	D2	C.Ondobo
T CII-984	GS4	S.Sunderraj
<u>IPDC Secretariat</u>		
R CII-204	P4	V.Nikolski
R CII-211	GS6	P.Toms Das
T CII-990	GS3	Vacant
<u>Media for Social Participation Section</u>		
R CII-XXX	P5	S.Hughes
R CII-332	P1/2	A.Akopov (P4)
R CII-342	P3	I. Panveska
R CII-146	GS4	K. Tuschscherer
R CII-014	GS3	L. Garcia
R CII-145	GS2/3	J. Frank
<u>Development of Communication and Endogenous Section</u>		
R CII-129	P5	V. Gai
R CII-347	P4	L. Artigas
R CII-021	P3	R.Gonzalez
R CII-245	P3	G. Kaliwo
T CII-919	P3	J. Seck
R CII-117	GS2/3	V. Nadal
R CII-140	GS2/3	J. Ngabire-Ndiaye
<u>Vacant</u>		
R CII-108	P4	(ex-Amaldo)
R CII-133	P4	under recruit. (ex-Jaya)

DIVISION FOR FREEDOM OF EXPRESSION, DEMOCRACY AND PEACE (CI/FED)

R CII-128	-	Hadlow
R CII-119	GS6	D. Mullet
<u>Media & Peace</u>		
R CII-136	P5	K. Scmitter
R CII-348	P5	R. Vogric
R CII-052	P4	R. Holmquist
T CII-915	P1/2	A. Arrou
R CII-NEW	P1/2	
RCII-143	GS2/3	Y.Mrad
<u>Freedom of expression and Democracy</u>		
R CII-130	P3	S. Coudray
R CII-138	P3	M.Scarone
R CII-058	GS2/3	B. Cavnignac (detached)
<u>Research and Publication</u>		
R CII-346	P5	M.Sales-Figueroa
R CII-182	GS4	E. Stewart

IPDC's structure means that Bureau meetings do not wield the same degree of influence over decision-making as diplomatic representatives meeting in the Council. It seems obvious to us that the IPDC Council of late has suffered from a weak board lacking the ability to initiate change and rise to the challenges facing the programme. IPDC must increase its capacity to "sell" its vision and projects. We have witnessed a certain lack of will and inertia when it comes to taking new initiatives within the IPDC. That the proposal to initiate working method reforms at IPDC came from Mr. Torben Krogh, not the Communication and Information section or the former board of directors, illustrates the lack of initiative within the section.

2.2 The selection of projects

It is the Council that selects the projects to support with funds from the IPDC's special account or Funds-in-trust (see under). The decision-making process seems largely to let geo-political concerns weigh more heavily than professional media and communication assessments. Clearly, decisions should rest solely on media and communication-related concerns. The IPDC Secretary said that there was some reluctance to turn down a project, even though it clearly did not fulfill criteria of relevance and quality. Each country represented knows that it needs the support of the others next time round, and countries within the different regions always seem to support neighboring countries.

Nor does the Council take sufficiently seriously the conclusions emerging from the evaluations when making decisions concerning new projects. The result of this wish to satisfy all parties is that only 5–8% of what is requested as funding, is being given to the projects. This has evident implications for one of the major problems connected to the projects, namely sustainability. The fact that the member-states now have to pay to send delegates to the IPDC has increased the importance of politics to the detriment of technological issues in Council deliberations. One sees a tendency for diplomats rather than representatives of the

media to represent the member countries. The level of media and communication-related knowledge among diplomats is often low and their chief occupation appears to be to lobby for the interests of their own countries.

We see the improvement of the selection process as urgent and crucial if the IPDC is to function as the democratic and effective tool it aspires to be.

According to IPDC's own guidelines, the selection process aims to fulfill the following criteria: improvement of media pluralism and promotion of press freedom; organization of training activities; creation and strengthening of community media; promotion of new information and communication technologies. The impulse to further specific country or regional interests has largely overshadowed these ideals up to now. We find that next to the financial situation the most important challenge IPDC faces today is in relation to the selection process. Thus, one of the most important recommendations of this evaluation is, we repeat, to change the selection process radically. We believe that the strategy adopted by the Council in April 2002, to the effect that all projects should be prepared and initially assessed by regional advisors, is an important first step in this transformation. The regional advisors should be in a position to turn down at an early stage projects not suitable for support. When projects are professionally prepared by experts in the area of media and communication, the circumstances affecting the media in the implicated countries should be taken into consideration, with particular emphasis given to how the actual project might contribute to the achievement of the goals mentioned above. Moreover, selection should be done by a smaller organ than the Council as it functions today. We envisage a selection committee of 8 to 10 authorities in the field. It is our opinion that the intergovernmental Council, as it exists today, should be dissolved, or at least scaled down significantly in terms of membership and powers.

We found that there is too little qualified reflection around the IPDC projects. The fact that in all presentations and reports the projects are organized geographically and not thematically, reflects the program's way of thinking. One of IPDC's most evident assets is its two-decade-long experience in the field of development communication. We believe that this experience should manifest itself more clearly in the program's work in general and selection criteria in particular.

"The role of the Intergovernmental Council of the IPDC will only be meaningful when member states of UNESCO supply the programme with a solid basis of funds, which the council can freely manage according to priorities, which it arrives at through common deliberation." (Mr. Gunnar Garbo, the first chairman of the IPDC in his address to the IPDC council at its 20th anniversary, March 2000.)

2.3 The financial situation at IPDC

2.3.1 The Special Account

The Special Account is the leading mechanism in IPDC's funding and covers all developing countries. According to Mr. Ondobo this makes it possible for countries to feel that they are involved in the processes of the organization and that they may participate in general discussions of communication issues. The IPDC Secretariat in Paris emphasizes the fact that without the Special Account, there would be no programme.

The IPDC has received a considerable amount of economic support from Norway. Down the years Norway has contributed US \$ 11,428,000 to the Special Account between 1982 and 2000. This contribution has tailed off since peaking at 1,052,000 US\$ in 1988, and has stood still at around 2 million NOK (varying between 226,432 and 308,315 US\$ according to the exchange rate). During the last six years Norway has given 1,576,474 US \$ to the Special Account, and is the second largest donor after Denmark.

Year	Norwegian contribution	Total contribution Interest included
1996	308 315 US\$	2 256 320 US\$
1997	275 000 US\$	1 982 538 US\$
1998	264 000 US\$	2 269 322 US\$
1999	254 000 US\$	1 789 484 US\$
2000	249 000 US\$	1 501 326 US\$
2001	226 432 US\$	1 007 342 US\$ ²

IPDC has witnessed a drastic decline in funding over the past five years or so. Nevertheless, the IPDC Council has continued to approve more projects than it has been possible to finance. In 2001 a moratorium was put on new projects as 46 approved projects were waiting to be financed. During our visit to the IPDC Secretariat in Paris in March 2002 we were surprised to learn of the Secretariat's lack of action in the face of dwindling funds. In our opinion this is a sign of lack of initiative. It could

be blamed on the lack of interest shown by the member states, of course. They have done too little to promote projects and ensure more funding for the programme. It is, however, also our impression that the Secretariat has failed to take a pro-active course in relation to a crisis that has been building up for years. Too little seems to have been done to investigate the reasons for the apparent donor fatigue. The new ADG of the development communication section, Mr. Kahn, admitted that the section

2) Interests not yet included

should take their part of the responsibility for the decline in the funding of the programme. He expressed clearly that it was not sufficient to blame it on reluctance among the donors to come forward with funds.

It was not until December 2001 that an ad hoc working group met at UNESCO headquarters in Paris under the chairmanship of Mr. Torben Krogh, former chairman of the IPDC Council and former President of the UNESCO General Conference, to discuss IPDC's critical financial situation and how to improve it.

It should be mentioned that we find it crucial that funding should be provided for the already approved projects. If IPDC's circumstances do not improve, the approved projects will probably disappear or have to be discontinued. This may seem drastic. It might therefore be better to shelve all approved, but not funded projects, and start the process of soliciting for new projects, bearing in mind a realistic assessment of available funds. However, if the new decision-making process turns out a success, it may hopefully serve as a guarantee that projects will no longer have to wait for funding.

2.3.2 The Funds-in-trust contributions to IPDC projects

Some of the projects are financed under Funds-in-trust arrangements (FiT) with individual donor agencies. Such projects approved by the IPDC Intergovernmental Council are either fully funded or receive supplementary funds to those allotted from the Special Account. From 1996 to 2001, the Funds-in-trust received a total of 5,344,500 US\$. Historically, Germany is by far the most generous contributor providing a total of 21,763,000 US\$ since 1980. In the last years Denmark has, however, taken the lead with 4,116,000 US\$ donated to the funds during the period of research. Norway does not contribute to the Funds-in-trust.

Around 1996, the FiT was more important than the Special Account as it received more funding, and was therefore able to function as more than a supplement to the Special Account. Indeed, it had become the main source for IPDC activities.

During the period of evaluation the financial support to FiT decreased also in proportion to the Special Account. Through the FiT each country supports specific projects or activities. The funds are given through UNESCO as so-called "multi-bi", that is, bilateral funding administered by an international organization. Such projects must be approved by the IPDC. At a later stage the projects funded through this system are subject to reviews conducted by the donor, the recipient and UNESCO directly.

There are different views as to whether FiT support should be increased or not. On the one hand one might argue that an extended use of the FiT system reduces IPDC to some sort of rubber-stamping organization. One might even go as far as to ask whether IPDC is necessary at all or only complicates matters. On the other hand, FiT is appreciated because the donor has more control over its funding. Donor can point at a specific project and show where its money has gone. Donors may follow their projects more closely, which may lead to further funding for other, related projects. Mr. Torben Krogh emphasized the fact that, in a growing number of donor countries, the state auditing authorities are erecting stricter criteria to enable national donations to be followed the very last penny. The FiT projects may also be easier to evaluate as their focus often is more specific and limited.

In conclusion, there is no doubt that IPDC has not received sufficient financial support, and has suffered, in consequence, from under-funding. Countries that initially committed themselves to the programme have cut down on their support or withdrawn it altogether. This is clearly a problem for the Communication and Information sector and its chairmen. But it is too easy to lay the blame for the problems facing the programme on the donors, without addressing the structural problems inherent in the programme itself. Unfortunately, this was something we detected a tendency to do in our discussions with the IPDC management. There is reason to ask whether the donor fatigue may not also be interpreted as resulting from structural and organizational problems within IPDC/UNESCO.

2.4 The thematic debates

The role of skilled professionals in the field of media and communication ought to be of great importance in the shaping of the programme. And it turns out that when the participating countries are represented by qualified people, the thematic debates³ are much more fruitful. An example is the thematic debate of 1998 at the 18th meeting of the IPDC Council (Paris, 24–27 March 1998) about public service broadcasting, at which quite a number of professionals participated, and which several commend as successful. Broad thematic debates are essential if Council meetings are to improve in terms of knowledge and insight. Further, a close functional link between the thematic debates and the implementation of the programme would be of great importance in this process.

2.5 Conclusions

As to IPDC finances, the decline of commitments to the Special Account and the relative strength of support to Funds-in-trust must be seen as a serious problem for the programme. One might query whether the reluctance of donors to commit themselves fully to supporting the Special Account and greater willingness to fund the Funds-in-trust might not conceal a form of tacit doubt about the efficiency of IPDC.

IPDC's organizational structure appears to be top-heavy, cumbersome, complicated and insufficiently focused on an efficient selection and implementation process.

IPDC's project selection process should thus be changed radically. Professionally prepared projects should be given to a small group of 8 to 10 qualified persons, authorized to decide which projects to support. And the Intergovernmental Council, as it exists today, should be dissolved or at least scaled down significantly in relation to its size and powers.

The Communication and Information sector management and IPDC's former board appears not to have been sufficiently pro-active in relation to the crisis that the programme has faced in the last years. The management appears unable to take the initiative. There has been insufficient focus on change and results. The adoption by the December 2001 meeting that resulted in the current plans for change is plainly an important new initiative. But it is necessary to ask why it took so long for IPDC to react to the signs of impending crisis, clear for all to see long before the program's 20th anniversary. Is this failure due to shortcomings in the administration and leadership or is it a reflection of organizational deficiencies?

There is no doubt that there has been reluctance among donors to commit themselves to funding IPDC in spite of initial proclamations of support. Rather than blaming insufficient funding on the donors, one should perhaps ask whether it might not reflect a certain amount of skepticism among donors towards the IPDC and UNESCO's organization and competence.

3) Since 1996, the thematic debates have revolved around the following topics:

- *International Partnership in Media Development* (21st session, 2001),
- *IPDC: 20 Years in the Service of Media Development – Challenges and Orientations at the Beginning of the new Millennium* (20th session, 2000),
- *Communication and Civil Society – Reaching out to People, Reaching out to Remote Areas, Reaching out to Pluralism* (19th session, 1999),
- *Political, Technological and Economic Challenges of Public Service Broadcasting* (18th session, 1998),
- *Societies in Transition: Challenges for the Media* (17th session, 1997),
- *Tolerance and Non-Violence on Television* (16th session, 1996).

3 Media and Development Theories

3.1 A conceptual framework

There can be no fixed and final definition of development, only suggestions of what development should imply in particular contexts. (Hettne 1990:2)

The term “developing countries” was introduced by the OECD after the Second World War as a description of all the non-industrialized countries in need of development aid. This collective term, which is used by the majority of writers on development in developing countries, or what are also referred to as the “Third World”, is based on a certain conception of “the others” – i.e. the underdeveloped – as opposed to the developed countries. Most theories had in common a willingness to show how the problems of underdevelopment should be solved, by means of interpolating from a historical process that had already taken place in the west.

“Underdevelopment” as such is a relative concept typical of the modernization phase of development theories; the Third World was considered as *underdeveloped* in relation to “developed”, industrialized countries. Because development theories continue to weigh heavily in aid to developing countries, we give a short glimpse of their development.

3.1.1 Modernization theory

The first stage of development theory emerged in the 1950s. The term “modernization theory” is used to denote a whole range of theories that emerged at that time. The situation, characterized by Cold War and decolonization created a new interest in studies of economic, cultural, social and political development in the Third World. Modernization theory links up to both evolutionism and structural functionalism and posits definite stages of development (i.e., Rostow 1960), through which every country has to pass in order to develop from a traditional to a modern society. Inspired by the distinction of “traditional” and “modern”, well known from classical sociology and Weberian analysis of

ideal models, modernization theory’s solution to underdevelopment was simple; by following in the footsteps of the developed countries, the Third World would go through the same stages of development, but at much greater speed.

The modernization paradigm embraced a directional, mechanistic, deterministic and positive view of development, where the stages of growth were seen as irreversible and universal. The picture of communications found in prevailing media theories of the epoch was of a vertical, authority-based, top-bottom and expert-driven process. The mass media were considered vehicles for the transference of new ideas and models from developed nations to the Third World and from urban to rural areas. Modernization theory was of particular importance in relation to the role of media as a tool for development, exemplified by the classic work in the field, Daniel Lerner’s *The Passing of Traditional Society: Modernizing the Middle East* (1958), which still plays an important, if unacknowledged, role as an inspiration in media development projects.

3.1.2 Dependency theory

The second stage of development theory arose as a criticism of modernization theory’s dichotomic approach and the view purveyed by liberal economic theories. It was clearly influenced by Marxist analyses of capitalist societies, but drew also from the experiences of Argentina under Perón. Several different perspectives emanated from this form of reasoning, all of which considered international forces to be the main obstacle in the struggle to reduce poverty in the Third World. Their starting point is expressed in the concept of “inter-dependency”, i.e. that underdevelopment in some parts of the world is the product of development in other parts, and capitalist penetration is singled out as the principal cause of underdevelopment. Whereas modernization theory occurred as a result of academic discourses mainly in the United States, the dependency school had its roots in Latin

America.⁴ These theories consider underdevelopment not as a natural condition, but as a social state, a product of history. Underdevelopment is a continuous process rather than a passive condition. The dependency approach represents the opposite of the endogenism dear to the modernization paradigm. Nevertheless, with respect to the content of development as such, the difference between the two paradigms is rather slight. In fact, it is possible to find several aspects of modernization theory replicated in dependency theory. In media-theoretical terms the approach is linked to concepts such as media imperialism, and formed a backdrop to the debate on a new world information order that played such an important role in the creation of IPDC. The most important document in this context is the Sean MacBride Report – *Many Voices, One World* (1980).

There are still traces of modernization and dependency theories in, not least, donor agency programs. Modernization theory in particular, although strongly criticized from various quarters, still plays an important role in much of the thinking linked to development projects, influencing development planners and other international players who shape decision-making in developing countries. Top-down approaches still prevail in wide swathes of communication development work.

Subsequent development studies have tried to elucidate new, more qualitative conceptions in their search for an “alternative development”.

3.1.3 *Alternative development approaches*

“If development can be seen as a fabric woven out of the activities of millions of people, communication is the essential thread that binds them together (...) it is communication as a liberate intervention to affect social and economic change that holds the most interesting possibilities. A development strategy that uses communication approaches can reveal people’s underlying attitudes and

traditional wisdom, help people to adapt their views and to acquire new wisdom and skills, and spread new social messages to large audiences.” (Fraser and Villet 1994:6)

The direction of development thinking changed quite sharply in the 1970s as it moved away from the earlier GNP-centered and technologically deterministic ideas, towards a more qualitative approach. In these approaches to development, loosely termed “alternative” or “another development”, priorities come less to be defined in terms of economic activity, and more in contextual approaches to the needs and problems of individual countries, regions or people within them. The main importance of the relatively normative approaches within these development theories is that they focus on the content of development rather than the form. This brought about an important shift in the question of how to determine the types of development and programs needed.

Srinivas Melkote (1991:194) identifies some of the hallmarks of the new goals for development within alternative development theories:

1. Equity in distribution of information.
2. Active participation of people at the grassroots.
3. Independence of local communities to tailor development projects to their own objectives.
4. Integration of old and new ideas, the traditional and modern systems, the endogenous and exogenous elements to constitute a unique blend suited to the needs of a particular community.

Whereas earlier theories of development communication expressed a top-down perspective and communication was mainly looked on as a transfer of knowledge, the “development support communication” model is simultaneously user and receiver oriented. The challenge is to increase the quantity and accessibility of information and to elicit more

4) With scholars like André Gunder Frank, Paul Baran and Samir Amin all finding their academic home in a branch of the paradigm known as “underdevelopment theories”.

information from the people themselves as a guide for development planning. Unlike theorists working within the former paradigm, who mostly held that traditional culture was necessarily in conflict with modernization, the new approaches introduce culture as a factor in development. Local culture and traditions are increasingly regarded as important sources of innovation in social development.

In the past decade attempts have been made to treat the role and function of the media in relation to democracy; civil society; modernity; and human and citizens' rights. The discussion has frequently concentrated on arguments for new dimensions to be added to public service media.

One of the contributors to the debate, Graham Murdock,⁵ has identified the implications of the media for the democratic process by referring to the different dimensions of citizenship. He identifies three important ways in which the communication media serves in the development of citizens' rights. First, in order for people to be able to exercise their full rights as citizens, they must have access to information on what their rights are. They will need advice on, and analyses of how they are to pursue these rights effectively. Second, citizens must have access to the broadest possible range of information, viewpoints, interpretations and debate in areas that involve public political choices. They must be able to use media of different kinds to register and express criticism and come forward with alternative models for development. They should be able to do so on the basis of information on and interpretation of events on the local, national and international scene. And thirdly people must be able to recognize themselves and their aspirations, their cultures and life styles, in the range of representations on offer within the various media, and be able to contribute to developing and extending these representations. Media are thus linked to the forming of identities, particularly of a collective kind, and may also be

seen as interacting with social movements of various types. These often develop their own media as an alternative to the mainstream media. Thus, the interaction between expressions of various identities and positions in media of different kinds, ideally is part of the process of creating a democratic public.

An important function identified here, and which can be found in most of the literature on the role of media in relation to democratic processes, is that of information and presentation of alternative viewpoints. The media should inform citizens on matters of public policy by presenting and debating alternatives. This has to do with the concept of rights citizens enjoy as members of a society. The media are to contribute to empowering their readers, listeners and viewers by making them aware of their civil and political rights, and of why and how these rights should be exercised. This again is linked to a fundamental perception of the relationship between democratic processes and egalitarianism, which is one of the areas where the liberal market agenda with its concept of a strict division between state and society parts ways with a more social and rights-oriented interpretation. In a democracy audiences are to be treated as both consumers and citizens; they constitute a public.

3.2 IPDC in relation to theoretical approaches to development

Support to media as a key tool in democratization processes in developing countries has become increasingly common the last years. Modern media and development theories often stress the importance of using communication formats known and practiced by people and building on local communication systems and ways on passing on knowledge. Participatory communication is a value-based concept where people's values and indigenous wisdom are given weight. A major challenge here is to design projects that enable messages

5) See Murdock, Graham (1992): "Citizens, consumers and public culture" in Skovmand, Michael & Schroder, Kim Christian (eds) (1992): *Media Cultures. Reappraising Transitional Media*. London (Routledge)

to reach people not usually accessed by this kind of information, and also compete with the ever widening commercial presence in the media sector.

Many of IPDC's goals may be classed under what we here have called "alternative development approaches". The priorities established at the 20th session of the IPDC Council in March 2000 are:

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

Further, the ad hoc working group's preliminary proposals of June 7, 2001 state that a few, clearly defined priorities should be applied when selecting applications for project funding. Highest priority should be given to projects that:

- clearly promote freedom of expression and media pluralism
- concern themselves with development of community media
- concentrate on human resource development (training, capacity building)

These priorities fit quite snugly into the alternative development approach, and is illustrated not least by the emphasis on community media, local customs and active popular participation. One of the IPDC's strategies is precisely to encourage recipient organizations to take the initiative to projects themselves.

One of the continuing tenets at IPDC has been to ameliorate the information gap. This also tallies with the credo of alternative development: "Equity in distribution of information". This notwithstanding, some of the program's actual policy of distribution is redolent of "modernization theory". This is especially true when it comes to the substantial

downsizing of budgets of which we have given examples and which often seems to result in a loss of control of the people involved over their own ideas. When a project only receives part of its estimated budget, the original idea evaporates. Our review of the terminated projects indicates that severe cuts seem to impact negatively on human resource development, training, and capacity building. Human resource development is of great importance when it comes to encouraging active grassroots participation, a central benchmark of the alternative development approach. When the budgets become too emaciated, the potential for local communities to tailor development projects to their own objectives decreases and the likelihood of a top-down organization increases. Thus, whereas most of IPDC's evaluation objectives comply with the alternative development thesis, there seems to be a tendency for modernization theories to leak into the funding process.

At IPDC an instrumental view of the media still is quite pronounced. The slogan "media shall lead to development" still shines through in talks, reports and public statements. Development theories often forget to make room for political concerns. When people establish a community radio it is not only a developmental act, it is also a political act. And being so can lead to sensitive situations vis-a-vis the ruling powers of the country. Mr. Gunnar Garbo, the first chairman of IPDC, explained the lack of willingness among some Northern governments to contribute resources to bodies where a majority of Southern nations might decide on the use of the money. Reluctance was especially strong in the politically controversial fields of information and communication. Mr. Garbo added that IPDC was asked not to engage with normative and ideological questions, but to focus on technology.

Earlier, the IPDC mostly supported public services and national news agencies. Lately it has started to support community radio projects, for instance, which have turned out to be very successful in many cases. One of the main points of community-based media

activities is that of empowerment. Alternative communication systems may have enormous potential to liberate the public from the controlled flow of information, experience and thought. There is an inherent paradox when it comes to supporting independent media. It is difficult to support the free media without recognizing that independent media may also be businesses. Thus there is a potential for conflict between supporting projects that are based in communities, giving voices to voiceless groups, and the potential for successful projects to develop into successful businesses with potent voices. Mr. Torben Krogh informed us that guidelines for support to private media were adopted in the mid-1990s to ensure that IPDC support would not lead to unfair intervention in the media market place. It is more important than ever for IPDC to continue this discussion.

3.3 Conclusions:

IPDC emerged from the debates stirred up by theories of alternative development and the drive for communication for development, as well as the analyses undertaken for the programme for a New World Communication and Information Order. IPDC has faced problems throughout its existence – partly due to insufficient funding, but also to what appears to have been bureaucratic administrative procedures, i.e., a top-down model of communication.

While the communication for development paradigm has its strength in its orientation

towards utilizing communication for practical, concrete and grassroots development projects, it also has a problem in relation to the realization of the democratic and critical role of media. Far too often communication for development projects have been geared towards providing information in areas such as health, agriculture and sanitation, which is important enough, but have failed to serve as a voice for the grievances of local communities. It is a paradox that communication for development for quite some time was the preferred media strategy of authoritarian one-party states.

Pa There seems also to have been a certain privileging of official media initiatives above community-based and independent projects, especially in the early years. This may be a reflection of the political situation prior to the 1990s. Whatever the reasons, the priorities of the programme have changed since then. But the problem remains concerning the role of independent media in relation to IPDC/UNESCO priorities. In this context it may be relevant to point to the debates surrounding the two Windhoek declarations of 1991 and 2001, and the unsuccessful attempts to duplicate the process in the Middle East. UNESCO/IPDC is an intergovernmental organization and must obviously take this circumstance into consideration in its programs and projects. But when supporting independent media it may create difficulties in relation to governmental priorities, not least because many independent media initiatives also are private businesses.

4 IPDC Projects

4.1 Geographical distribution

Reception in per cent of total funds allocated

	1982–89	2001 ⁶
Africa	30	44
Lat. America/Caribbean	24	16
Asia and the Pacific	22	20
Arab States	15	10
Europe	0	7
Interregional Projects	9	2

It must be noted that the numbers for 2001 are the projects approved by the IPDC Council's 20th session in 2000,⁷ and they have not yet been financed as they appear above. However, the figures presumably give an indication of the relative distribution of funds. It is interesting to note that in contrast to the program's first years, Europe has emerged as a recipient of IPDC funds with projects in countries such as Albania, Bulgaria and Romania.

Africa's special role.

Africa received a much larger part of total funds in 2001 than in IPDC's first period. The funding to Africa is even higher if we include Mauritania, which is categorized in the IPDC listings as an Arab state, but which is also a country on the African continent.⁸ The "Priority Africa" programme has been a major concern of UNESCO for more than a decade. The increased attention given to Africa is also mirrored in the special attention given to the continent in the United Nations millennium declaration. The declaration places particular emphasis on the continent's emerging democracies, peace-keeping operations, challenges of poverty eradication and sustainable development and the HIV/Aids pandemic. Whereas the African region has

strengthened its position when it comes to its proportion of the total budget, the Latin America /Caribbean part has substantially decreased.

In a world where media and communication organizations increasingly operate on a global level rather than within nation-states, it might be surprising to see that the proportion of interregional projects has been decreasing since the 1980s. The only interregional project approved in 2001 is Journet; a global training project, involving universities and professional training centers around the world.

4.2 Areas of concern

The wide range of projects indicates how difficult it is to give specific guidelines for projects under IPDC rules. According to the preliminary proposals of June 2001 issued by the IPDC working group, highest priority should be given to projects that, in addition to clearly promoting freedom of expression and media pluralism, address the development of community media and/or concentrate on human resource development through training or capacity building.

6) Projects approved by the 20th session, not yet financed

7) A complete listing of the projects is attached in appendices.

8) Another African country classified as an Arab state is Sudan, but no projects for Sudan were approved for 2001.

Among the approved 2001 projects there are four community/municipal radio projects (Cameroon, Mali, Indonesia, Ecuador), a mobile rural radio production and broadcasting unit (Mauritania), a community telecenter (Uganda), a community media production center (Bhutan) and a community project on participation in national radio (Cambodia).

When we regard the projects approved over the years there seems to have been a disproportionate emphasis on news agencies. Officials at the Paris IPDC Secretariat said that they were not too happy with the focus on news agencies, and that it did not conform with the priorities of the Council. This again might indicate that the agenda of the Council is more political than technological.

There is a broad range of projects dedicated to human resource development through training or capacity building. Human capacity building is taken place in relation to the following instances: the Ethiopian mass media training institute; Liberian media personnel; Malawi's News Agency; Internet installation training in Niger; women's net training in South Africa; training courses for Togolese journalists; cyber journalism for Women broadcast journalists in Asia; distance education training via internet in Kazakhstan; of human resource development for the media; training activities for Nepal TV; electronic media training facility on Papua New Guinea; training and learning programme for journalists in Uzbekistan; continuing education programme for journalists in Panama; news training and training in defence of media freedom in the Arab world; developing training capacity of the Arab women's media centre in Jordan; promotion of professional journalistic standards in Bulgaria; and the global training project organized by Journet mentioned above.

4.2.1 New information and communication technologies

IPDC was, as we have seen, established partly in response to the increasing international communication gap, with the purpose of contributing to the eradication of differences between the "haves" and the "have nots" in the

area of media and communication. At the beginning of a new millennium information and communication technologies represent a major challenge to everybody concerned with questions linked to media and democratic development. New technologies may offer easier exchange of and access to information, and they may contribute to the development of open and democratic societies. On the other hand this process is linked to the process called globalization, which is not an even development. It may be considered as largely an affair of the communication-saturated North, in which the developing societies of the South play little or no active part. Communication systems play a central role in globalization and marginalization. In principle, new communication technologies open up for world-wide integration, but this is also a development fraught with contradictions, and requires a recognition of the fact that the said gap exists not only between the North and the South, but between and within the wealthy societies of the North too.

Communications media are growing with each wave of innovation. It took 40 years for radio in the United States to gain an audience of 50 million. The same number was using personal computers only 15 years after the personal computer was introduced. And only four years after it was made available, 50 million Americans were regularly using the Internet. This has implications for the investigation of the global and the local in relation to the regional and the local. Take the case of technical infrastructures: Low-income countries with some 55 per cent of the world's population have less than 5 per cent of the world share of telephone lines. In many low-income countries there is less than one telephone line per 100 inhabitants. In contrast, high-income countries have on average 50 telephone lines per 100 inhabitants. There are more telephone lines in Tokyo with 23 million inhabitants than in all of Africa with 580 million. Structural conditions such as these indicate that visions of a unified digital world information system linking the South to the North on an equal basis is more of an ideological daydream than a possible reality.

In 1996, 64 per cent of the Internet's host computers were in the United States and less than 6 per cent in Eastern Europe, Asia, Africa, the Middle East, and Latin America. One 1996 study showed that 73.4 per cent of Web users were in the United States and less than 4 per cent in the Third World. The map of the world is being redrawn by computers. On that map, North America and Europe are hot zones with high per capita computer ownership, while the developing nations tend to be cold.

At the same time it is important to remember that for some projects in some areas "old" communication projects may still be more fruitful than "new". New technology easily attracts a type of "glamour value", which means that it is important not to uncritically jump from support to media in processes of development and democratization to expensive hardware and technology just for the sake of supporting the new. In the euphoria created by new technologies the value of projects within the "old" media must not be underestimated. Projects connected to radio have shown excellent results, to mention one instance. A thorough analysis of the context and situation seems even more important when it comes to constructing communication projects involving new technologies.

New information and communication technologies is cited as one of IPDC's priorities in the coming years. Of the 244 projects approved for financing under the Special Account 1996–2000 nineteen projects concentrate on new information and communication technologies:

- Computerization of the documentation service of the Cameroon Radio and television,
- Computerization of the news room of the national radio on Cape Verde,
- Computerization of the Radio Malawi news room,
- Computerization of the national news agency in Mozambique,
- Support for computer and web page development in Namibia,
- Support for Computer training in Namibia,
- Multi-media centre in Namibia,
- Modernization of computer system and introduction of internet technology for PANA,
- Training and research in information superhighways and multimedia, an African regional project,
- Training for African Radio and TV personnel with a view to digital technology,
- Introductory seminar on the drafting laws governing electronic media in the African region,
- News computerization project in Papua New Guinea,
- News computerization project on Solomon Islands,
- News computerization project on Tonga,
- News computerization project on Vanuatu,
- Establishment of a computer networking mechanism for women media practitioners,
- Computerized network of documentation centers on communication in Latin America,
- Installation of a computerized photo archiving system,
- Computerization of the news room of the Higher Institute of Information in Morocco.

Quite a few other projects include new media or new technologies such as media training courses or development of journalist training as a facet of their plans.

Of the 46 projects approved at the 21st session (March 2001) for financing under the Special Account (pending allocations) eight projects come under the category new information and communication technology. They are:

- Internet connection equipment installation training in Niger,
- Women's net training in South Africa,
- Cyber journalism for women broadcast journalists in Asia,

- Distance education training via internet technologies in Kazakhstan,
- Using online information sources to improve news and programs in Laos,
- Electronic media training facility on Papua New Guinea,
- Application of modern technologies for a free flow of information,
- Eastern Caribbean Internet newspaper.

In addition, quite a few others have mastering and dissemination of new information and communication technologies or the introduction of new technologies as short- or long-term objectives, also funded under the Special Account and approved at the 21st session of the Council (March 2001).

This is the case for 10 of the 24 approved African projects (i.e., projects 3, 5, 12, 17, 19, 26, 37, 38, 46, 47). In other words, a total of 18 of the 24 approved African projects include an introduction to modern information and communication technologies in one way or another in their project descriptions.

Questions of expertise, instruction and maintenance of material after the end of funding are even more central when it comes to the new technologies than to the "old". Such matters have to be seriously considered during the financing phase. What will happen to several of the evaluated projects after funding has come to an end is an open question. Equipment provided needs systems of maintenance.

4.2.2 IPDC projects in a world of political and commercial pressures

Until recently the IPDC preferred to support public service media. but has lately opened up for support to private media as well. There is a need for a more inclusive view of development media as independent media also often function as businesses. We know from the field that many small, independent media feel commercial and political pressures. In many countries electronic media have a predominantly commercial status and sponsorship and commercial incomes are important. If commercial interests are allowed to dictate

programme content and selection, it will probably lower the quality of the media. In many developing countries there are no rules limiting the amount of commercials on television. One hour of broadcasting might have 25–30 minutes of commercials interspersed between and within programs.

We should be aware of the political and media-related situation in countries hosting IPDC projects. The media in many developing countries exists in a climate of censorship and government control on the one side and heavy commercial pressure on the other. In the absence of a clear media policy, which often is the case, the powers of both sides increase. There is not much room for a media attuned to ethics or issues related to development, democracy and human rights. The work of IPDC may play an important role in this context, but this is dependent upon several things: proper funding; a solid discussion of policy alternatives within the organization; and an environment within the countries themselves conducive to the development of democratic media projects.

4.2.3 Gender focus

The exclusion of women, and especially poor women, is a major problem in many Third World countries. Even in states where national politicians have made efforts to increase women's participation in nation building and development, women have far too often been regarded as belonging to the domestic sphere rather than as economically important players. Also in the area of communication women's agency and initiative must be fully utilized. It is vital to support projects that challenge existing gender precepts, and are unequivocal as to women's equality. In a desk study it is impossible to analyze in depth the impact of IPDC-funded projects on women's conditions and development. It seems, however, from the description of the projects, that the radio and training projects have a great potential to help drive a wedge between the traditional stereotypes of women as passive objects or victims, and present an image of women in control of their lives.

Not least when it comes to development and communication projects with a particular emphasis on women, the inclusion of old and modern technologies as encouraged by the alternative development approach is to be applauded. Many experts have undervalued women's role in production and as communicators, but women are often closest to family and tradition. They are often central in the creation and upholding of traditions and rituals and are perfectly placed to act as a bridge between the old and the new, combining valuable traditions with modern knowledge and communications technology. The wish of many states to keep women in the traditional sectors has been seriously challenged by highly successful rural radio projects for women which question the unequal power relations within society, and provide women with a powerful tool: information and communication. Indeed, the general impression given by people we talked to at UNESCO headquarters was that projects focusing on women had a high level of accomplishment and success.

The gender perspective is not mentioned as one of IPDC's key project selection criteria. Nevertheless, among the approved projects, as many as seven highlighted a gender perspective. These include two community radio projects for the rural women of Meyomessala and South Cameroon respectively; one concerning equipment for the newsletter *Tribune de la Femme* in the democratic republic of Congo. There is provision for Internet training for women in South Africa. In Asia two projects focus particularly on women; the AIBD project on cyber journalism for women broadcast journalists and the East Lombok Ketangga women community radio project in Indonesia. Finally, the development of the training capacity at the Arab women's media centre in Jordan was approved.

Studies show that women on the grassroots level often have very little access to essential information about democracy and development, either as participants or consumers. Gender-sensitization should be a priority, and the

selection of projects approved by IPDC shows that the programme is aware of this. It could, however, have been included as a criterion in its own right.

4.3 Conclusions

Our evaluation of the 244 projects approved for financing under IPDC's Special Account in the years 1996–2000, revealed 15 regional projects and 62 national projects in Africa; 18 regional projects and 53 national projects in Asia and the Pacific; 19 regional projects and 31 national projects in Latin America and the Caribbean; 4 regional and 22 national projects in the Arab states; 2 regional and 10 national projects in Europe as well as 8 interregional projects.

In March 2001 funding was approved for another 46 projects under the Special Account (pending allocations). One of these was the interregional project *Journet*: a global training project. It seems to be fruitful to support projects that are not confined to a single state, especially since regional media training is necessary in a more regionalized and globalized media world. We believe that IPDC could draw further on the expertise and knowledge of its regional advisers. It should also coordinate support to different projects within a region to a greater degree than is done today.

The Council's selection process is based on the following objectives: improvement of media pluralism and promotion of press freedom; development of training activities; creation and strengthening of community media; dissemination of new information and communication technologies.

We would like to repeat that geographical factors seem to play an equal, if not more important role, in the selection process. We believe that it is more significant for the success of IPDC and its projects, that they are assessed on the basis of professional merit and development potential, than on the geographical region in which they originate.

Many of the projects receive such a small proportion of the funding they apply for, that any possibility of fulfilling their original aims is effectively extinguished. Projects whose funding is cut, should be asked to forward new and revised project descriptions. There is reason to question the sustainability of projects that receive only a small portion of their original budget. The aims put forward when a project is being considered for funding, are often not the same when it is being evaluated.

There seems to be a tendency for projects to put forward unrealistic requests for funding, hoping that they will at least receive a part of what they ask for. IPDC does not seem to establish whether projects receive funding from other sources, or to consider the projects and their funding in coherently.

A certain “glamour” often rubs off on new technology, and it is important not to uncritically

redirect support from media in processes of development and democratization to expensive hardware and technology just for the sake of supporting new-fangled devices. In relation to media development it is important to emphasize that old media – radio, the print media – still may be regarded as the most important seen from a development perspective. New technology may serve to improve the capacities of projects, but technology is a tool and not an end in itself. This is particularly important to bear in mind when considering community media for funding, where strong local commitment and organizational capacity are essential prerequisites for success, and where it quite often seems as if the inclusion of new technology is regarded as a *sine qua non*.

All in all, it is our impression the selection and evaluation processes at IPDC can be improved, professionalised and made more consistent.

5 Evaluations

5.1 Independent project evaluations

After 1993, the IPDC introduced a system for evaluating all ongoing and recently terminated projects. The evaluations are executed by independent consultants and at a point of time unknown both to the people running the projects and the IPDC regional advisors. In the opinion of the evaluators a great number of projects have succeeded. However, a number of problems frequently occur:

- Damaging effects of the insufficient and/or total lack of administrative or technical competence;
- Carelessness in administrative and financial management;
- Inability or reluctance to provide a detailed statement of accounts and all the documentation required for an objective assessment of the use made of the investments approved by the Council;
- Some of the evaluations took place too long after the actual implementation of the project;
- Some of the evaluations indicate a certain lack of information made available to Council Members to allow them to make their decisions.

The evaluations show that some projects are highly ambitious, some too high with unrealistic aims and implementation plans. The evaluations often comment that projects do not always match the terrain (i.e. the Pacific Press Development Project DC/13/RAS/01-[352/RAS/32]). The Azerbaijan Journalism Training and Development Project (PDC/16AZN/01) was another that failed to meet its target.

Quite a few of the evaluated projects have serious problems with documentation and record keeping. Sometimes this is due to the fact that the documentation needed could not be located at the time of the actual evaluations as was the case for the Azerbaijan Journalism Training and Development Project (PDC/

16AZN/01, the Pacific Press Development Project (PDC/13 RAS/ 01 352/RAS/32) and the Media Education in ASEAN (PDC/11 RAS/02).

Several of the projects seem to have been in need of closer IPDC supervision and involvement in order to overcome the often inadequate contact between recipient agency, implementing agencies and IPDC. The lack of a clear division of responsibilities between IPDC and different agencies, seems to be a major problem in several of the projects evaluated. The evaluations confirm that careful preparatory work increases the projects' chance of success.

IPDC is facing great challenges when it comes to communication also within its own organization; several evaluations point to a lack of coordination between the recipients and equipment contributors and the Regional Communication Advisers.

In one case (Media Education in ASEAN PDC/11 RAS/02) the evaluation states that it was impossible to provide detailed data as the project was evaluated more than five years after its termination. AMIC had moved from its old building and the evaluator states that no further files were available.

There seems to be a need for more detailed rules for data collection and record keeping if the individual project evaluation is to be of any use. Such evaluations should also take place within a reasonable period after the end of a project period.

5.2 Evaluation of the evaluations

We believe that the results from the evaluations should be used as guidelines for new projects to a much larger degree than is the case today. Some of the evaluations were relatively superficial and one-dimensional, thus lacking the potential to help the selection of new IPDC

projects. They should be more transparent when it comes to questions linked to how a project fits into a country's or region's general development plans.

It might be useful to undertake, more thorough evaluations, at least on some of the supported projects, relating the project to central trends, discussions, problems and relevant communicational and geographical challenges. How the actual project relates to the interplay of local and global media structures and to state-controlled and privately-owned media is of special interest.

Other things we also find necessary to underline in an independent evaluation are whether the assessed project is a high quality innovative project. The evaluation should thus include a detailed outline of the results of the project and a detailed discussion of whether it covered the basic media and communication priorities and the degree to which it fitted in with a specific political, social, cultural, national and regional development context.

5.3 Internal evaluations at UNESCO

UNESCO is undergoing far-reaching structural changes. New evaluation procedures have been set out in this connection. At UNESCO headquarters we met Mr. Jackson Sibanda, new chief of evaluation at UNESCO's internal evaluation section. He explained that the internal evaluations now were given more attention. Mr. Sibanda emphasized the value of good internal evaluations as a quality assurance. His view was that the earlier evaluations had not been sufficiently analytical, nor had they to a

sufficient degree addressed the critical questions. During the first three months of 2002, Mr. Sibanda had sent 5 internal evaluations back to the evaluators because of severe inadequacies. This had never been done before. He told us that standards of accountability had not been up to what he expected when he took over as head of the IOS. He asked questions such as

- How could results of the evaluations be implemented in new or forthcoming programs?
- How could UNESCO learn more from its own experiences?

We find the emphasis placed by new IOS head on the value and use of self-evaluations praiseworthy.

5.4 Conclusions

Many of evaluations show that IPDC has supported very good and important projects implemented by serious and dedicated organizations in important areas.

Furthermore, the evaluations carried out by IPDC of funded projects are generally a professional caliber, and give a reasonably good impression of the results achieved. However, in some cases the evaluations bear a mark of superficiality which may indicate that the evaluation criteria have yet to be sufficiently clearly established. We recommend that the IPDC make better use of the evaluations. IPDC should ideally draw more explicitly on its considerable experience in the field.

6 UNESCO – the communication and information sector ⁹

6.1 The restructuring process

UNESCO is in the middle of a large-scale restructuring process. Our impression is that this is very positive for the organization. There seems to exist a dedication to the aims of the organization and its sectors. The often relatively hermetic boundaries that have existed between sectors and divisions are in the process of being dismantled. There is a desire to work in a more interdisciplinary and cross-sectoral manner. We believe that this is absolutely necessary in communications area of where not only technologies, but also methodologies and development perspectives converge. According to some of our informants the senior officers (the DGs and ADGs) support the structural changes at UNESCO, whereas middle management appears to be less convinced.

6.2 Cross-sectional co-operation

What is being done within UNESCO to implement new, broad interdisciplinary perspectives in media and communication projects? We put this question to the informants we met at UNESCO in Paris. The responses created an impression of a lack of collaboration between the different relevant sections. It is hard to see the need for so many separate divisions within this section. We find it for instance hard to understand why “Freedom of Expression” and “Development Communication” need to be organized as two different divisions. Put bluntly, it seems to reflect a perspective in which communication development applies solely to areas of the world where freedom of expression is not seen as an essential value, and that to use media for more limited developmental purposes may be sufficient.

The presence of a joint mechanism for organizing inter-sectional communication would

be useful. Today, there are no formal connections between the two divisions – the IPDC and the Information Society Division and its associated “Information for All Programme”.

Mr. Pierre Sané, ADG of the social science section at UNESCO, told us that he very much approved cross-sectional cooperation. He explained that a new human rights strategy had defined the role of UNESCO in relation to human rights work. There are, however, no joint HR communication programs although according to Mr. Abdul Waheed Khan,¹⁰ “we are the only section in UNESCO that is truly intersectional because of our nature.”

Be that as it may, we believe it might be useful for IPDC to try out new forms of co-operation, for instance by entering into partnerships with other UN organizations, NGO networks, media, research, and educational institutions. It seems as if the programme at present, like other UNESCO divisions, operates a bit like an isolated unit.

6.2.1 UNESCO’s Information for All Programme

A new programme was created in the beginning of 2001: “Information for All”. Its aims are:

- Harmonization of member states’ policies in the area of access to information in the public domain.
- Facilitation of access to the tools of multilingualism and cultural diversity in cyberspace.
- Studies of ethical, juridical and societal aspects relative to cyberspace, training of instructors in the field of information technology, development of infrastructure.
- Application of information technology to the areas of UNESCO’s mandate; education, science and culture with a

9) See page 20 for Organisation chart of CI Sector.

10) Assistant Director-General Communication and Information

particular emphasis on intersectional projects.

UNESCO's Information for All Programme provides a platform for international policy discussions and guidelines for action on:

- preservation of information and universal access to it;
- participation of all in the emerging global information society;
- ethical, legal and societal consequences of ICT developments.

The Information for All Programme provides a framework for international co-operation and international and regional partnerships. It supports the development of common strategies, methods and tools for building a just and free information society and for narrowing the gap between the information rich and the information poor. The programme shares several of IPDC's objectives, so collaboration between the two should be possible. On the other hand, we find it important to emphasize that whereas the IPDC covers all forms of information and communication, "Information for All" focuses exclusively on new technologies. The new media technologies represent extraordinary opportunities for social development, but one needs to beware glorifying technologies and buzzwords like "convergence" seen in certain quarters. New technology should never change the fact that it is the diversity of communication that is its central point. In many parts of the world the "old" communication technologies, like radio, still have a much greater potential to reach people, to serve as a voice for the voiceless and to promote democracy and development.

We should not forget either that "old" media have never disappeared with the arrival of new ones. The death of the newspaper was predicted on the arrival of the radio, the death of the radio on the arrival of the television, the death of the cinema on the arrival of video etc. But the old media have survived and the new have developed their own markets. We believe it is important that IPDC support new media

projects, and, as we saw above, there have been quite a lot of them the last years. But we are also convinced that it would be a great mistake to focus exclusively on them. IPDC's potential lies in its capacity to reach out to a variety of different media, a vital function in narrowing the information gap nationally and internationally.

6.2.2 UNESCO's work with public broadcasting

UNESCO's work in the area of public broadcasting comprises two main perspectives:

1. The fostering of the educational and cultural dimensions of the media and the concept of public service broadcasting.
2. The development of endogenous capacities that allow disadvantaged communities to express and define themselves.

Central to the issue of public service broadcasting is the production of endogenous audio-visual programs. This view reflects the idea discussed above that local communities should be independent to tailor development projects that reflect their own objectives.

Crea TV

The UNESCO programme for creative television operates in partnership with International Public Television (INPUT) and is aimed at improving local content of audio-visual media in developing countries. The programme is based on the importance for the developing world of the need for funding mechanisms that support local production, creating opportunities for artistic creation, cultural and linguistic diversity, as well as freedom of expression. The programme therefore encourages creative endogenous television productions in developing countries, promotes the expression of cultural diversity through audio-visual media, encourages producers from developing countries to work at the international level and provides regionally based advanced training for television producers from disadvantaged areas.

Screens without frontiers

UNESCO is initiator of the project "Screens without frontiers", which proposes a world-wide

database of educational and cultural television programs available free of charge or on favorable conditions to public service television stations in developing countries (www.UNESCO.org/screens). The program's main objective is to offer quality programs to public service channels in developing and transitional countries. Another important objective is to get developing countries to realize that do not have to remain simple consumers of media products made by others, but can become producers and distributors of information. The programme aims further at supporting public service institutions as they are considered to be key to a country's cultural and educational development, besides safeguarding a memory of cultural productions. The programme wants to incite an international awareness of the importance of assistance for countries with no resources to meet their audio-visual needs. Screens Without Frontiers offers a world-wide database of audio-visual programs (fictions, documentaries, magazines) for use by public television channels in developing countries. The listed programs are put at the disposal of TV channels free of charge. This database contains the complete description of available TV programs. For each product details of regions of origin and conditions for broadcasting are specified.

6.3 Conclusions

The new management of the CI sector left us with a very good impression, and seemed to have a clear grasp of the challenges facing the sector.

The activities in the different divisions, however, seems to overlap, and it was not clear which programs belonged to which division. There was also an apparent lack of co-ordination between the various divisions. Almost all divisions seemed to be eager to promote programs in the area of democracy, freedom of expression, good governance, while emphasizing the role of new technology. This result could be that projects with new technology components are favored to the detriment of a more comprehensive view of the sector as a whole.

A partnership between IPDC and the UNESCO programme "Information for All" would be beneficial, but a broad media perspective must be maintained which focuses on the multiplicity of media through the projects that are channeled through IPDC. Not all funding for new technologies should be sourced to "Information for All".

It was not always clear how well-defined IPDC's role has been in relation to activities in other parts of the CI sector as those mentioned above. There seems to be a clear need for co-ordination of inter-sectional projects in the area of communication.

7 Lessons Learnt?

The relationship between media/communication and democratization/human rights is much too important not to be taken seriously. It is our impression that the time has come to implement a far-reaching restructuring and reform of this area within UNESCO, and discard the “business as usual” credo that seems to have been governing IPDC over the last few years.

The complicated, slow and often cumbersome process to obtain support crops up again and again as an issue within IPDC itself and, not least, among stakeholders requesting support. The long delays between the date of submission of projects and the date of approval are highlighted. We feel that the time now has come for a radical change in the way the programme is operated, both when it comes to priorities and structures. After having studied the reports of IPDC’s work it seems that quite a lot of time is spent on long-winded procedures whereas discussions about IPDC’s basic structure and the necessity of the organization remains untouched. Such debates should not, of course, occur at each Council Session, but since IPDC in our opinion is in the middle of an identity crisis, the need for such a discussion is urgent.

Another closely related question concern’s IPDC’s current and future objective. After a closer look at the criteria and supported projects over the last years it seems that the programme has some problems in answering the question. According to records and guidelines, the point of the Council’s selection process is to choose projects that enhance media pluralism and the promotion of press freedom. But the means to reach those aims have still not been established. Instead it seems that fairly general pronouncements of good will have sufficed. We have seen how the current selection process results in insufficient funding of many projects from many countries. We believe it to be preferable to concentrate on a limited number countries/regions. Relevant countries/region selection criteria should therefore be determined. Questions connected

to whether the main project should concentrate on development **of** communication and media, or communication **for** development is central issue here. We believe that if the objectives were more professional and clear cut, the selection process would require less time and resources. A crucial point here is that IPDC’s twenty-year-long experiences should be drawn on and developed. The evaluation documents show that quite a lot of IPDC-supported projects tend not to draw on experiences from the relevant region or mode communication involved.

Having a large amount of smaller projects is not negative *per se*. But when the programme has problems with their organization and implementation, larger support to fewer projects would probably be a better route to take. Nevertheless, the numbers of projects approved by the Council since 1996 show on the contrary further dilution. The number of approvals rose from 43 in 1996 to 57 in 2000. This is furthermore taking place when the Council’s funds have declined from 2 569 000 US \$ in 1996 to 1 802 000 US \$ in 2000. This average allocation has thus fallen from 59 744 US \$ per project in 1996 to 31 614 in 2000 US \$. This is an indication of serious problems in the selection process.

One of IPDC’s specific advantages over other media and communication support mechanisms ought to be its experience in the field. This experience should manifest itself within in the selection of new projects, act as a seedbed for new projects and help guard against repeating mistakes.

Something that is omitted from IPDC reports and evaluations is how support to the programme has worked as seed money. When a project is approved by the IPDC openings are created for additional funding from other sources. Mr. Torben Krogh emphasized that IPDC funding was highly important as seed money, and argued that if IPDC is shut down, a lot of media and communication projects would

find themselves without a catalyst. This aspect should be highlighted both in evaluations and planning procedures.

It is necessary to attach greater importance to project-costing as well as to project results in order to gain a better assessment of their efficiency.

Whereas projects have tended to integrate procurement of equipment and training, the reduced economic climate seems to have resulted in a preference for equipment projects over training. In several cases the funding was used to upgrade and renovate buildings and fittings instead of what it originally was intended for. To mention but one example, the Azerbaijan: Journalism and Training and Development project (IPDC/16 AZN/01). Here, funding was used for renovation. Training and journalistic development features were not accommodated at all. Nor was the renovation of studios and computer room envisaged as part of the original project; it emerged because it was felt that students could not be expected to be “modern” and “creative” if they had to work in dirty rooms with broken furniture.

7.1 Recommendations for reform of IPDC procedures.

An ad hoc working group headed by Mr. Torben Krogh was set up at the 20th session of the IPDC Council. The group met in Paris in December 2001 and worked out a set of seven recommendations for reforms of the IPDC procedures. The recommendations concerned the following:

- Duration of the moratorium on new projects
- Policy for funds-raising
- IPDC priorities
- IPDC project approval
- Council and Bureau Membership
- Evaluation
- Presentation of projects proposals

Mr. Torben Krogh was re-elected Chairman of the Council in April 2002. He is an energetic and

visionary professional, and we believe that he may be crucial for the implementation of the reforms he was instrumental in producing. It is essential for the future of IPDC that he receives the support he needs to implement the much-needed changes in organizational structures and strategic thinking in the programme. Implementing the reforms will certainly meet with obstacles and opposition, but it is our belief that they, in addition to the recommendations of this evaluation, are crucial for the future of the IPDC.

7.2 Our recommendations:

Communications and information are important in all matters related to democratic development. It is therefore crucial that the IPDC functions adequately. We largely concur with the recommendations of IPDC procedures as set out in the report written by Mr. Torben Krogh’s working group. We assume that these recommendations now form the basis for the reform process within the programme.

In addition we recommend the following:

- One of the most important recommendations of this evaluation is to change the selection process radically. We believe that the projects should be prepared by professional regional advisors, who, at an early stage, could turn down unworthy projects. When the projects are professionally prepared, the current media situation in the countries concerned should be taken into consideration, as should the way the project fits into this picture. A pre-selection consultative working group might be useful. It should consist of media experts who are able to profit from experiences of earlier projects, and advise on the value and feasibility of the different projects from a media and development perspective. Such a consultative agency might help to cater to project objectives related to enhanced media pluralism and promotion of press freedom.

- The final selections should be done by a smaller organ than the Council in its present form. We envisage a small group of 8 to 10 experts. It is our opinion that the intergovernmental Council as it exists today should be dismantled or at least trimmed down in size and powers.
- Already approved projects should receive funding as soon as possible.
- Once the financing is allocated, it would be beneficial to revise the project objectives. This is particularly important when there is a considerable gap between requested and allocated sums.
- 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.
- We recommend that IPDC make better use of the evaluations. IPDC should ideally draw more explicitly on its considerable experience within the field. The evaluations should also be carried out within a reasonable period after the conclusion of a project.
- In some regions IPDC is the only financial source for communication development, and it has as such an extremely important role to play.
- In light of the falling support for IPDC in the 1990s and the few new initiatives generated within the programme, we judge the management and former board

of directors of the programme to have shown insufficient ability to act proactively. Business has been carried as usual, and no really inventive initiatives have been taken in order to regain IPDC original key position. It seems that the management and board of directors have shown a remarkable degree of nonchalance in the face of what may best be described as a looming crisis.

Finally, it is clear that IPDC never became quite as central an organization originally foreseen. There are many reasons for this: lack of donor support is certainly one, but it is also necessary to take into consideration some of the organizational shortcomings that we have pointed out in this report. We will go as far as to say that if far-reaching changes are not made now, IPDC as a programme is probably nearing the end of its lifespan.

We asked at the beginning of this report whether, if we were in a position to do so, we would choose IPDC as a conduit for funding and implementation. The answer is yes for selected programs. We would support the programme, provided wide-ranging changes were introduced.

Norway should continue to support IPDC over the next two-year period. Continuous Norwegian support after 2004 must be linked to evidence of a strong willingness to reform, i.e., an effective implementation of the reform process initiated in December 2001, subsequently confirmed by the Council in April 2002, which can be shown to have improved the performance of the programme.

Appendices

List of Interviewees for the Evaluation:

Torben Krogh, former chairman of the IPDC Council and former president of UNESCO general conference. Copenhagen April 4th 2002.

Gunnar Garbo, IPDC's first Chairperson, Oslo, April 29th 2002.

Tor E. Gjerde, Advisor, UN section Norwegian Ministry of Foreign Affairs.

Tone Bratteli, Executive Assistant Director of Information, NORAD.

Mari Hareide, Secretary-General, the Norwegian UNESCO Commission March 15th 2002.

Therese M. Wagle, First Secretary (Press and Cultural Contact), The Norwegian Embassy in Paris, Permanent Delegate with UNESCO, March 18th and 19th 2002.

UNESCO, Paris, March 18th – 21st 2002:

Olve Hølaas, Section for Funds-in-trust.

Backson Sibanda, IOS, Chief of evaluation.

Marcello Scarone, Programme for freedom of Expression, Democracy and Peace.

Claude Ondobo, Director Division of Communication and the IPDC Secretariat.

Valeri Nikolski, Programme Specialist IPDC.

Stella Hughes, Programme Specialist Division of Communication Development.

Vladimir L Gai, Chief, Communication Development and Endogenous Production Section.

Rosa M. Gonzales, Programme Specialist Communication Division.

Pierre Sané, Assistant Director-General Social and Human Sciences Sector.

Abdul Waheed Khan, Assistant director-General Communication and Information.

Kwame Boafo, Chief Executive Office Communication and Information Sector.

Royal Danish Ministry of Foreign Affairs, Copenhagen April 4th 2002:

Anne Marie Tyndeskov Voetmann, Head of Section, Dept. for UN Development Assistance.

Birgitte Nygaard Markussen, Technical Adviser.

Lars Elle, Souschef Secretariat of Evaluation.

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2001 Projects

	Project N°	Project Title	Amount requested US \$	Decision	Comments
		AFRICA			
1	PDC/21 RAF/01	DTM: East-African audio-visual media training programme	200 000	Not approved	
2	PDC/21 RAF/02	AWCIN: Internet for Eastern Africa media women association	159 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
3	PDC/21 RAF/03	RAP 21: The African Press Network for the 21st Century	43 000	Approved	For eventual FiT financing
4	PDC/21 BEN/01	BENIN: Strengthening of training of communication resources at Basil Kossou International Centre for Culture, Peace and Development	83 000	Not approved	
5	PDC/21 BEN/02	BENIN: Strengthening the communication system of "Agence Benin Presse" (ABP)	66 000	Approved	For eventual FiT financing
6	PDC/21 BOT/01	BOTSWANA: Strengthening the capacity of Department of Information and Broadcasting	77 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
7	PDC/21 BKF/01	BURKINA FASO: Setting up of a digital studio at the RNB	151 000	Not approved	Project description not sufficient
8	PDC/21 BDI/01	BURUNDI: Computerisation and connection to the Internet of Press Publications of Burundi (PPB) and of the newspaper, <i>Le Renouveau</i>	73 000	Not approved	
9	PDC/21 CMR/01	CAMEROON: Strengthening the capacity of the Cameroon Media Observatory (OMC)	60 000	Approved	For eventual FiT or RP financing
10	PDC/21 CMR/02	CAMEROON: Community Radio for the Rural Women of Meyomessala	46 000	Approved	The projects to be merged
11	PDC/21 CMR/03	CAMEROON: Community radio for women of South Cameroon	45 000	Approved	
12	PDC/21 CVI/01	CAPE VERDE: Installation of an internal communication network at the Infopress news agency	99 000	Approved	To be financed from Special account and under FiT
13	PDC/21 CVI/02	CAPE VERDE: Strengthening the magazine: <i>Direito e Cidadania</i> (Law & Citizenship)	33 000	Not approved	

	Project N°	Project Title	Amount requested US \$	Decision	Comments
14	PDC/21 CAF/01	CENTRAL AFRICAN REPUBLIC: Strengthening the capacity of the national daily " Forum de l'UnitÉ "	124 000	Not approved	
15	PDC/21 COI/01	COMORES: Support for the development of the " Al Watwan " newspaper	10 000	Not approved	Participation Programme
16	PDC/21 ZAI/01	D. R. OF CONGO: Supporting the community radio, <i>RÉveil FM</i>	96 000	Not approved	
17	PDC/21 ZAI/02	D. R. OF CONGO: DTP Equipment for the newsletter <i>Tribune de la Femme</i>	7 000	Approved	
18	PDC/21 ETH/01	ETHIOPIA: Human capacity building of the Ethiopian mass media training institute	190 000	Approved	Budget to be considerably reduced
19	PDC/21 GAM/01	THE GAMBIA: Archiving for GRTS Radio	69 000	Approved	Approved as a pilot project
20	PDC/21 GAM/02	THE GAMBIA: Community radio system for rural women	66 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
21	PDC/21 GHA/01	GHANA: Training for community radio	129 000	Decision postponed	First phase of the project to be evaluated
22	PDC/21 GHA/02	GHANA: Strengthening "Radio Univers"	94 000	Approved	Training and Internet components only
23	PDC/21 GBS/01	GUINEA BISSAU: Rehabilitation of infrastructure at the national broadcasting company (RDN)	66 000	Not approved	
24	PDC/21 KEN/01	KENYA: Development of free press institutions	87 000	Approved	
25	PDC/21 LIR/01	LIBERIA: Enhancing training media personnel	49 000	Approved	
26	PDC/21 MLW/01	MALAWI: Training of Malawi's News Agency	104 000	Approved	
27	PDC/21 MLW/02	MALAWI: Printing press for Malawi Polytechnic's Journalism Department	166 000	Approved	Approved as a pilot project
28	PDC/21 MLI/01	MALI: Community radio in the service of local development	57 000	Approved	
29	PDC/21 MOZ/01	MOZAMBIQUE: Upgrading of School of Journalism	188 000	Decision postponed	Decision postponed Project document to be revised and resubmitted to the Bureau meeting in December 2001
30	PDC/21 NIG/01	NIGER: Internet connection equipment installation training	24 000	Approved	To be implemented in the framework of RIARC project (FiT-France)

	Project N°	Project Title	Amount requested US \$	Decision	Comments
31	PDC/21 NIG/02	NIGER: Preparation of a national communication policy for Niger	19 000	Not approved	
32	PDC/21 NIG/03	NIGER: Support for the training institute in information & communication techniques	80 000	Decision Postponed	Budget to be revised with more details
33	PDC/21 NIR	NIGERIA: Capacity building for practising journalists in health and environment	76 000	Not approved	
34	PDC/21 NIR/02	NIGERIA: Upgrading photo unit of the News Agency of Nigeria (NAN)	92 000	Not approved	
35	PDC/21 STP/01	SAO TOME AND PRINCIPE : Strengthening women's access to information through the media	71 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
36	PDC/21 SEN/01	SENEGAL: FM " Sans Voix " the radio of vulnerable groups	42 000	Approved	
37	PDC/21 SEN/02	SENEGAL: "Le Temoin", ECOWAS new area of citizenship ECOWAS	66 000	Approved	Computers and training for about US\$ 28 000
38	PDC/21 SEY/01	SEYCHELLES: Replacement of radio recording and editing equipment	55 000	Approved	No more than 50% of the budget to be provided
39	PDC/21 SAF/01	SOUTH AFRICA: Nationwide training in local elections coverage for community radio stations	110 000	Not approved	
40	PDC/21 SAF/02	SOUTH AFRICA: Women's net training	246 000	Approved	Budget to be considerably reduced
41	PDC/21 SWA/01	SWAZILAND: Development of media resource centre for the national association of journalists	69 000	Approved	
42	PDC/21 SWA/02	SWAZILAND: Swaziland News Agency	160 000	Approved	Seed funds only
43	PDC/21 URT/01	TANZANIA: Strengthening of Radio Tanzania transmission facilities	286 000	Not approved	
44	PDC/21 URT/02	TANZANIA: Specialised journalism training for university graduates	157 000	Not approved	
45	PDC/21 TOG/01	TOGO: Promotion of the press by and for women	55 000	Not approved	
46	PDC/21 TOG/02	TOGO: Project in support of training courses for Togolese journalists at the Journalism Centre of Lomé	72 000	Approved	Budget to be considerably reduced

	Project N°	Project Title	Amount requested US \$	Decision	Comments
47	PDC/21 UGA/01	UGANDA: Reinforcement of the Nakaseke multipurpose community telecentre	91 000	Approved	For eventual FiT financing
48	PDC/21 ZAM/01	ZAMBIA: Expansion of Radio Phoenix transmission	160 000	Not approved	
49	PDC/21 ZAM/02	ZAMBIA: Computerisation of the Zambian printing press Co. Ltd.	115 000	Decision Postponed	Expert mission to be undertaken
50	PDC/21 ZIM/01	ZIMBABWE: Strengthening of the capacity of the Southern African Printing House	48 000	Not approved	
		ASIA AND THE PACIFIC			
51	PDC/21 RAS/01	AIBD: Cyber journalism for Women broadcast journalists	85 000	Approved	Budget to be considerably reduced
52	PDC/21 RAS/02	PFA: Strengthening and revitalising DEPTHnews feature service	66 000	Not approved	
53	PDC/21 RAS/03	SPC : Empowering women in communication "Distance Education through Radio"	51 000	Not approved	
54	PDC/21 RAS/04	AMIC: Radio and the Internet in Asia 55 000	55 000	Not approved	Similar kind of activities will be undertaken under RP
55	PDC/21 RAS/05	SEAPA: Monitoring and evaluating press freedom in Southeast Asia	66 000	Approved	
56	PDC/21 RAS/06	PANOS: Training in new technologies for South Asian media	50 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
57	PDC/21 AZN/01	AZERBAIJAN: Improvement of media pluralism and promotion of press freedom	36 000	Approved	
58	PDC/21 BHU/01	BHUTAN: Establishment of community media production centres	104 000	Approved	Budget to be considerably reduced
59	PDC/21 CAM/01	CAMBODIA: Increasing community participation in national radio FM96	44 000	Approved	
60	PDC/21 IND/01	INDIA: The Press Institute of India (PII) community feature network	91 000	Not approved	
61	PDC/21 INS/01	INDONESIA: Public participation in the formulation of a new law on telecommunications and broadcasting	78 000	Not approved	

	Project N°	Project Title	Amount requested US \$	Decision	Comments
62	PDC/21 INS/02	INDONESIA: East Lombok Ketangga women community radio	30 000	Approved	
63	PDC/21 IRA/01	IRAN: Youth and mass media	66 000	Not approved	
64	PDC/21 KZH/01	Distance education training via Internet technologies	45 000	Approved	
65	PDC/21 KYZ/01	KYRGYZ Rep.: Communication bridge	46 000	Not approved	Clarification needed
66	PDC/21 KIR/01	KIRIBATI: Nei Tabera Ni Kai video unit development project	44 000	Approved	
67	PDC/21 LAO/01	LAOS: Networking local radio station and using online information sources to improve news and programmes	87 000	Approved	
68	PDC/21 MAS/01	MARSHALL ISLANDS: Human resource development for the media	66 000	Approved	
69	PDC/21 MAS/02	MARSHALL ISLANDS: Building capacity for the production of educational health news TV/radio programming	50 000	Not approved	
70	PDC/21 MON/01	MONGOLIA: Improvement of National Radio and Television services	54 000	Approved	
71	PDC/21 MON/02	MONGOLIA: Reinforcement of EZEGTEI women's magazine	55 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
72	PDC/21 NEP/01	NEPAL: Training activities for Nepal TV	94 000	Approved	
73	PDC/21 PAK/01	PAKISTAN: ISA Training of information group officers/journalists	83 000	Not approved	
74	PDC/21 PLW/01	PALAU: Video programme production	59 000	Not approved	
75	PDC/21 PNG/01	PAPUA NEW GUINEA: Electronic media training facility	25 000	Approved	
76	PDC/21 PHI/01	PHILIPPINES: Mainstreaming women and rural development through media	107 000	Not approved	
77	PDC/21 TAD/01	TADJIKISTAN: Resource Centre at the union of journalists	45 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
78	PDC/21 UZB/01	UZBEKISTAN: Innovative training and learning programme for journalists	77 000	Approved	

	Project N°	Project Title	Amount requested US \$	Decision	Comments
79	PDC/21 VIE/01	VIETNAM: Catalysing talent and application of modern technologies for a free flow of information	104 000	Approved	
		LATIN AMERICA AND THE CARIBBEAN			
80	PDC/21 RLA/01	IPS: Building a journalistic service on the economic integration of Latin America	38 000	Not approved	
81	PDC/21 RLA/02	CARICOM: Re-orienting Caribbean journalists to the regional integration environment	100 000	Not approved	
82	PDC/21 RLA/03	FCC: Communication seminars on the creation of a radio web site for young people	57 000	Not approved	
83	PDC/21 RLA/04	RAL: Latin American Television Forum	49 000	Not approved	
84	PDC/21 RLA/05	Eastern Caribbean Internet newspaper	113 000	Approved	Approved as a pilot project
85	PDC/21 RLA/06	REDIPAZ AND RADIPAZ: Strengthening of communication networks for a culture of peace	77 000	Approved	
86	PDC/21 RLA/07	CELAP: Investigative journalism and ethics: Strengthening democracy	170 000	Approved	Seed funds only
87	PDC/21 ARG/01	ARGENTINA: Broadcasting for rural and frontier schools	99 000		Recommended for intersectoral funding (CI + ED)
88	PDC/21 BHA/01	BAHAMAS: Television production for distance learning	131 000		
89	PDC/21 BOL/01	BOLIVIA: Strengthening of education Radiofonica de Bolivia (ERBOL)	88 000	Approved	
90	PDC/21 CHI/01	CHILI: Radio broadcasting service for the development of the Easter Island (Rapa Nui)	107 000	Approved	
91	PDC/21 COS/01	COSTA RICA: Model audiovisual production for a culture of peace	55 000	Not approved	
92	PDC/21 CUB/01	CUBA : Completing the network of the Press Information Centres (CIP)	24 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
93	PDC/21 DOM/01	DOMINICAN REPUBLIC: Training of film makers for the shooting of the short film 'Vol de Lucioles'	97 000	Not approved	

	Project N°	Project Title	Amount requested US \$	Decision	Comments
94	PDC/21 ECU/01	ECUADOR: Supply of equipment for the municipal radio "La voz de Imbabura"	61 000	Approved	Budget to be considerably reduced
95	PDC/21 HAI/01	HAITI: Enhancement of production capacity at the station, <i>Radio-Télévision Konbit</i> (RTK)	99 000	Decision postponed	Project document to be revised and resubmitted to the Bureau meeting in December 2001
96	PDC/21 NAN/01	NETHERLANDS ANTILLES: Strengthening of a youth media space	56 000	Approved	For eventual FiT financing
97	PDC/21 PAN/01	PANAMA: Continuing education programme for journalists	79 000	Approved	Budget to be reduced considerably
		ARAB STATES			
98	PDC/21 RAB/01	FANA: News training and resource centre	58 000	Approved	For eventual FiT financing
99	PDC/21 RAB/02	CMFMENA: Training in defence of media freedom in the Arab world	25 000	Approved	
100	PDC/21 IRQ/01	IRAQ: Development of a media resource centre	93 000	Approved	
101	PDC/21 JOR/01	JORDAN: Developing the training capacity of the Arab women's media centre	110 000	Approved	Radio and training only
102	PDC/21 MAU/01	MAURITANIA: National printing-house of Mauritania : Modernization of photo-composition and colour selection equipment	82 000	Not approved	
103	PDC/21 MAU/02	MAURITANIA: Mobile rural radio production and broadcasting unit	198 000	Approved	Purchase of vehicles not to be provided by IPDC
104	PDC/21 SUD/01	SUDAN: Reaching the unreached : A pilot scheme in providing access to new information technologies for disadvantaged communities	103 000	Not approved	
105	PDC/21 SYR/01	SYRIA: Establishment of an "Information Age" training centre for media specialists	50 000	Not approved	
		EUROPE			
106	PDC/21 ALB/01	ALBANIA: Investigating media research	84 000	Approved	For eventual FiT financing
107	PDC/21 BUL/01	BULGARIA: Promotion of professional journalistic standards	46 000	Approved	For eventual FiT financing

	Project N°	Project Title	Amount requested US \$	Decision	Comments
107	PDC/21 BUL/01	BULGARIA: Promotion of professional journalistic standards	46 000	Approved	For eventual FiT financing
108	PDC/21 GEO/01	GEORGIA: Cultural and scientific TV programmes for remote regions	73 000	Not approved	
109	PDC/21 ROM/01	ROMANIA: Interethnic co-operation	40 000	Approved	For eventual FiT financing
110	PDC/21 ROM/02	ROMANIA: CARPATI	130 000	Not approved	
111	PDC/21 ROM/03	ROMANIA: Integrated multimedia press system for the <i>Rompres</i> news agency	160 000	Approved	For eventual FiT financing
		INTERREGIONAL			
112	PDC/21 INT/01	IRIB: Interregional training workshop on production of TV programme for children	67 000	Not approved	
113	PDC/21 INT/02	JOURNET: Global training project	103 000	Approved	Approved as a pilot project

Summary of decisions	
Approved (To be financed from Special Account)	47
Approved (For eventual FiT financing)	10
Not approved	41
Decision postponed (Project document to be revised and resubmitted to the Bureau meeting in December 2001)	13
Recommended for intersectoral funding (CI + ED)	2
Total	113

Terms of Reference

for Desk study of Intergovernmental Council of the International Programme for the Development of Communication (IPDC) for the Norwegian Ministry of Foreign Affairs (MFA).

I Background

Intergovernmental Council of the International Programme for the Development of Communication (IPDC) has over the last 20 years made considerable efforts to improve its working methods and to refocus its 900 projects on the most urgent priorities in communication development in more than 130 developing countries. These efforts of the IPDC have had an impact on a broad range of fields covering, among others, the promotion of press freedom, media independence and pluralism; community media, development of human resources for the media, modernization of national and regional news agencies, radio as well as television organizations. About 50 countries have contributed 85 million US dollars to the IPDC activities through *IPDC Special Account* and under *Funds-in-trust* arrangements. The biggest voluntary contributions have been made by Denmark, Germany, Finland, France, India, Italy, Japan, Republic of Korea, Russia, Luxembourg, Netherlands, Norway, Sweden and Switzerland.

The coming years the main orientations of the IPDC activities have been defined as follows:

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

Norway has played a historically important role in supporting the IPDC since its beginning and has during the last five years provided for 1,576,474 US \$ to various IPDC activities, being

the second largest donor after Denmark. There has been a long time since the last desk study of the IPDC's work was undertaken and MFA believes there is a need for general assessments of IPDC projects, through an overview of the projects combined with interviews with central key persons at the IPDC's head office in Paris. The aim of this present study is twofold; firstly it is believed that such a desk study may be useful and constructive to the IPDC, and secondly the study will create a platform on which a further policy of Norwegian support may be based. It is the objective of the present study, finding its theoretical basis within the field of media politics and development, to create a basis for such a general review. The report aspires to make explicit some of the possibilities and challenges that media support for development projects imply as agents in development cooperation.

II Objective and scope of work

The study will consist of an analysis of a selection of IPDC projects through documents, minutes, fact sheets and research reports connected to the subject of the study, coupled with information obtained from the interviewees and informants at the IPDC secretariat in Paris.

Based on theories from media politics and development, the desk study will primarily address the following aspects:

- Providing a general analysis of a selection of IPDC projects from the last five years. The analysis will focus 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 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 .

Do the programmes tend to follow the same lines or do they adjust their projects to the changing conditions? How are the projects adapted to the present media situation with new media technologies and how do they relate to an interplay of local and global media structures? Are the resources distributed to a large amount of projects or concentrated on rather few projects? What is the relationship between IPDC and other programmes and projects under the UNESCO umbrella?

– The study will lead to operational recommendations and will attempt to propose indicators and normative standards, which may form a foundation for further examinations from a media- and development perspective. One of the objectives is to get a better overview of the IPDC and increase the knowledge about its projects in order to provide a better base for decision making in relation to the programme as well as strengthening the canalisation of the Norwegian support.

Fieldwork will be performed in Paris, where interviews with key persons within UNESCO and the IPDC Bureau will be undertaken to get an overview of how IPDC relates to the rest of the UNESCO communication system. It would also be relevant to the study to analyse the relationship between the so-called communication column and the other columns that create UNESCO's principal structure.

It must be emphasised that due to the relative short perspective of time the desk study will be less a detailed evaluation of IPDC than a forecast of the organisation's potential, based upon a review of its track record as well as interviews with people central within the organisation. The report will provide recommendations for improvements and

changes based on an overview of the actual situation that might conceivably lead to adjustments and renewal of the programme. It will furthermore make recommendations about Norwegian support to IPDC.

III Framework, budget and perspective of time

The study will be undertaken by Professor Helge Rønning and Ms Kristin Skare Orgeret, Research Fellow in the department of Media and Communication, University of Oslo

Time frame for the study will be January to March 2002, and the frame of the budget is 200 000 NOK. A detailed budget for the evaluation will be presented to MFA in connection with this ToR.

A draft report will be submitted primo April at latest to MFA and IPDC, which will form the basis for debriefing discussions with IPDC, before a final report is being submitted to MFA by the end of April 2002.

IV Material 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

Addendum August 2002:

The primary report was presented to IPDC, the Norwegian Ministry of Foreign Affairs and Norad in June 2002. Comments have been included in this final report delivered August 2002.

EVALUATION REPORTS

1.90	Mini-Hydropower Plants, Lesotho	4.98	Development through Institutions? Institutional Development Promoted by Norwegian Non-Governmental Organisations
2.90	Operation and Maintenance in Development Assistance		
3.90	Telecommunications in SADCC Countries	5.98	Development through Institutions? Institutional Development in Norwegian Bilateral Assistance. Synthesis Report
4.90	Energy Support in SADCC Countries		
5.90	Intentional Research and Training Institute for Advancement of Women (INSTRAW)	6.98	Managing Good Fortune – Macroeconomic Management and the Role of Aid in Botswana
6.90	Socio-Cultural Conditions in Development Assistance	7.98	The World Bank and Poverty in Africa
7.90	Non-Project Financial Assistance to Mozambique	8.98	Evaluation of the Norwegian Program for Indigenous Peoples
		9.98	Evaluering av Informasjonsstøtten til RORGene
1.91	Hjelp til Selvhjelp og Levedyktig Utvikling	10.98	Strategy for Assistance to Children in Norwegian Development Cooperation
2.91	Diploma Courses at the Norwegian Institute of Technology		
3.91	The Women's Grant in Bilateral Assistance	11.98	Norwegian Assistance to Countries in Conflict
4.91	Hambantota Integrated Rural Development Programme, Sri Lanka	12.98	Evaluation of the Development Cooperation between Norway and Nicaragua
5.91	The Special Grant for Environment and Development	13.98	UNICEF-komiteen i Norge
		14.98	Relief Work in Complex Emergencies
1.92	NGOs as Partners in Health Care, Zambia		
2.92	The Sahel-Sudan-Ethiopia Programme	1.99	WID/Gender Units and the Experience of Gender Mainstreaming in Multilateral Organisations
3.92	De Private Organisasjonene som Kanal for Norsk Bistand, Fase I	2.99	International Planned Parenthood Federation – Policy and Effectiveness at Country and Regional Levels
		3.99	Evaluation of Norwegian Support to Psycho-Social Projects in Bosnia-Herzegovina and the Caucasus
1.93	Internal Learning from Evaluations and Reviews	4.99	Evaluation of the Tanzania-Norway Development Cooperation 1994–1997
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2.94	Evaluation of the Norwegian Junior Expert Programme with UN Organisations	9.99	Evaluation of the United Nations Capital Development Fund (UNCDF)
		10.99	Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEL, The African European Institute
1.95	Technical Cooperation in Transition		
2.95	Evaluering av FN-sambandet i Norge		
3.95	NGOs as a Channel in Development aid		
3A.95	Rapport fra Presentasjonsmøte av «Evalueringen av de Frivillige Organisasjoner»		
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10.97	Review of Norwegian Assistance to IPS		
11.97	Evaluation of Norwegian Humanitarian Assistance to the Sudan		
12.97	Cooperation for Health Development WHO's Support to Programmes at Country Level	1.02	Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)
		2.02	Evaluation of the International Humanitarian Assistance of the Norwegian Red Cross
1.98	“Twinning for Development”. Institutional Cooperation between Public Institutions in Norway and the South	3.02	Responding to New Challenges: An appraisal of the strategic direction of Forum for African Women Educationalists (FAWE)
2.98	Institutional Cooperation between Sokoine and Norwegian Agricultural Universities		
3.98	Development through Institutions? Institutional Development Promoted by Norwegian Private Companies and Consulting Firms	4.02	Media in Development An evaluation of UNESCO's International Programme for the Development of Communication (IPDC)

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