

Evaluation of UNESCO's International Programme for the Development of Communication

1. Background

Brief description of the programme

Since 1980, the international community has worked to support media development through the International Programme for the Development of Communication (IPDC), the only intergovernmental programme in the UN system which aims to strengthen media capacity in developing countries, as a contribution to sustainable development, democracy and good governance.

Since its creation, IPDC has secured and dispersed US\$ 105 million in extra-budgetary funds, with results in over 1,700 media development projects in 140 countries. IPDC's **unique role** has been continuously reaffirmed, including in *Resolution A/RES/70/93 A-B "Information in the service of humanity"*, adopted on 15 December 2015 at the 70th session of the General Assembly.

Governing Bodies

The overall responsibility for the Programme lies with the **Intergovernmental Council of the IPDC**, which meets every two years to assess the work carried out by the Programme. It consists of representatives from 39 countries elected by the General Conference of UNESCO. The IPDC **Bureau** of eight Member States meets once a year and carefully identifies projects worth supporting out of some 100-200 competitive project submissions received every year. Project proposals originate from all over the world, and beneficiaries are selected for their significant contribution to *free, independent and pluralistic* media. Current IPDC priority areas are listed below:

1. Capacity building for journalists and media managers
2. Promoting the safety of journalists
3. Supporting media pluralism
4. Supporting law reform that fosters freedom of expression
5. Conducting media assessments and research
6. Countering hate speech in media and social media.

Human and financial resources

The intergovernmental Council and its Bureau are technically assisted by a Secretariat based within the Division of Freedom of Expression and Media Development of UNESCO's Communication-Information Sector. The staff costs associated with the specific governance of the Programme as borne by the Sector's Regular Programme budget came to approximately \$295,000 in the biennium of 2014-2015, as estimated by the External Audit report presented to the 200th UNESCO Executive Board.

The IPDC projects, and dedicated allocations to Special Initiatives and emerging issues, have been operating with a budget based upon extra-budgetary contributions, and has fluctuated between 1 and 2 Million US\$ these past few years.

Rationale for the evaluation

Within the context of the new 2030 Development Agenda, and taking into consideration the social, economic, political and cultural changes of societies worldwide since the creation of the IPDC in 1980, and since its latest evaluation in 2006, the IPDC Council decided, at its 30th session, to proceed with the initiative to commission a new evaluation of the Programme. The evaluation shall take into account the changes over the last decade in terms of how globalization and digitization have changed the communication systems, their functions as well as management practices and markets. Such changes have affected the activities of the IPDC as well as UNESCO's general work regarding media and communication.

Taking note of the Audit of the governance of UNESCO and dependent funds, programmes and entities and its open-ended Working Group on governance, procedures and working methods of the governing bodies of UNESCO (38 C/23), as well as the recommendations of the Audit of the CI Sector (200 EX/20 Part III), the IPDC Council decided, at its 30th session, to proceed with the initiative to commission a new IPDC evaluation, depending upon the necessary extra-budgetary funding being raised, and mandated the Secretariat to proceed with its implementation, according to the current Terms of Reference and estimated budget. Further rationale for an evaluation is provided in the Recommendations of the External Audit report as agreed by the 200th Executive Board in October 2016. Recommendation number 14 reads: "Without calling into question the actions undertaken, the External Auditor recommends submitting to the Executive Board a study of the costs and benefits of maintaining specific governance for the International Programme for the Development of Communication (IPDC)".

2. Purpose and Scope

Purpose

The main purpose of the evaluation is to assess defined aspects of the International Programme for the Development of Communication (IPDC) and to generate recommendations for the future. These aspects concern the relevance, results and efficiency of the Programme. The evaluation findings and recommendations will be useful inputs to the CI sector management, and will be particularly useful for the IPDC Intergovernmental Bureau and Council (IGB and IGC) as well as to the *Working Group on governance, procedures and working methods of the governing bodies of UNESCO*¹ with regard to governance-related issues.

Scope

The evaluation will examine the role of the International Programme for the Development of Communication and its governing bodies between 2011 – 2016, although also noting any significant developments since the previous evaluation in 2006 was taken into account by the IPDC council. The primary criteria will be the stated objectives of the Programme, and their specific relevance, as well as optimum efficiency, effectiveness, sustainability, and results of activities related to achieving these objectives.

The evaluation will primarily use qualitative research methods, but should nevertheless seek to make evidence-based recommendations focused on the aspects listed below:

- the niche of IPDC's normative, standard-setting, research and monitoring functions, particularly through the implementation of the IPDC Special Initiatives and Special Allocations;

¹ At its 38th session, the General Conference decided to establish an open-ended working group on governance, procedures and working methods of the governing bodies of UNESCO (38 C/Resolution 101), building on the recommendations of the Executive Board (197 EX/Decision 28 and 44).

- the results of the IPDC's operational capacity building initiatives as reflected in its programme in the last six years (2011-2016) by assessing how the IPDC Programme has responded to media development needs at national and regional levels;
- IPDC's contribution to UNESCO's overall CI programme, particularly the actions implemented by its Division of Freedom of Expression and Media Development through its field offices' staff, and describe its niche vis-à-vis overall UNESCO action in the CI field;
- the levels and modalities of funding received by the Programme and provide an overall description of patterns and an assessment of the Programme's financial situation;
- the efficiency of the IPDC funded projects in terms of results achieved by the projects and outcome efficiency of the project funding modality and its fit for purpose
- the costs and benefits of maintaining specific governance for the Programme;
- the working methods of the Programme, including the structure and functioning of its Secretariat, the Programme's leadership and administration, cost-efficiency and transparency;
- the quality of the Programme's delivery, including project planning and formulation, selection processes, implementation follow-up, monitoring and evaluation.
- the promotion and legitimating of IPDC's existence to donors.
- the conceptualisation of communication development in a new societal and media/communication context.

The evaluation should provide recommendations to UNESCO and to IPDC constituencies on all of the above issues for a short-term (2017-2019) and middle-term action plan (2018-2021), including budgetary implications if necessary. These recommendations shall be followed for the planning, implementation and evaluation of IPDC action in the future.

Evaluation questions

The main questions of the evaluation will be further refined in the evaluation's inception report. Indicative questions are provided below.

1. Has the IPDC's operational capacity building programme achieved its goals in regard to strengthen freedom of expression and the capacity of media in developing countries in regard to strengthening independence, pluralism, gender sensitivity, safety of journalists and professionalism?
2. Has IPDC's normative and standard-setting function contributed to advance in the media development field? If so, how?
3. Has IPDC's operational capacity building activities increased UNESCO's capacity to support media development in the field? If so, how?
3. Has IPDC research helped guide media development efforts in countries where it has been conducted?
4. Has IPDC's mandated monitoring and reporting mechanism on the safety of journalists contributed to sensitizing Member States about the safety of journalists and the issue of impunity?)
5. Have IPDC Special Initiatives been effective in mobilizing international attention and support to the role of free and independent media in development?
6. What are the fundraising patterns of the Programme in the last few years, and what explains these?
7. What are the costs and benefits of IPDC's specific governance?

8. Does the Programme function in an efficient and effective manner in terms of numbers and range of projects supported, and the quality of monitoring and evaluation of results?

9. Has the programme been implemented in a gender sensitive manner and has it contributed to increased gender equality in its areas of scope? To what extent does the Programme deliver results that are gender-sensitive, replicable and sustainable?

3. Methodology

The evaluator(s) is expected to elaborate a detailed evaluation approach and methodology in the inception report. The methodology may include the following elements:

- Desk study of all key relevant documentation
- Questionnaires and / or surveys to various stakeholders, including field office staff, field office directors and key partners and beneficiaries in the field (scale to be scoped on the basis of budget raised for the evaluation).
- Structured and semi-structured interviews (face-to-face and via Skype)
- Case studies
- Field visits (to be decided)

4. Roles and Responsibilities

The evaluation will be conducted by an independent, external evaluation team. The evaluator(s) is expected to contribute specific subject matter expertise and knowledge. The evaluator(s) is expected to prepare three main deliverables, an inception report, draft and final report. The evaluator(s) will comply with United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation and UNEG Ethical Guidelines for Evaluation.

The IOS Evaluation Office (EO) is responsible for the overall management of the evaluation and quality assurance of the deliverables. The EO will also act as the primary liaison between the external evaluation team and UNESCO stakeholders.

The CI sector is expected to provide the evaluator(s) with all relevant documentation including project documents, monitoring and progress reports, final narrative and evaluation reports, and all relevant documentation presented at meetings of the IPDC IGB and IGC.

An Evaluation Reference Group will be set up to accompany the evaluation process by providing feedback on the draft Terms of Reference, inception report, draft and final report. The reference group will comprise members from the IOS Evaluation Office, representatives from the CI sector (CI/FEM) and a representative(s) from the IPCD Council. The Reference Group shall meet periodically during the evaluation, as necessary.

5. Evaluator Qualifications

The external evaluator(s) should possess the following mandatory qualifications and experience:

- At least 10 years of professional experience in an evaluation, research and/or policy-related position in the field of international development
- At least 10 years of professional experience designing and leading programme and policy evaluations
- An advanced university degree in the field of media development, communications, social sciences, public policy or related field
- Experience in international media development, human rights and freedom of expression issues, would be an asset

- Excellent language skills in English (oral communication and report writing)
- Knowledge of the UN system and other international organizations

Verification of these qualifications will be based on the provided curriculum vitae. Moreover, references, web links or electronic copies of two recently completed evaluation reports should be provided.

The recommended composition of the team is one senior evaluator and one junior evaluator. The evaluation assignment is expected to require approximately 40–50 professional working days, including 1-2 visits to UNESCO Headquarters in Paris.

6. Deliverables and Schedule

The evaluation is expected to take place between March–June 2017. The timetable will include an inception report and a workshop to present and discuss draft findings. The indicative timetable is shown below.

Activity/Deliverable	Timeline
Selection of evaluator(s)	January–March 2016
Formal launch of the evaluation	March 2017
Inception report	April 2017
Data collection and analysis phase	March–May 2017
Draft Evaluation Report	June 2017
Workshop with Evaluation Reference Group	July 2017
Final Evaluation report	August 2017

The Draft and Final Evaluation reports should be written in English and comprise no more than 25 pages excluding annexes. It should be structured as follows:

- Executive Summary
- Programme description
- Evaluation purpose
- Evaluation methodology
- Findings
- Recommendations
- Annexes including ToR, interview list, data collection instruments, key documents consulted.

Annex A

Previous audits and evaluations of the programme

2002. Media in development: an evaluation of UNESCO's International Programme for the Development of Communication (IPDC). <http://www.unesco.org/new/en/communication-and-information/resources/publications-and-communication-materials/publications/full-list/media-in-development-an-evaluation-of-unescos-international-programme-for-the-development-of-communication-ipdc/>

2006. An evaluation of the reforms.

http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/ipdc2006_evaluation_reform_report.pdf