



United Nations  
Educational, Scientific and  
Cultural Organization

## IPDC THE INTERNATIONAL PROGRAMME FOR THE DEVELOPMENT OF COMMUNICATION

# ANALYTICAL REPORT OF IPDC-SUPPORTED PROJECTS

## CHAPTER 1: INTRODUCTION

This Analytical Report examines a sample of IPDC-supported projects over the 2012-2013 period. It does so within the framework of the Knowledge-Driven Media Development Initiative endorsed by the IPDC Bureau at its 57<sup>th</sup> sitting in 2013. The rationale behind the initiative is that the IPDC, as a result of supporting the implementation of over 1600 media development projects in 140 countries, has accumulated so much *data* and *information* that can be marshalled into *knowledge* in a way that enables UNESCO to become a learning organization<sup>1</sup> by recognizing the importance of knowledge and creating the right environment to capture it. In this case, information arising from IPDC project implementation becomes knowledge when it is ‘shaped, organised and embedded in some context that has a purpose, that leads one to understand something about the world’.<sup>2</sup> In particular, through this Analytical Report, an attempt is made to appropriate information from the sample of projects under examination in a way that will form a coherent knowledge-base for supporting media development under the IPDC.

As part of that process, it is important to note the evolving context of media development and the theoretical and empirical perspectives of change associated with it. As the UNESCO, WAN-IFRA (World Association of Newspapers & News Publishers) and World Bank Institute’s *Media Development Data Sharing Principles* state:

Media development, a relatively new and rather broadly defined field, is striving to be recognised as a key factor in the wider international development equation. Partly as a response to this, focus is now beginning to centre on how the international development community can collect “more, better, and updated categories of data on media and media development projects”, including “refining and coordinating classification of terms for media development projects”. An important part of that process requires that such data be shared, in part responding to the call by the Paris Declaration on Aid Effectiveness for shared transparency and accountability among donor organisations, and between them and their partner organisations ...

For data to be shared, it needs to be generated and surfaced, and ideally inventorised and categorised in terms of a shared taxonomy. It also requires that end-users are able to access and convert it into information

<sup>1</sup> In the words of Peter Senge, who coined the concept in 1990, a learning organization is one “... where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together”. See Senge, P. M. (1990). *The art and practice of the learning organization. The new paradigm in business: Emerging strategies for leadership and organizational change*, 126-138. Retrieved from [http://www.giee.ntnu.edu.tw/files/archive/380\\_9e53918d.pdf](http://www.giee.ntnu.edu.tw/files/archive/380_9e53918d.pdf). 16/01/2014.

<sup>2</sup> Cited in Stoll, L., Fink, D., and Earl, L. (2003). *It's about Learning (and It's about Time): What's in It for Schools?* London: RoutledgeFalmer., page 6.

and finally knowledge. The benefit ultimately is knowledge-driven media development that can help to enhance impact, which in turn will help to raise credibility and recognition for this field of work.<sup>3</sup>

Against this background, the rest of this Analytical Report is structured as follows. Chapter 2 presents the methodology. Chapter 3 analyses the IPDC implementation reports submitted for this purpose. Chapter 4 concludes the analysis by way of highlighting the challenges and key lessons learnt and how these could be used for future support.

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<sup>3</sup> UNESCO, WAN-IFRA & World Bank Institute. 2013. *Media Development Data Sharing Principles*. Available at: [http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/IPDC/Media\\_Development\\_Data\\_Sharing\\_Principles\\_FINAL.pdf](http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/IPDC/Media_Development_Data_Sharing_Principles_FINAL.pdf).

The sample for this study was purposively selected, using three methodological approaches. The overall purpose was epistemological: to glean data and information from the IPDC implementation reports that could be subsequently ploughed back as coherent *knowledge* into the exercise of IPDC project formulation and implementation. Firstly, therefore, out of a listing of over 214 possible implementation reports, 76 such reports were selected for a simple statistical analysis to show the general characteristics of project implementation, as captured in **Table 1** below.

Second, out of these 76 reports, thirty (30) project reports were further selected for some in-depth analysis. The criteria for their selection included their geographical-regional representation, thematic coverage and general comprehensiveness of reporting. The main purpose here was to undertake a more detailed analysis that would yield useful knowledge about what we could learn from the overall implementation of the projects.

Third, as part of the detailed analysis referred to above, this Report relied on a desk review of theoretical and empirical research on media development in order to achieve an analytical coherence that corresponds with the state of the art of media development literature.

To facilitate the type of description and analysis envisioned above, the original format for submitting implementation reports on IPDC-supported projects was amended to better reflect the aspect of a purposeful and media-development context-specific learning from and application of information arising from such reports.<sup>4</sup> To this end, implementation reports submitted to the IPDC Secretariat included three key features:

- Description of activities implemented/outputs: Describe the project's implementation (without analysis), noting whether or not the project was carried out as originally envisaged or is on track to do so. If not, state any changes which occurred and why. This can draw on the four-monthly reports that should be required from the award-winners in contracts with them;
- Analytical reflection: Analyse how the stipulated activities and outputs contributed/are contributing towards achieving the immediate and developmental objectives envisaged. (including the expected impact of any changes mentioned)]; and
- Challenges and key lessons learnt in the course of implementation.

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<sup>4</sup> For more details about the new format, see the *Handbook for UNESCO Staff on IPDC Project Preparation*. Revised April 2013 following the decisions taken at the 57<sup>th</sup> IPDC Bureau meeting.

## CHAPTER 3: FINDINGS AND DISCUSSION

This chapter firstly undertakes a simple statistical description of the sample, drawing out pertinent conclusions. Secondly, it presents an overall assessment of how the projects contributed to media development. Thirdly, it attempts an in-depth analysis of the implementation dynamics, highlighting salient aspects of project design and implementation.

### 3.1 General description

A total of 76 project implementation reports were received. These were thematically categorised as follows:

**Table 1: Distribution of projects by thematic category and implementation status<sup>5</sup>**

Thematic category	Number of projects	Final Report	Interim Report	Status Unclear
Promotion of freedom of expression and press freedom (including the safety of journalists), pluralism (particularly community media, youth and gender dimensions), and independence (self-regulation and professional standards)	36 (47%)	20	14	2
Capacity development for journalists and media managers	32 (42%)	22	6	4
Innovation in convergence and integration of legacy (traditional) news media and new communications.	2 (3%)	2	0	0
Media assessments by way of Media Development Indicators, Gender-Sensitive Indicators for Media, etc.)	6 (8%)	0	6	0
<i>Total</i>	76 (100%)	44	26	6

**Table 1** shows several key aspects of implementation. These are:

- 47% of the projects fell into the thematic category **Promotion of freedom of expression and press freedom**, while 42% of the projects focused on Capacity development, probably indicating that these are among the key areas of media development. **Media assessments** and **Innovation** had 8 percent and 3 percent respectively. However, while the theme of **Innovation** appeared to have registered the lowest number of projects, it was referenced in projects that focus on promoting freedom of expression and capacity development.
- 44 projects were completed, while 26 were still ongoing. The implementation status of 6 such projects was not clearly recorded in the reports.
- In general, it would appear that projects falling under **Media assessments** (all six of them) have a longer implementation span, as they are still ongoing, indicating that they require more time to plan and roll out. On the other hand, 22 and 20 projects were completed in the areas of **Capacity development** and **Promotion of freedom of expression and press freedom** respectively, suggesting that they enjoy a relatively quicker turnaround time.

<sup>5</sup> The thematic categorisation is in line with the three priorities identified and approved by the IPDC Bureau of 2013. These are: (i) Promotion of freedom of expression and press freedom (including the safety of journalists), pluralism (particularly community media, youth and gender dimensions), and independence (self-regulation and professional standards); (ii) Capacity development for journalists and media managers; and (iii) Innovation in convergence and integration of legacy (traditional) news media and new communications. However, where a report did not fit any of the above – principally because some reports covered themes related to the old IPDC thematic schema – a fourth category was used.

### 3.2 Overall assessment of projects' contribution to media development

The projects registered varied successes in their effort to enhance media development in their various national and regional contexts. The projects were united in their three-fold approach to address the *regulatory*, *managerial* and *ethical* aspects of media development. In no specific order, their overall impact can be highlighted as follows:

- Through a series of training exercises, there was a strengthening of intercultural relations among grassroots communicators in the Afro Bolivian community, enabling them to connect through Facebook, educational spots, a newscast, talk shows, comments, dispatches, a radio variety show and a blog, where they uploaded the news they wrote and the photos they took.
- In Kyrgyzstan, a series of activities among female youth correspondents strengthened their capacity to use UNESCO's Gender-Sensitive Indicators for Media to enhance transparency and dialogue between management and staff. Even more important was the inclusion in the training programme of rural women, enabling them to more effectively report on the perspectives of marginalized groups in the country.
- In Rwanda, a strategic partnership, sparked by IPDC support, saw *Maison de la Press* teaming up with the Ministry of Local Government, the Rwanda National Electoral Commission and the Rwanda Forum of Political Parties to work together in improving journalistic capacity in the country, with several Rwandan editors committing to improving institutional self-regulatory mechanisms to ensure greater quality control that would minimize harm to both the sources and the public during electoral periods.
- In Uruguay, against a background of ongoing legislative processes, an MDI-based assessment brought together a consortium of five universities offering communications as a subject to carry out a comprehensive study of the national media landscape. The findings of this assessment could well inform future media laws in the country.
- In Chile, a project aimed at building the institutional capacities of media to better exploit freedom of expression and the right to access public information has seen greater synergies developing, whereby the project submitter even managed to secure funds from other sources to expand the content and the material available online in different formats, thereby giving the programme more visibility.
- The Bolivarian University of Venezuela, using UNESCO's Model Curricula for Journalism Education as a reference, designed a diploma programme which enrolled 17 more communicators than expected. The course has since generated immense interest among community communicators, with 28 already in place for the 2014 academic year, indicating a trajectory of sustainability for the future.
- In Ecuador, following a workshop supported by the IPDC, media owners and the union of journalists agreed to a set of recommendations on media self-regulation and gender, thus contributing towards ethical journalism and a further pluralisation of voices in the media sector.
- In Bangladesh, a project aimed at promoting the right to information resulted in the participants calling for greater involvement of Bangladeshi youth, CSOs and CBOs in such workshops, demonstrating the project's overall perceived value to the stakeholders.
- In Zambia, broadcasting equipment was successfully installed at Kwenje Community Radio Station, enabling it to go on air on 3rd May 2013.

- In the Dominican Republic, an MDI-based study supported by the IPDC ascertained gaps in data on Dominican digital media and gender dynamics in the country's newsrooms, pointing to an opportunity for IPDC to more knowledgeably deploy the Gender-Sensitive Indicators for Media.

These activities reflect the general media development climate globally. They reinforce the need for greater support to ensure a holistic approach to media development. A body of evidence is emerging that identifies the conditions under which media development is having impact on broader social, political and economic processes. For example, econometric study concluded that countries that have more political risk are likely to gain more in terms of increasing stability by making their media sector more effective, implying the fact that strengthening the media sector for politically unstable countries holds promise.<sup>6</sup> Taking the issue of social conflict and societal fragility – addressed through several IPDC-supported projects – research shows the relevance of a free, pluralistic and independent media. In several conflict-escalating countries, whose institutions of governance are fragile or virtually non-existent, media could play the role of improving “dialogue across very different communities so suspicion and distrust can be decreased”, thereby creating “an environment where conflict becomes less likely”.<sup>7</sup>

Other studies suggest that media development could successfully stimulate civic activism in ways that could enable the public to question the accountability of government policy and finances, and thus allow for the building up of public pressure for a more equal distribution of expenditures and more progressive taxation, leading to reduced relative and absolute levels of poverty.<sup>8</sup>

More such empirical studies are available and, broadly speaking, confirm the continued need for IPDC support to media development.<sup>9</sup>

### 3.3 In-depth analysis

Several key lessons are evident in the overall reporting. These concern: (i) the applicants' technical and administrative capacity for delivery; (ii) UNESCO's normative influence on the beneficiaries; (iii) the cultural and institutional context of project implementation; and (iv) sustainability concerns.

#### *Applicants' technical and administrative capacity for delivery*

There was a strong correlation between the partner's technical know-how, administrative systems as well as networks of experts and the nature of project implementation. The extent of institutionalisation of project delivery (i.e. the extent to which a project became part of the institutional systems of the applicant, and not just reliant on an individual) was another important indicator of successful implementation, in the same way as heavy bureaucratic centralisation of project delivery created a degree of implementation inertia in some cases.

In terms of the extent of institutionalisation of project delivery, for example, the death of a project coordinator in one country created communication difficulties with the implementing organisation, bringing the project to a near halt. Elsewhere, there were some internal administrative problems within a national commission for

<sup>6</sup> Roy, Sanjukta. *Media development and political stability: an analysis of sub-Saharan Africa*. [0]. Available: <http://www.mediapapresource.org/wp-content/uploads/2011/04/Media-Development-and-Political-Stability-FINAL.pdf>. Accessed 03/03/2014.

<sup>7</sup> Deane, James. 2013. How do we get to a better evidence base on media and conflict? [0] Available: <http://www.bbc.co.uk/blogs/bbcmediaaction/posts/How-do-we-get-to-a-better-evidence-base-on-media-and-conflict->. Accessed 11/02/2014.

<sup>8</sup> Ibid: 40.

<sup>9</sup> See, for example, Sanjukta Roy's synthesis of such empirical research and the methodological approaches emerging for analysing the relationships between media and development. 2011. *Overview Report: Measuring Media Development*. [0]. Available: <http://www.mediapapresource.org/wp-content/uploads/2011/04/MeasuringMediaDev.MediaMap.pdf>. Accessed 03/03/2014.

UNESCO which had been asked to step in and serve as a funding link between the IPDC and the implementing partner. The problems centred on the fact that authorisation for the release of funds was centralized around one individual.

Other cases involved the complex bureaucratic and accounting systems within which IPDC funding became caught up, as in the case of one project which became subject to the fact that one partner organisation could not, owing to the particular rules of public accounting within which it operated, receive funds in foreign currency or pay foreign trainers. Similar other cases were detectable here. For instance, a project lagged behind for two years because there was no dedicated project coordinator, despite repeated attempts, through a national commission for UNESCO, to engage senior officials of a university department.

In terms of relying on a responsive network of expertise and their potential for strategic partnering, the World Association of Community Radio Broadcasters (AMARC) Brazil used its wide experience and partnerships to facilitate participatory diagnosis and planning with its local community radio partners. Some activities, such as MDI-based assessments of media landscapes, tended to benefit more from the presence of reliable and experienced international experts, who in turn gave greater reliability and credibility to the exercise.

Similarly, a guild of journalists in one country successfully collaborated with media owners in a strategic alliance that resulted in reaching the expected results of the project. In another country, a key success factor was the hiring of the most capable and suitable trainers, along with comprehensive preparation before the workshop. More specifically, the implementing partner circulated an open announcement among experienced international experts who potentially would be interested to deliver the planned courses on “Covering sustainable development issues” and “Training-of-trainers course on adult training methods”.

Yet another important element detected in the implementation reports was the extent to which a project generated goodwill among the beneficiaries. For example, in one country, although the project had not factored in per diems for workshop trainers, there was sufficient goodwill among the trainers for them to do the work without any such payment. However, this is an exception to the rule, and the implementation report in question recommends budgeting for such professional fees in the future. A related consideration was the extent to which the potential beneficiaries were involved in the project design. For example, a project report on investigative journalism included the recommendation that the project design, and therefore its subsequent implementation, could have benefitted greatly from using investigative journalists who would have helped to give insights into the practicalities of how to search for sources of information and how to document evidence and sources.

In general, then, it would appear that such delivery issues could be anticipated through more rigorous assessment in future of the technical and organisational capabilities of implementing partners, including a sounder risk analysis of the wider context.

### *UNESCO's normative influence on the beneficiaries*

A number of projects showed how UNESCO's normative function was received and perceived by beneficiaries, especially in training workshops based on UNESCO documents in such areas as freedom of expression, journalism education, assessments of media landscapes, etc. In some Asia Pacific countries, for example, there was concern about the extent to which UNESCO's reference materials contextualised the local challenges faced by editors and journalists. Elsewhere, the very normative conceptualisation of community broadcasting was an issue. In at least one country, although community broadcasting was broadly seen as undoubtedly potentially democratising, there was concern about the nature of the relationship between community broadcasters and the State.

An interesting finding was the variation between the normative and practical acceptance of the notion of self-regulation of the media. While in one country there was a ready adoption of self-regulation as an important principle of ethical reporting on elections, in another, efforts faltered to adopt a professional code of ethics. For the latter, the implementation report in question calls for continued “sensitization and awareness campaigns among media houses, journalists and general public on the existence and importance of the professional code of conduct, as the first step to self-regulation ...”

Taken together, these nuances invite greater conceptual reflection in the development of IPDC project proposals, so that they can better represent an inclusive understanding of the normative functions of free, independent and pluralistic media in society.

### ***Cultural and institutional context of project implementation***

Related to the normative aspect above, the third issue concerns the cultural and institutional context for implementing IPDC projects. Some reports suggested that the content of training programmes on trauma in conflict and post-conflict countries needed to be especially sensitive to the “needs of the different cultures represented at the training”. Although this was a concern in this country, other countries faced a variation of this problem. For example, an IPDC-supported department of information and communication sciences could not locally find a bookseller from which to purchase prescribed titles, forcing them, at great expense, to acquire such titles in Paris. This speaks to the overall dearth of literature in particular (sub) fields of journalism education and training, which in turn could impress upon the IPDC to better respond to these contextual exigencies in project design.

This analysis is equally valid for dealing with gender-related projects in some countries. For example, as one report suggested, gender mainstreaming in some Central Asian countries is hampered by the permanent rotation of key policy-makers and managerial staff in broadcasting institutions.

At the institutional level, a project in one country was not successful in recruiting experienced journalists for training simply because such journalists could not take two weeks’ leave from their jobs. This was true in one other country, where some working journalists could not attend a 4-day training session for the whole day.

An institutional policy reorientation in yet another country resulted in a project being put on hold. At the beginning of the project, the Ministry of Communication was to transform an existing capacity-building institution into an institute of journalism. The advantage of the approach was that the institute to be created would benefit from the infrastructures and personnel of the existing institution. However, the ministry then decided, in the course of the project, to create an entirely new and independent institute. At the time of reporting, the said institute had not been created with the result that there was no personnel to carry forward the review of the report submitted by the consultant.

Another problem worth highlighting borders more on what could be referred to as a clash of institutional agendas. For example, in one country, a conflict of interest came to the fore during a public debate on media law reforms. A partner organisation shied away from taking a public position in favour of a new law, despite the fact that it was strongly supported by all community media, subsequently slowing down the participation of the associations of community media actors.

Elsewhere, the issue was one of conflict and its negative impact on project implementation. In one conflict-prone country, the security situation was such that there was a delay in undertaking planned workshop trainings. A related problem here, mostly to do with religion, was that some local communities had some apprehension

about involving women in training sessions. However, to their credit, the organizers persuaded the men to allow the involvement of women.

In one Middle-Eastern country, there was a problem related to age differences and gender. It was reported that young males were not particularly disposed to accept opposing opinions, probably resulting in several of them not being on time for the workshop. The report recommends incorporating young people into the existing media structures in order to consolidate their knowledge and expose them to the world of work.

Taking these factors together, there is a clear need to understand the wider political economy of journalism in each context, so that it can be integrated into the implementation design of IPDC projects. Such an approach will include a clear identification of issues of power relations in media organisations, gender considerations and their potential impact on project implementation, inter-generational issues, etc.

### *Sustainability concerns*

Finally, in terms of sustainability, especially with regard to training programmes, there was concern that people trained often left the beneficiary institutions, leading to doubts about how such institutions ultimately benefitted from IPDC support. A related concern was how such institutions could provide an enabling environment in which trained staff could better use their newly-acquired knowledge and skills. More challenging was an ICT-related project which included non-media professionals who work as freelancers. There was concern that such workshop participants would not have the benefit of an institutional setting within which to develop their competencies. A recommendation here included advocating for the “professionalization” of such ICT/Web volunteers.

Furthermore, in at least one project, there was concern about the extent to which post-project fundraising could sustain the IPDC-funded project. In particular, one report identified the need for any post-project fundraising to be linked to a clear strategy that focuses on the training needs of journalists.

In terms of a project that aimed to build the capacity of a community media initiative to produce content of an ethnically-diverse nature, there was concern about whether or not such an initiative would continue with the production of such content for the foreseeable future. Here, the report linked such programming to long-term institutional changes in the media landscape.

A key recommendation here could be that IPDC applicants should be encouraged to include an institutional analysis that forecasts the organizational arrangements to be deployed to leverage IPDC support sustainably, and that projects build in foresight that provides for wider sharing and institutionalisation of competencies learned or other results, beyond the immediate beneficiaries of the project.

## CHAPTER 4: CONCLUSION AND KEY RECOMMENDATIONS

Based on the foregoing analysis, the recommendations highlighted in the above analysis can be synthesised as follows:

**Table 2: Recommendations per issue identified**

Issue/concern	Recommendation
<i>Applicants' technical and administrative capacity for delivery</i>	IPDC project design should anticipate potential problems by way of a more rigorous pre-project- submission assessment of the technical and organisational capabilities of implementing partners, including a sounder risk analysis of the wider context.
<i>UNESCO's normative influence on the beneficiaries</i>	The background to IPDC project documents should include a more nuanced reflection on the conceptual framework of the project, as a way of incorporating the perspectives of partners into UNESCO's normative view of free, independent and pluralistic media in society.
<i>Cultural and institutional context of project implementation</i>	The implementation strategy of IPDC project proposals should include a clear, fact-based understanding of the wider political economy of journalism in each context, which includes how cultural-institutional factors could potential reconfigure project implementation. Issues relating to power relations within and without media organisations, gender considerations and their potential impact on project implementation, inter-generational issues, etc. could be part of this political-economic analysis.
<i>Sustainability concerns</i>	IPDC applicants should be encouraged to include an institutional analysis that forecasts the organisational arrangements to be deployed to leverage IPDC support sustainably, and that projects build in foresight that provides for wider sharing and institutionalisation of competencies learned or other results, beyond the immediate beneficiaries of the project.

Evidently, IPDC can benefit from annual analysis of all Implementation Reports, and the lessons of this exercise should also be communicated to the Field Offices who oversee the implementation and are also responsible for the reports. To this end, all such offices implementing IPDC projects should be encouraged to submit their Implementation Reports on time and, where there is a delay, reasons should be established, as part of the wider cycle of organisational learning.