



# Independent Evaluation of 'Vois Blong Yumi' Program, Vanuatu

26 March 2009

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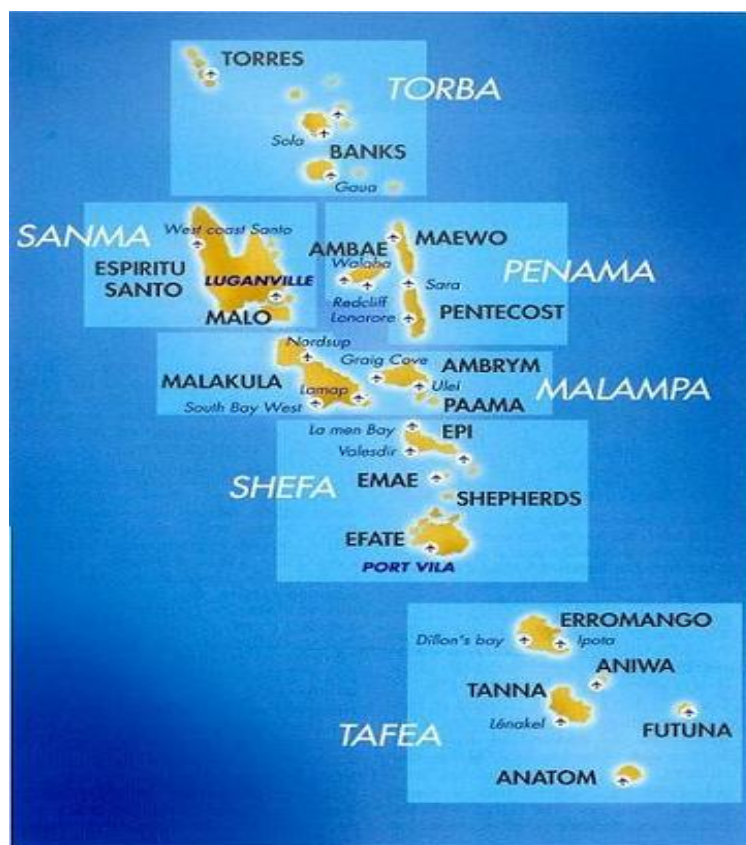
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## Acronyms

|        |  |
|--------|--|
| ABC    | Australian Broadcasting Corporation                                  |
| AusAID | Australian Agency for International Development                      |
| EC     | European Commission  |
| GoA    | Government of Australia  |
| GoV    | Government of the Republic of Vanuatu                                |
| MC     | Management Committee   |
| MOU    | Memorandum of Understanding  |
| JICA   | Japanese International Cooperation Agency                            |
| M&E    | Monitoring and evaluation  |
| NZAID  | New Zealand Agency for International Development                     |
| PAA    | Vanuatu Government's <i>Priorities and Action Agenda 2006 – 2015</i> |
| PACMAS | Pacific Media Assistance Scheme                                      |
| NGO    | Non government organisation  |
| PIANGO | Pacific Island Association of Non Governmental Organisations         |
| PINA   | Pacific Island News Association                                      |
| ROU    | Record of Understanding  |
| SPC    | South Pacific Community  |
| VBTC   | Vanuatu Broadcasting and Television Corporation                      |
| VNCW   | Vanuatu National Council of Women                                    |

## Basic Activity Data

Activity Location: Vanuatu



## Key Dates

| Date                        | Event   |
|-----------------------------|---|
| 14 November 2006            | Record of Understanding signed between AusAID and the ABC   |
| 18 December 2006            | Draft program design document ready for appraisal           |
| 30 April 2007               | MOU signed between the Governments of Australia and Vanuatu |
| 1 May 2007 to 30 April 2009 | Contract period for first phase of support                  |
| 4 June 2007                 | First adviser commenced in-country                          |
| 4 – 19 February 2009        | Independent evaluation of first phase                       |

## Executive Summary

| <b>Program Title: ‘Vois Blong Yumi’ - Program of Support to Vanuatu Broadcasting and Television Corporation</b> |  |
|---|--|
| Country:  | Republic of Vanuatu  |
| Primary sector of program:  | Governance (media)   |
| Date program commenced:   | 1 May 2007   |
| Date Phase 1 of program completed:  | 30 April 2009  |
| Main country strategy objective contributed to:   | <p>The program directly supports two objectives of the <i>Australia-Vanuatu Joint Development Cooperation Strategy 2005 - 2010</i>:</p> <ul style="list-style-type: none"> <li>• improved governance through strengthening the stability and reach of institutions</li> <li>• improved service delivery ... particularly in isolated, rural communities</li> </ul>   |
| Forms of aid:   | Twinning arrangement   |
| Program cost to Australia:  | A\$2,689,000 (VT215 million)   |
| Total program cost:   | as above   |
| Economic rate of return:  | Not available  |
| Delivery organisation:  | Australian Broadcasting Corporation  |
| Counterpart organisation:   | Vanuatu Broadcasting and Television Corporation  |
| Evaluation authors and their organisations:   | <p>Robyn Renneberg, Team Leader and Capacity Development Consultant, Elliott St Consulting Pty Ltd</p> <p>Ambong Thompson, Assistant Curator of National Film and Sound Archive, Vanuatu Cultural Centre</p> <p>Michael Taurakoto, Governance Program Manager, Wan Smol Bag</p> <p>Michele Walliker, Program Manager, ABC International Projects unit (Observer)</p> |
| Contact AusAID employees:   | <p>Anna Naupa, Senior Program Officer, Vanuatu Post</p> <p>Linda Gellard, First Secretary, Vanuatu Post</p>  |

## **1. Introduction**

The purpose of this report is to outline the findings of the independent evaluation of the *Vois Blong Yumi Program* – an Australian Government funded program of support to the Vanuatu Broadcasting and Television Corporation (the program). The program is being implemented through a twinning arrangement between the Australian Broadcasting Corporation (ABC) and the Vanuatu Broadcasting and Television Corporation (VBTC).

This evaluation was conducted less than two years after the commencement of the program. Its purpose was to assess the results of the first phase of the program and make recommendations in relation to the next phase of support to the media in Vanuatu. The Terms of Reference for the evaluation are at Attachment A.

## **2. Methodology**

The data gathering process for the evaluation was both extensive and rigorous and involved document reviews, meetings with stakeholders, talkback radio programs, a community meeting with villagers on Santo, interviews at the Port Vila Market and a survey of fifty five women from around Vanuatu. Through these processes the team consulted with a total of 215 people – 99 men and 116 women. A list of the documents reviewed is at Attachment B and a list of the people and agencies consulted is at Attachment C. The team was aware of the risks associated with potential biases arising from their links to VBTC and the ABC and managed them accordingly.

## **3. Context**

AusAID's *Building Demand for Better Governance* position statement and program guide outlines the important role the media has to play in development. While neither the *Australia - Vanuatu Joint Cooperation Strategy 2005-2010* or the Vanuatu Government's *Priorities and Action Agenda 2006 – 2015* overtly identify strategies to support VBTC, both imply the importance of the media to development.

## **4. Program Design**

The goal of the program is:

*To support the achievement of VBTC's vision for Radio Vanuatu.*

VBTC's vision for Radio Vanuatu is:

*Building the nation by linking its past to its future and connecting people to knowledge and each other.*

The purpose of the program is:

*To support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC.*

There are four component objectives:

1. Governance and organisational development - to improve the governance, management and operations of the VBTC.
2. Access - to extend the reach of Radio Vanuatu and improve the quality of reception.
3. Voice and content - to develop program content that serves people's needs.
4. Outreach - To support the development of a free and fair media via support to other stakeholders.

The overall logic and design of the program still applies and the goal, purpose and components continue to be relevant.

### **3. Achievements**

A great deal has been achieved in the very short period that the program has been in operation. Outputs, likely outcomes and potential impacts of the program are documented at Attachment F. In summary:

- While progress towards achieving the objective of Component One has been relatively slow all of the specified program deliverables (and more) have been achieved. The new Board Chair's request for an internal review of VBTC is very encouraging.
- Considerable progress has been made against the objective for Component Two - emergency work on the Medium Wave signal, studio refurbishments, equipment upgrades and the installation of electronic programming equipment have resulted in improvements in the technical quality and reliability of broadcasts.
- Considerable progress has been made on Component Three – this includes a new schedule, new programs, improved production and announcer capacity, the development of editorial and program policies and the introduction of talkback radio and media fora.
- Progress on Component 4 has been relatively limited and feedback suggests that outreach should be a greater priority in the next phase. Note that it is not proposed that the advisers conduct training but rather that they help facilitate access to opportunities available through other means

### **4. Program management**

Program management was effective. In summary:

- Program budget and inputs have been well administered by the ABC.
- The Management Committee provided an appropriate forum for the discussion of issues and provided direction to the program.
- The advisers are well regarded. They brought well established reputations and many years of experience in public interest broadcasting in Australia and the Pacific.
- Although risks have been reasonably well managed, areas where mitigation has been less than successful relate to 'the lack of VBTC ownership', those associated

with poor governance (particularly inappropriate political interference) and financial management.

## **5. Impact**

While it is difficult to assess impact after such a short period of time, there is evidence to suggest that:

- The capacity of Radio Vanuatu to fulfil its role as the national public service broadcaster is growing as access, content and voice improve.
- Radio Vanuatu's representation of different opinions, issues and political views is developing. Talkback radio and media fora provide opportunities for the expression of different views. The development of investigative journalism skills is starting to result in improved quality and scope of reporting.
- Talkback shows are attracting callers from all over the country, including a small number from rural areas, women, young people and other disadvantaged groups
- Rural villagers indicate that they feel more a part of the country as they listened to the radio and participate in talkback, media fora and live telephone dedications
- Political interference seems to be reducing

The scope of change needed to achieve the goal and purpose is considerable and significant results should not be expected at such an early stage in the process.

## **6. Sustainability**

Sustainability is of concern:

- Organisational sustainability is questionable due to limited progress on the implementation of the VBTC's Development Plan.
- Technical sustainability is constrained by lack of money and lack of capacity. Until VBTC is in a better financial position there is a risk that funding will not be provided for equipment maintenance.
- The improvements in voice and content, while commendable, are still, in part, dependent on the presence of the advisers.
- According to the financial study, VBTC is technically insolvent. As financial viability is critical to the future of VBTC, and the sustainability of change, even greater attention needs to be paid to this area in the next phase of the program.

## **7. Monitoring and Evaluation**

The PDD provides a detailed framework for monitoring and evaluation (M&E) that seeks to embed information gathering and analysis within VBTC's own systems and processes. Key points to note are:

- The various baseline studies will be of use to assess the impact of the program over time.



- While the aim was to ground M&E in VBTC's systems and processes much of the monitoring has been carried out through reports generated by the program and via the Management Committee.
- There was no independent oversight and AusAID involvement has been relatively 'hands off' as it was confident that the program was on track.

The monitoring processes were adequate; however, external monitoring could have provided greater direction and created the potential for stronger interventions when problems arose. It is proposed that some form of independent monitoring be put in place for the next phase of the program.

## 9. Gender Equality and other Cross Cutting Issues

The program seeks to address cross cutting issues:

- Talkback radio was a particular favourite with women (although several women suggested that 'talkback is for men' – further investigation indicated that some women did not feel confident calling talkback radio but enjoyed listening to the discussion). While VBTC and the program is working with Radio Vanuatu to ensure women are encouraged to call, and that topics of particular interest to women are discussed, there is still some way to go until equal access is achieved.
- Information available on radio is clearly of interest, and use, to women. For example, the Sanma Counselling Centre (women's refuge) in Luganville indicated that approximately 40% of their clients visited or called the Centre after they had learnt about their services through the radio.
- Within VBTC the program has aimed to progress the capacity of women through program related activities (for example, two of the three attachments to Australia were female) however it is acknowledged that there are still many challenges to overcome in relation to attitudes and expectations of women.
- A media forum, specifically targeting (women's and) youth issues was conducted in the lead up to the election with great success. Less successful have been efforts to gain interest from youth groups in the development of programs under the Program Bank. The new program format has some segments that specifically target young people but its effect is not yet evident.
- HIV is often raised in the context of broader health programs, including on talkback radio. The national audience survey identified a demand (of 74%) for more programs on health which offers future opportunities.
- Young people do benefit from radio - the Northern Care Youth Clinic<sup>1</sup> in Luganville reported seeing an increase in clients after their weekly radio program was aired through Radio Vanuatu's locally based Studio 5 North.
- The restoration of the mediumwave service has improved reception to many rural areas and the introduction of affordable mobile phones throughout the country has complimented the implementation of talkback.

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<sup>1</sup> A clinic providing services and advice in relation to STIs, HIV, family planning and reproductive health to young people.

- There is a strong demand for more local content. Community broadcasting was raised as an option as was more outplaced VBTC locations and roving reporters. It is likely that pressure for more rural content will increase once reception is restored across the country.

## 10. Analysis and learning

The evaluation confirms that the design was based on sound technical analysis – first year activities were specified by the design and second year program activities *emerged* from the initial activity schedule, *informed* by the VBTC Development Plan. *While using the VBTC's plan is conceptually sound, the lack of a jointly owned program/ partnership plan with clearly defined (and achievable) indicators has made evaluation difficult.*

Lessons learned from this first evaluation include:

- Radio does make a difference to people's lives.
- Reception is the most critical factor at this time. Without good reception, the potential for achieving development impacts is limited.
- Policies can be effective in providing managers and staff with a basis on which to better manage poor practices.
- While it is easy to intend to integrate planning and monitoring into local systems, the reality of doing so is difficult.
- As always, change takes time, particularly organisational change.

## 12. Recommendations

In making the recommendations the following issues were considered:

- AusAID is funding a new, long term, regional program to support media for development in the Pacific. The Pacific Media Assistance Scheme (PACMAS) will support media organizations, media associations, media policy, regional content, production and exchange, regional access and distribution, public service broadcasting and civil society. While it offers a range of possibilities for Vanuatu, PACMAS has only just commenced and is unlikely to be fully operational for some time (possibly early in 2010).
- While there is still a great deal of work to be done with VBTC to consolidate, and expand on the work carried out during the first phase of the program, it was anticipated that, over time, support would broaden out to other elements of the media. Feedback suggests that greater attention should be paid to outreach.
- Rural communities are seeking more local content - options to provide rural communities with greater input into radio need to be explored.

The team considered three options:

- (a) That AusAID discontinue the *Vois Blong Yumi* program on 30 April 2009 with ongoing assistance to be provided through PACMAS.

- This option is aligned with AusAID's greater emphasis on regional strategies of support and would be a less costly option
  - Vanuatu would benefit from the lessons from other countries in the Pacific
  - Its main disadvantage is that VBTC would not receive the level of attention it currently receives
- (b) That AusAID continue to fund the *Vois Blong Yumi* program for at least another year and make a decision in early 2010 if it is to continue further or if support is to be provided only through PACMAS.
- This option provides VBTC and the GoV with the opportunity to demonstrate their commitment to better governance and management under the new Board/new Government<sup>2</sup>.
  - It will also allow time for PACMAS to become fully operational.
- (c) That AusAID and GoV develop a new design that takes into account the support provided through PACMAS
- A new design is most appropriate when there is to be significant change in the direction or structure of a program. That is not yet the case in Vanuatu.

***The team recommends that the program be extended for one year until June 2010 (Option b).*** At this stage, the changes needed to the program are more to do with the *focus* of its activities rather than the overall design. It is also too early to determine how PACMAS will be best able to support Vanuatu.

The team also recommends that:

- The activities to be carried out during the next phase of support should be developed through a planning process, drawing on the internal review, the findings of the evaluation team and the other plans of VBTC.
- During the twelve month period there should be rigorous monitoring and discussion through brief monthly meetings between AusAID, VBTC and the ABC. Management Committee meetings should continue to occur on a six monthly basis.
- If there is a demonstrated commitment from the GoV and VBTC management to improvements in governance and management, ongoing bilateral support should continue after 2010. If there is limited or no progress in these areas, then discontinuation of the bilateral program should be considered as ongoing support can be provided to Vanuatu through PACMAS.

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<sup>2</sup> Note that an evaluation could typically recommend that AusAID discontinue support for a program where the governance and management issues (particularly financial management) are of such concern that long term sustainability is unlikely - as is the case with VBTC.

## 1. Introduction

The purpose of this report is to outline the findings of the independent evaluation of the *Vois Blong Yumi Program* – an Australian Government funded program of support to the Vanuatu Broadcasting and Television Corporation (the program). The program is being implemented through a twinning arrangement between the Australian Broadcasting Corporation (ABC) and the Vanuatu Broadcasting and Television Corporation (VBTC).

The VBTC was established in 1993. It operates Radio Vanuatu (the national public service radio), a commercial radio station (recently rebranded as Paradise FM) and Television Blong Vanuatu. Since its establishment VBTC has struggled to maintain effective services. This is partly due to a lack of funding (the corporation receives limited government funding and is required to generate its own revenues), partly due to poor transmission and studio equipment and partly due to a lack of governance, management and professional capacity.

ABC Radio Australia and Radio Vanuatu have had an informal relationship reaching back many years. In 2005 Radio Australia and the VBTC jointly developed a concept paper for a more formalised twinning arrangement which proposed technical and capacity building support. Subsequently, AusAID contracted a team to develop a program design that was completed in December 2006. The program commenced in May 2007.

*This evaluation was conducted less than two years after the commencement of the program.* Its purpose was to assess the results of the first phase of the program and make recommendations in relation to the next phase of support to the media in Vanuatu.

The Terms of Reference for the evaluation are at Attachment A.

## 2. Methodology

The data gathering process for the evaluation was both extensive and rigorous:

- the context for the program was provided through the original program design document (dated 18 December 2006), the *Australia - Vanuatu Joint Cooperation Strategy 2005-2010*, the Vanuatu Government's *Priorities and Action Agenda 2006 – 2015*, AusAID's *Building Demand for Better Governance* policy and other strategy documents of both governments
- information on activities carried out to date under the program came from major outputs (including the financial study and the organisational climate survey), progress reports and the ABC's Program Monitoring Tool
- further information on activities, implementation issues and the changes resulting from the program came from individual and group meetings with:
  - the managers and staff of VBTC in Port Vila and Luganville

- the program's three advisers, program manager and program director (ABC contractors or staff)
- a wide range of government, non-government and media stakeholders in Port Vila and Luganville
- community feedback on media issues and the changes in Radio Vanuatu over the life of the program was gathered through:
  - two talkback radio programs on Radio Vanuatu involving twenty five callers from both Port Vila and rural areas
  - a community meeting with thirty seven villagers in Sarete, South Santo
  - face to face interviews with twenty two women and men in the Port Vila Market
  - a survey of fifty five women from around Vanuatu who, as members of the Vanuatu Women's Center, were attending a workshop in Port Vila

Through these processes the team consulted with a total of 215 people – 99 men and 116 women. A list of the documents reviewed is at Attachment B and a list of the people and agencies consulted is at Attachment C.

The team leader had no prior involvement with the program, with the ABC or with the VBTC. One local team member was an ex-employee of the VBTC and the other was aware of many of the issues VBTC faces through their networks and the Vanuatu media. The observer, the ABC's Melbourne-based program manager, had a detailed knowledge of, and interest in, the findings of the evaluation.

*The team was aware of the risks associated with potential biases arising from their links to VBTC and the ABC and managed them accordingly.*

### 3. Relevance

**To assess if the activity contributes to the higher level objectives of the aid program outlined in country and thematic strategies.**

#### 3.1 Context and rationale

AusAID's *Building Demand for Better Governance* position statement and program guide outlines the important role the media has to play in development<sup>3</sup>:

- access to information is central to building demand for better governance. In this respect, media is a critical modality for raising awareness, shaping opinions, and promoting transparency and accountability
- research illustrates that a free and independent media working in conjunction with democratic institutions can make governments more responsive to the needs of their citizens

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<sup>3</sup> Quoted from *Building Demand for Better Governance*. AusAID, 2007, Section 3.5. Page 9

- it can make citizens more aware of their rights and the ways they can exercise them by participating in and influencing government decisions
- it can encourage debate on existing political issues and options, so that citizens exercise their rights in an informed, responsible way
- media can help address corruption, government performance and quality of service delivery.
- it can also be a vehicle to raise community awareness about particular social issues such as HIV/AIDs and gender equality
- it has been identified as an important tool of empowerment for women and youth and can play an important role in post conflict and emergency situations

While neither the *Australia - Vanuatu Joint Cooperation Strategy 2005-2010* or the Vanuatu Government's *Priorities and Action Agenda 2006 – 2015 (PAA)* overtly identify strategies to support VBTC, both imply the importance of the media to development in Vanuatu:

- the *Joint Cooperation Strategy* focuses on supporting good governance, raising productive capacity and improved service delivery - all strategies which require the sharing of information across Vanuatu
- the *PAA* identifies the need for a 'free flow of information on government programs and services to members of parliament, citizens, civil society and development partners ... to increase accountability of leaders and government institutions'<sup>4</sup>

Specific plans such as Vanuatu's *National Plan of Action for Women 2007 - 2011*<sup>5</sup> and the *National Strategic Plan for HIV and Sexually Transmitted Infections 2008 – 2012*<sup>6</sup> clearly specify the important role the media has to play in development. The program design document (PDD) also draws on the *Universal Declaration of Human Rights* and research by DfID, the World Bank and UNESCO<sup>7</sup> to support the investment by AusAID in a program of support to the Vanuatu media, particularly Radio Vanuatu.

### **3.2 Objectives and design logic**

The goal of the program is:

*To support the achievement of VBTC's vision for Radio Vanuatu.*

VBTC's vision for Radio Vanuatu is:

*Building the nation by linking its past to its future and connecting people to knowledge and each other.*<sup>8</sup>

<sup>4</sup> *Priorities and Action Agenda 2006 – 2011*. May 2006, Page 20.

<sup>5</sup> Refer Strategic Objectives 10.1 and 10.2.

<sup>6</sup> Use of the media is mentioned throughout this document.

<sup>7</sup> *Program Design Document*. 18 December 2006. Page 16.

<sup>8</sup> This vision is underpinned by four goals: (1) Provide rural populations everywhere with news and essential information (2) Give rural people/grassroots a voice to be heard and be part of Radio Vanuatu (3)

The purpose of the program is:

*To support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC.*

There are four component objectives:

- 1. Governance and organisational development - to improve the governance, management and operations of the VBTC.*
- 2. Access - to extend the reach of Radio Vanuatu and improve the quality of reception.*
- 3. Voice and content - to develop program content that serves people's needs.*
- 4. Outreach - To support the development of a free and fair media via support to other stakeholders.*

Key elements of the design are:

- a focus on Radio Vanuatu as the public media service best placed to reach all of Vanuatu
- a focus on VBTC as the organisation responsible for delivering the service
- no specific support for VBTC's commercial radio services while recognising that support to Radio Vanuatu would also benefit commercial radio and television services
- no support to television (other donors have been providing support, its broadcast range is limited to Port Vila and Santo and it does not provide a service that can be afforded by the poor)
- limited 'outreach' that aimed to support media development more generally in Vanuatu
- an initial phase of 18 to 24 months with longer term engagement determined by VBTC's receptivity to change and the government's receptivity to a more transparent and accountable enabling environment for the VBTC (but a general intent of support for eight to ten years)
- activities for the first year scoped by the design; future activities to emerge from the work of the first year and VBTC plans
- placing capacity development at the heart of the program by ensuring that the process that underpins activities are as important as the deliverables - 'the method is the model'
- incentives built in through an incentive fund to reward staff who contribute constructively to change

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Provide 24 hour service and professional broadcast formats (4) Develop close partnerships with government departments and people's organisations.

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*In the main, the overall logic and design of the program still applies and the goal, purpose and components continue to be relevant:*

- Radio Vanuatu remains the most suitable, and only, media vehicle that has the potential to reach all of Vanuatu and thus contribute significantly to development outcomes.
- The governance and management capacity of VBTC is still developing and should remain a focus as it impacts on the capacity of Radio Vanuatu to properly perform its functions – it also impacts on the sustainability of the changes resulting from the program.
- Access, voice and content have improved but there is still much to be done to build on those changes and ensure they are sustainable. Greater emphasis needs to be placed on providing a voice to those in rural areas.
- There is still a need to provide support to other stakeholders to facilitate effective use of the media in development.

There are several aspects of the design that do need further consideration:

- Since inception, the program has struggled to maintain a distinction between the commercial and non-commercial aspects of the organisation. This is because the future of Radio Vanuatu is so closely linked with the capacity of VBTC to generate revenue (it receives very limited funding from the GoV)<sup>9</sup>. There is also considerable overlap in content (for example, news and current affairs). Consequently, the program has been involved in some activities, both directly and indirectly, that have helped improve VBTC's commercial capacity.
- A major source of revenue has been charges for the delivery of programs – often provided by government agencies and not for profit organisations. The cost to those organisations is high; some indicated that they could not afford to use Radio Vanuatu to the extent they would like because of fees. The new schedule which commenced in February does provide free air time for development related programs but this strategy will, in the long term, be dependent on VBTC's capacity to generate revenue through other means such as advertising.
- The targeted support within VBTC is causing internal, organisational issues – managers and staff who work in areas not supported by the program feel disadvantaged. This is undermining organisational development activities.
- There has been limited activity targeted at stakeholders external to the VBTC (i.e. outreach). This is partly because it was not a strong focus of the design and partly because adviser time was directed elsewhere. Feedback from stakeholders indicates that this is an area requiring more attention.

These issues are addressed in the recommendations outlined in Section 11.

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<sup>9</sup> The original PDD directed efforts away from the commercial elements of VBTC, particularly sales and marketing because of issues to do with competition with the private sector.



### **3.3 Form of aid**

The form of aid is a twinning agreement, based on an ongoing (and pre existing) relationship between the ABC and the VBTC. It is underpinned by strong personal relationships and the considerable experience and expertise of the ABC in public service broadcasting throughout the Pacific. This form of aid remains appropriate.

## **4. Effectiveness**

**To assess whether the activity achieves clearly stated objectives.**

*A great deal has been achieved in the very short period that the program has been in operation.* Outputs, likely outcomes and potential impacts of the program are documented at Attachment F. The following provides a summary of findings.

### **4.1 Goal and Purpose**

Progress has been made towards achieving the goal and purpose. VBTC has had some success in implementing their Corporate Plan and Development Plan. There are considerable improvements in access, reach and voice and some building blocks have been put in place to support better management.

*The development impact of these changes is not yet evident* however feedback suggests that increased access and improved programming is drawing people back to Radio Vanuatu as a source of information and entertainment - the challenge now lies in ensuring that the content meets the development needs of the audience. The response to talkback radio and the media forums (particularly those conducted during the recent elections) suggests a growing interest in local news and current affairs which could lead to a greater community voice in government.

### **4.2 Component One (Governance and Organisation Development)**

While progress towards achieving the objective of *Component One - to improve governance, management and operations of the VBTC* - has been relatively slow all of the specified program deliverables (and more) have been achieved. Progress on the implementation of VBTC's Organisational Development Plan is at Attachment E. Successes include:

- VBTC now has a Corporate Plan and Development Plan
- financial records are considerably improved and basic finance processes are improving
- there has been some restructuring of the VBTC to support better service delivery
- there has been some improvements in the morale of staff
- the short term attachments to the ABC in Australia have been very successful in developing the capacity of selected staff

- VBTC now has new Broadcast Licensing Guidelines aimed at increasing transparency and accountability in the allocation of broadcasting licenses
- The new Chair of the Board has requested that the General Manager, with the help of the program's advisers, conduct an internal VBTC review. Detailed recommendations are due by the end of March. A short report outlining key issues and recommendations will be ready in early March.

The attachments have been particularly successful and offer lessons for other AusAID programs. The selection of participants was an open and accountable process, all participants had clearly defined learning outcomes and work related requirements and their programs were well designed and comprehensive. Those who hosted the attachments went out of their way to ensure that the VBTC staff had a rewarding and enjoyable experience - if anything, programs may have been a little too full which resulted in some 'information overload'. The second lot of attachments were followed up by a return placement to Vanuatu by an ABC mentor/trainer who worked with the participants to apply their learning. This resulted in very tangible outcomes for VBTC (development of new and improved programs) as well as the increased capacity of individuals.

Further work is needed to:

- support the new Board to help it carry out its role appropriately and responsibly (in association with the Government Business Enterprises Unit)
- implement the recommendations of the earlier scoping work on the Broadcasting Act
- Importantly, the program should support the implementation of the recommendations arising from the internal review initiated by the Chair. This could include:
  - developing leadership and management skills in senior and middle managers
  - addressing the ongoing issue of financial management through proper planning, systems and processes and better use of resources including staff resources – this could result in restructuring and/or redundancies<sup>10</sup>
  - revisiting the changes needed organisationally to ensure that VBTC's strategy, structure, systems, skills, culture and staff are appropriate and aligned (including developing human resource policies and guidelines)
- conduct further attachments (including for those in the technical area)

Of concern is the suggestion from the Government that VBTC recommence publishing a government newspaper. The VBTC is struggling to fund and provide radio and television

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<sup>10</sup> AusAID has indicated that it will *not* fund redundancies.

services – responsibility for a newspaper would be an additional burden that could potentially undermines the gains made with the support of the program.

#### **4.3 Component Two (Access)**

Considerable progress has been made against the objective for Component Two - *to extend the reach of Radio Vanuatu and improve the quality of reception*:

- the results of the transmission survey have been used to guide the Radio Vanuatu Shortwave Restoration Project<sup>11</sup>
- emergency work on the Medium Wave signal, studio refurbishments, equipment upgrades and the installation of electronic programming equipment have resulted in improvements in the technical quality and reliability of broadcasts

Under the survey, 45.5% of respondents stated that they had noticed improvements in program quality (27.3% had not heard any improvements). *The majority cited reception as the main factor for improved quality*. The survey also highlighted that reception remains an issue for many – hopefully that will be resolved through the Short Wave Restoration Project. Refer to Attachment D for more information.

Further work is needed to:

- ensure that VBTC has the *capacity* to support and maintain the new equipment
- ensure that adequate *funding* is available to maintain equipment<sup>12</sup>
- survey the country to assess access once all of the technical changes have occurred

#### **4.4 Component Three (Voice and Content)**

While there has been considerable progress on Component Three - *to develop program content which serves peoples needs* the changes are so recent that their impact is not yet evident. Work to date that will impact on voice and content includes:

- a new schedule, and new programs, have been developed based on feedback from a country wide audience survey
- editorial and program policies have been developed to address issues of accuracy, impartiality and objectivity and to give staff a tool to manage political influence
- news and current affairs programs have improved in quality through capacity building of staff

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<sup>11</sup> Further improvements in reception will occur with the implementation of the complementary, multi donor<sup>11</sup> funded, Radio Vanuatu *Short Wave Restoration Project* under which it is anticipated that almost all of Vanuatu will have radio coverage in the coming months. The program has played a facilitative role in this project.

<sup>12</sup> It is noted that, while the GoV made a commitment to provide 15 million vatu a year to cover maintenance and electricity costs of Short Wave transmitters this is not allocated in the 2009 budget papers.

- talkback radio and media fora have been implemented – both provide people with the opportunity to participate in public debate

*The survey did show some evidence that program quality had improved.* Thirty three percent of respondents stated that new programs – such as talk back shows – are an improvement to Radio Vanuatu’s services and are attracting more listeners. Several respondents had called to make comments on radio talk back shows. Other reasons given for improvements in program quality include: better coverage of women’s issues (6.7%); programs more educational (6.7%); and more news, more informative, and more awareness raising programs (each 3.3%).

Further work is needed to:

- consolidate, and build on, the changes already made in voice and content
- improve the investigative and presentation skills of presenters and support better reporting on politically sensitive issues
- explore options that provide more relevant programs and greater voice for people in rural and remote areas
- build the Program Bank

#### **4.5 Component Four (Outreach)**

Progress on Component 4 - *to support the development of a free and fair media via support to other stakeholders* has been relatively limited. The design proposed that the Program Development Adviser allocate 20% of their time to outreach functions and that a plan be developed after mobilisation. This did not occur, partly because the adviser’s mobilisation was delayed placing constraints on his ability to achieve the voice and content deliverables, and partly because the expectations of stakeholders exceeded the programs capacity to deliver. By the end of 2007, the program’s view was that the outreach component would be better achieved by supporting access to the media through the public media fora where government, civil society organisations and the general public were provided with the opportunity to contribute to debate on issues of national interest.

The advisers sought to maintain a relationship with the Media Association of Vanuatu (MAV), while seeking to avoid becoming involved in its internal politics, and with the Vanuatu Institute of Technology (VIT) journalism courses. They conducted several guest lectures and facilitated student work placements with the media fora.

*Feedback suggests that outreach should be a greater priority in the next phase.* Work is needed to:

- support the capacity building of the MAV by facilitating its access to activities available through AusAID’s new regional program of support for the media in the Pacific - Pacific Media Assistance Scheme (PACMAS) - refer to Section 11 of this report for more information

- support strategies to address capacity building in relation to the effective use of the media by both government and non government sectors
- support strategies to provide media skills development for journalists, government and non government personnel (eg. developing communication strategies, preparing media materials etc.)
- support strategies to build the skills of other members of the media eg. business planning, sales and marketing, journalism.

It is not proposed that the advisers conduct training but rather that they help facilitate access to opportunities available through other means (eg. through VIT or PACMAS).

## 5. Efficiency

**To assess whether the activity is managed to get value for money from AusAID's inputs of funds, staff and other resources, and to continually manage risks.**

### 5.1 *Memorandum of Understanding*

A Memorandum of Understanding between the GoV and the GoA formalised the arrangements for the program. Under the arrangement, GoA committed up to A\$2.9 million for the implementation of the program and the GoV committed to ensuring access to facilities and personnel and the facilitation of the necessary permits, clearances etc. Both parties met their obligations under the MOU.

### 5.2 *Management Committee*

The role of the Management Committee (MC) was 'to receive plans, agree to any changes of direction as the program evolves, adjust resourcing levels if needed and for general oversight'<sup>13</sup>. Membership was limited to the VBTC (Chair), ABC, AusAID, the Vanuatu National Council of Women (VNCW) and the Vanuatu Association of Non Government Organisations (VANGO). It has met three times since the commencement of the program. The minutes of those meetings indicate that the MC has provided a forum for open discussion on issues affecting the VBTC and thus, the program. It has also provided direction to the program in relation to specific activities and expenditure. The option of expanding membership was explored and it was agreed that there would be benefit in including a representative from the GoV to encourage greater involvement and commitment.

### 5.3 *Management and contracting arrangements*

A Record of Understanding (ROU) between the ABC and AusAID documents the management and coordination arrangements for the program including the roles and responsibilities of the partners, reporting requirements and financial management requirements. The program has been appropriately administered by the ABC's International Projects unit and all reports have been delivered on time and to a very high

<sup>13</sup> PDD. Section 8.4. Page 38.

standard. It is noted that there is no formal twinning agreement between the ABC and VBTC.

#### **5.4 Advisers**

Many of those interviewed (VBTC staff, GoV and external stakeholders) commented on the very high quality of the advisers working on the program. They brought with them well established reputations and many years of experience in public interest broadcasting in Australia and the Pacific. All had existing relationships which helped provide a foundation for their contributions. The Pacific Island background of the Program Development Advisor was particularly valued. AusAID also expressed a very high level of satisfaction with the work of the advisers.

#### **5.5 Risk management**

A review of the initial risk management plan<sup>14</sup> found that, in the main, risks have been well managed, both through the program design and during implementation. The MC provided a forum in which AusAID, VBTC and the ABC could formally raise issues and seek action. Risks where mitigation has been less than successful relate to ‘the lack of VBTC ownership’, those associated with poor governance (particularly inappropriate political interference) and financial management. The new Board Chair will hopefully make a difference in relation to governance and commitment and alternate options for managing the issues around financial management need further exploration.

#### **5.6 Procurement**

Procurement processes were carried out using ABC procurement guidelines. Where possible, goods were sourced from local suppliers.

#### **5.7 Cost benefit analysis/value for money**

A cost benefit analysis was not conducted as part of the program design and the value of the long term twinning relationship between the partners cannot be quantified. It is noted that long before the program commenced, the ABC provided support to the VBTC, and it is anticipated that long after the program ends, the relationship will continue.

## **6. Impact**

**To assess whether the activity produces positive or negative changes (directly or indirectly, intended or unintended).**

It is difficult to identify development impacts at this early stage. *Changes* that are evident are:

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<sup>14</sup> Annex 10 of the PDD.

- The capacity of Radio Vanuatu to fulfil its role as the national public service broadcaster<sup>15</sup> is growing as access, content and voice improve.
- Radio Vanuatu's representation of different opinions, issues and political views is developing. Talkback radio and media fora provide opportunities for the expression of different views. The development of investigative journalism skills is starting to result in improved quality and scope of reporting.
- Talkback shows are attracting callers from all over the country, including a small number from rural areas, women, young people and other disadvantaged groups
- Rural villagers indicate that they feel more a part of the country as they listened to the radio and participated in talkback, media fora and live telephone dedications
- Political interference seems to be reducing (for example, the Prime Minister's Office recently used due process to lodge a complaint rather than directly challenge the announcer)

*The scope of change needed to achieve the goal and purpose is considerable and significant results should not be expected at such an early stage in the process. Rather, it should be acknowledged that solid first steps have been taken towards ensuring that RadioVanuatu will contribute to nation building and that VBTC is moving forwards towards becoming an accessible, responsive and professional organisation.*

## 7. Sustainability

**To assess whether the activity appropriately addresses sustainability so that the benefits of the activity will continue after funding has ceased, with due account of partner government systems, stakeholder ownership and the phase-out strategy.**

### 7.1 Organisational Sustainability

At this stage organisational sustainability is questionable. This is not unreasonable as organisational change takes many years. However, limited progress on the implementation of key aspects of the VBTC's Development Plan is of concern. While the design intended that the program be integral to VBTC's own plans, there is some indication that VBTC management have not yet taken full ownership of the program objectives, regard the *Vois Blong Yumi Program* as a separate entity and have not been overly responsive to the implementation of some changes. It is also evident that the previous Board was not helpful in progressing organisational development. Hopefully this will change under the leadership of the new Chair whose request for a full internal review is indicative of a strong desire to drive change.

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<sup>15</sup> 'Public Service Broadcasting is broadcasting made, financed and controlled by the public, for the public. It is neither commercial nor state-owned, free from political interference and pressure from commercial forces. Through PSB, citizens are informed, educated and also entertained. When guaranteed with pluralism, programming diversity, editorial independence, appropriate funding, accountability and transparency, public service broadcasting can serve as a cornerstone of democracy'. UNESCO. [www.unesco.org](http://www.unesco.org)

### 7.2 Technical Sustainability

Technical sustainability is constrained by lack of money and lack of capacity. Until VBTC is in a better financial position there is a risk that funding will not be directed to equipment maintenance as has occurred since the Corporation was formed in 1993. While good progress has been made in developing the skills of technical staff, further capacity building is needed. The improvements in voice and content, while commendable, are still, in part, dependent on the presence of the advisers. More work is needed to ensure that the changes continue after the program ends.

### 7.3 Financial Sustainability

According to the financial study, VBTC is technically insolvent. This impacts on the sustainability of all aspects of the program. As financial viability is critical to the future of VBTC even greater attention needs to be paid to this area in the next phase of the program. This should include supporting VBTC to put in place processes to ensure proper financial management and assisting VBTC to place itself on a sound financial footing. The latter should include support to build the commercial capacity of the organisation.

## 8. Monitoring and Evaluation

**To assess whether the monitoring and evaluation framework effectively measures progress towards achieving objectives.**

The PDD provides a detailed framework for monitoring and evaluation (M&E) that seeks to embed information gathering and analysis within VBTC's own systems and processes. The following matrix summarises the program's response/use of the framework.

| M&E level  | Proposed tools  | Comments   |
|--|---|--|
| <b>Impact level</b><br>(against the goal and purpose)                              | An independent evaluation (referred to in the design as an Independent Completion Review) | This report documents the findings of the evaluation team/completion review. It is too early to properly assess the impact of the program. At best the team has been able to assess outputs, identify some outcomes and suggest <i>likely</i> impacts. Refer Attachment F. |
| <b>Country program level</b><br>(against the program's three strategic objectives) | Independent annual monitoring   | Monitoring has occurred through reports to AusAID and three MC meetings. There has been limited independent annual monitoring against the country strategy objectives (some monitoring was provided in the first year by the Post's Performance Adviser)                   |
| <b>Program level</b><br>(against the components)                                   | Organisational climate survey<br><br>Financial study                                      | The climate survey was carried out in July 2007 and will be replicated in April 2009.<br><br>The study was conducted in February 2008. The Finance Adviser supports the VBTC to monitor its financial situation. Comment is provided in quarterly and six                  |



| M&E level  | Proposed tools  | Comments  |
|--|---|---|
|  | <p>Licence applications</p> <p>Reports by ABC and VBTC technicians on reach.</p> <p>Audience survey</p> <p>Program content analysis</p> <p>Track the involvement of other media stakeholders in VBTC activities/other initiatives</p>             | <p>monthly reports.</p> <p>Information on licences is now publicly available.</p> <p>A transmission survey was carried out in June 2007. A second survey will be carried out after the Shortwave Project is implemented.</p> <p>All progress reports provide information on access.</p> <p>An audience survey was conducted in November 2008 and will be repeated in late 2009/early 2010.</p> <p>A program content analysis was conducted in 2007. Ongoing comment on programs is provided in reports.</p> <p>Comment is provided in reports to AusAID and the MC on an ongoing basis.</p> |
| <b>Activity Level</b><br>(includes program management and the effectiveness of the partnership)                          | <p>Six monthly reports to the MC</p> <p>Quarterly reports to AusAID and VBTC.</p> <p>Annual acquittals/reporting to AusAID.</p> <p>Annual reporting to Management Committee</p> <p>Annual review of relationship issues based on above tools.</p> | <p>Done. Reports are readable and informative. They identify both progress and challenges.</p> <p>Done. As above.</p> <p>Done.</p> <p>Done. As above.</p> <p>Discussions relating to the VBTC-ABC relationship take place every six months between the GM VBTC and the OD Adviser. On his visits, the Project Director has also reviewed the relationship with the GM and discussed issues. The relationship has also been discussed at meetings with AusAID. There has been no tripartite review discussion on the matter.</p>   |
| <b>Gender</b><br>(the extent to which gender equality is advanced in VBTC's broadcasting output and VBTC as an employer) | <p>Annual report to Management Committee</p> <p>Annual monitoring</p>   | <p>Gender is directly discussed in all reports. They touch on:</p> <ul style="list-style-type: none"> <li>- how a gender perspective is incorporated into policies etc</li> <li>- program changes to meet the needs of women</li> <li>- female participation in activities</li> </ul>   |
| <b>Other cross cutting issues</b><br>The AusAID Post also asked for reporting on   |   | <p>These issues are discussed in all quarterly and annual reports.</p>  |

| M&E level  | Proposed tools | Comments |
|--|----------------|----------|
| other cross cutting issues – youth, HIV/AIDS and rural voices. |                |          |

Key points to note are:

- The various baseline studies will be of use to assess the impact of the program *given time*. While the evaluation team had neither the time nor the resources to replicate these studies there are plans to do so by the program in mid 2009/ early 2010.
- While the aim was to ground M&E in VBTC's systems and processes much of the monitoring has been carried out through reports generated by the program and via the Management Committee. This is an indication that the program is not yet an integral part of VBTC's operations.
- Contrary to what was proposed in the PDD, AusAID did not appoint an independent media person/team to provide annual external monitoring or a *Program Strategist*, independent of the program 'to ensure that the program is correctly positioned over time to contribute to AusAID's country program objective of improved governance through strengthening the stability and reach of key institutions'<sup>16</sup>. During the first year, the Post's Performance Adviser fulfilled this role. After her departure oversight has been provided by the Senior Program Officer and First Assistant Secretary.
- AusAID involvement has been relatively 'hands off' as it was confident that it was being kept informed through reports and MC meetings and that the program was being effectively implemented through the ABC and its advisers. Conversely, the advisers indicated that they would have appreciated greater feedback and closer engagement with AusAID.
- The Program Director has indicated a desire to engage in more strategic discussions with AusAID on issues to do with development and the media. Given the scope of the ABC's involvement in the Pacific through AusAID this merits consideration.

The monitoring processes were adequate, however, external monitoring could have provided greater direction created the potential for stronger interventions when problems arose (such as problems with buy in) and facilitated closer engagement between the partners. It is proposed that some form of independent monitoring be put in place for the next phase of the program – either a media expert or a program strategist.

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<sup>16</sup> Program Design Document. Page 35.

## 9. Gender Equality and other Cross Cutting Issues

To assess whether the activity advances gender equality and promotes women (considering the four dimensions of gender equality: access, decision-making, women's rights, capacity building).

### 9.1 Gender

'Radio can play a key role in fostering more equitable gender relations and in providing information to women'<sup>17</sup>. To ensure that this happens radio must be accessible to women and must provide content of relevance and interest to women.

The audience survey established that women access radio less often than men (63% of men and 47% of women say that they have listened at some time)<sup>18</sup>. Interviews conducted by the evaluation team with rural women suggest that their access is limited by the lack of time as well as the lack of availability of radios. On Santo, both males and females advised that women were too busy with their duties to listen to the radio. Reception is also clearly a determinant. Both sexes indicated an interest in news and current affairs. There was little evidence that men controlled access to radios, rather that the few radios available were turned on when they had batteries or solar power and women listened if they were not busy with children, cooking, cleaning or gardening.

Talkback radio was a particular favourite although one female suggested that 'talkback is for men'. This view most likely comes from the predominance of male callers. While VBTC and the program is working with Radio Vanuatu to ensure women are encouraged to call, and that topics of particular interest to women are discussed, there is still some way to go until equal access is achieved.

Information available on radio is clearly of interest, and use, to women. For example, the Sanma Counselling Centre (women's refuge) in Luganville indicated that approximately 40% of their clients visited or called the Centre after they had learnt about their services through the radio. They anticipate an increase in such referrals when reception is restored to the outer islands.

Most data documented in the report from the audience survey is not gender aggregated, hindering gender analysis. *Any future surveys should ensure that gender aggregated data is part of the reporting.*

While the program has encouraged the involvement of women in media related activities (for example, ensuring women chaired some media fora during the elections; ensuring women are invited onto discussion panels for talk back) there is still much to be done to ensure that women and their interests are appropriately represented through Radio Vanuatu (for example, in choosing topics for talkback that are of particular interest to women and encouraging more women to use talkback to air their views).

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<sup>17</sup> PDD. Page 43.

<sup>18</sup> *National Survey of Media Usage 2008*. Page 5.

Within VBTC the program has aimed to progress the capacity of women through access to program related activities (for example, two of the three attachments to Australia were female) however it is acknowledged that there are still many challenges to overcome in relation to attitudes and expectations of women.

## **9.2 Youth**

A media forum, specifically targeting (women's and) youth issues was conducted in the lead up to the election with great success. Less successful have been efforts to gain interest from youth groups in the development of programs under the Program Bank, however discussions are progressing with a number of NGOs who have youth programs. The new program format has some segments that specifically target young people but its effect is not yet evident. Feedback from young people in the rural village visited by the evaluation team expressed considerable interest in news and talkback and a small number (male) had called talkback to express their views. Providing further opportunities for young people to use the media to share their views is an area that would benefit from greater attention in the next phase of the program.

## **9.3 HIV/AIDS**

Vanuatu has an HIV/AIDS and sexually transmitted infections strategic plan that places considerable emphasis on the role of the media in education and information however the plan is relatively poorly resourced and in the early stage of implementation. HIV is often raised in the context of broader health programs, including on talkback radio. It should be noted that through AusAID support to the National AIDS Council, the MAV has worked in partnership with the Vanuatu Family Health Association to raise awareness on HIV/AIDS in the country. Such partnerships should be encouraged in future. A favourite program is *Famili blong Sarah*, a radio drama produced by Wan Smolbag Theatre and based around the life of a nurse (Sarah) who works in a HIV clinic. The national audience survey identified a demand (of 74%) for more programs on health which offers future opportunities.

The Northern Care Youth Clinic<sup>19</sup> in Luganville reported seeing an increase in clients after their weekly radio program aired through Radio Vanuatu's locally based Studio 5 North. A total of 159 clients in 2008 reported coming to the clinic after hearing their radio program compared to 134 in 2007. Some of these clients actually travelled from outer islands such as Pentecost, Ambae, Malekula and Malo.

One stakeholder made the point that whilst radio is an important means of raising awareness on HIV/AIDS it cannot provide all the information that people need. There are parts of HIV/AIDS awareness raising (such as condom use and responding to specific questions from people on sensitive issues) that requires the physical presence of an educator with the target audience.

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<sup>19</sup> A clinic providing services and advice in relation to STIs, HIV, family planning and reproductive health to young people.

#### 9.4 Rural voice

In late 2008, 500 solar powered battery less radios were distributed throughout the country through a competition funded by the program. How they are used is unknown – a small follow-up survey would provide useful data for a future evaluation. The restoration of the mediumwave service has improved reception to many rural areas, evident from the often remote location of calls coming in to talkback shows. This will improve further with the shortwave project. The introduction of affordable mobile phones throughout the country has complimented the implementation of talkback (almost every man, women and child in the rural village visited by the team owned a solar powered mobile phone) and provides Radio Vanuatu with even greater opportunities to hear from those outside the urban areas.

There is a strong demand for more local content on radio from listeners, NGOs, government departments and educational institutions. VBTC has one location outside Port Vila (at Luganville on Santo) and local stakeholders indicated that they valued the opportunity to have their local material aired. Interestingly, most were also confident about talking on radio (after the first time!) and did not feel they needed training. Community broadcasting was raised as an option as was more outplaced VBTC locations and roving reporters. It is likely that pressure for more rural content will increase once reception is restored across the country. This is an area for further exploration.

## 10. Analysis and Learning

**To assess whether the activity is based on sound technical analysis and continuous learning.**

The evaluation confirms that the design was based on sound technical analysis and its progress was based on ‘progressive engagement’. The ABC’s program monitoring tool shows that, in the main, second year program activities *emerged* from the initial activity schedule, *informed* by the VBTC Development Plan. MC meeting minutes confirm that there was ongoing discussion about where to focus the resources of the program.

*While using the VBTC’s plan is conceptually sound, the lack of a jointly owned program/partnership plan with clearly defined (and achievable) indicators has made evaluation difficult.* Future phases of the program need to ensure that there is clarity about how the program will assist with the achievement of VBTC plans and establish indicators for evaluation purposes.

Lessons learned from this first evaluation include:

- *Radio does make a difference to people’s lives* – as feedback from the many stakeholders confirm radio has the potential to make a significant development impact.
- *Reception is the most critical factor at this time.* Feedback constantly emphasised the point that reasonable reception was critical to people’s interest in listening to

radio. Without good reception, the potential for achieving development impacts is limited.

- *Policies can be effective in providing managers and staff with a basis on which to better manage poor practices.* This was demonstrated by the editorial policies that have helped manage inappropriate political interference in VBTC. That experience showed that the policy development process, involving key stakeholders, was as important as the final document.
- In program management terms, while it is easy to *intend* to integrate planning and monitoring into local systems, the reality of doing so is difficult. The transition from the old approach (which involves separate plans and separate reporting prepared by technical advisers) to the new approach will take time - all partners need to understand how the processes will occur and there must be confidence in local plans and reporting systems. An interim approach involves bringing both local systems and donor monitoring processes together.
- As always, *change takes time*, particularly organisational change. Changing the technical aspects of an organisation is relatively straight forward (for example, installing new equipment or establishing a new schedule). The challenge lies in ensuring the internal and external enabling environments also change.

## 11. Recommendations

In making the recommendations the following issues were considered:

- AusAID is funding a new, long term, regional program to support media for development in the Pacific. The Pacific Media Assistance Scheme (PACMAS) has seven components: 1. Skilled media organizations 2. Skilled media associations 3. An enabling media policy environment 4. Regional content, production and exchange 5. Regional access and distribution 6. Viable public service broadcasting 7. Civil society for voice and accountability. Components will be delivered through several different agencies including the ABC, the Pacific Islands News Association (PINA) and the Pacific Islands Association of NGOs (PIANGO). The components focus on areas of direct relevance to VBTC and media stakeholders in Vanuatu. *While it offers a range of possibilities for Vanuatu, PACMAS has only just commenced and is unlikely to be fully operational for some time (possibly early in 2010).*
- While there is still a great deal of work to be done with VBTC to consolidate, and expand on the work carried out during the first phase of the program, it was anticipated that, over time, support would broaden out to other elements of the media. Feedback suggests that other media service providers (print and radio) would benefit from access to capacity building in areas such as investigative journalism, management and sales and marketing. Government agencies and NGOs indicated a need to build capacity in the development of media strategies as well as the preparation of media materials. For example, some agencies and NGOs have

indicated that they are not maximising the media in the delivery of their development programs. *Greater attention should be paid to outreach.*

- Rural communities are seeking more local content i.e.: more content from their island/region and a greater voice. A range of options were proposed including the development of community based radio stations, the decentralisation of VBTC to locations in each province and the use of ‘roving reporters’. *Options to provide rural communities with greater input into radio need to be explored.*

The team considered three options:

- (a) That AusAID discontinue the *Vois Blong Yumi program* on 30 April 2009 with ongoing assistance to be provided through PACMAS.
  - This option is aligned with AusAID’s greater emphasis on regional strategies of support and would be a less costly option
  - Vanuatu would benefit from the lessons from other countries in the Pacific
  - Its main disadvantage is that VBTC would not receive the level of attention it currently receives
- (b) That AusAID continue to fund the *Vois Blong Yumi program* for at least another year and make a decision in early 2010 if it is to continue further or if support is to be provided only through PACMAS.
  - This option provides VBTC and the GoV with the opportunity to demonstrate their commitment to better governance and management under the new Board/new Government<sup>20</sup>.
  - It will also allow time for PACMAS to become fully operational.
- (c) That AusAID and GoV develop a new design that takes into account the support provided through PACMAS
  - A new design is most appropriate when there is to be *significant change* in the direction or structure of a program. That is not yet the case in Vanuatu.

***The team recommends that the program be extended for one year until June 2010 (Option b).*** At this stage, the changes needed to the program are more to do with the *focus* of its activities rather than the overall design. It is also too early to determine how PACMAS will be best able to support Vanuatu, recognising that in the longer term the opportunities provided through PACMAS should be taken into account.

The team also recommends that:

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<sup>20</sup> Note that an evaluation could typically recommend that AusAID discontinue support for a program where the governance and management issues (particularly financial management) are of such concern that long term sustainability is unlikely - as is the case with VBTC.

- the specific activities to be carried out during the next phase of support should be developed through a planning process, drawing on the internal review, the findings of the evaluation team and the other plans of VBTC. The plan should be developed with participation from VBTC, the ABC, AusAID and the Management Committee. There would be advantages in having some representation from the evaluation team. The plan should place its focus on governance and management and on outreach activities (i.e. Components 1 and 4) while continuing to support improvements through Components 2 and 3. The nature of resources required to implement the plan should form the basis for the budget for 2009/2010.
- During the twelve month period there should be rigorous monitoring and discussion through brief monthly meetings with AusAID, VBTC and the ABC. MC meetings should continue to occur on a six monthly basis.
- If there is a demonstrated commitment from the GoV and VBTC management to improvements in governance and management, ongoing bilateral support should continue after 2010. If there is limited or no progress in these areas, then discontinuation of the bilateral program should be considered as ongoing support can be provided to Vanuatu through PACMAS.



## **Attachment A: Terms of reference**

### **INDEPENDENT EVALUATION OF AusAID's "VOIS BLONG YUMI" PROGRAM OF SUPPORT TO THE VANUATU BROADCASTING AND TELEVISION CORPORATION February - March 2009 TERMS OF REFERENCE**

#### **Purpose**

- i. The purpose of the independent evaluation is to provide a valuable counterbalance to existing self assessment tools for AusAID's Vois Blong Yumi Program in Vanuatu.
- ii. An Evaluation Report will be produced to assess progress against objectives and inform the design of any follow-on phases.

#### **Background**

Australian international development assistance is increasingly directing support towards building demand for better governance in Vanuatu. This reflects a range of recent analyses, including the 2007 *Drivers of change* study, which highlighted the crucial role demand plays in strengthening governance and addressing corruption. The flagship partnership under the Demand for Better Governance initiative is with Vanuatu's national public broadcaster, the Vanuatu Broadcasting and Television Corporation.

Australia currently provides funding of up to \$2.9 million over two years for the implementation of the "Vois Blong Yumi" program of support to the Vanuatu Broadcasting and Television Corporation (VBTC). The Program goal is to support the achievement of VBTC's vision for Radio Vanuatu, which will be clarified by the end of the program of support. Assistance is from June 2007 until June 2009. The program purpose is to support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC.

The Vois Blong Yumi Program focuses on nation building by way of support for a national service which can reflect the concerns, interests, languages and current affairs of Vanuatu. In particular, it focuses on rebuilding the national radio service so that it can be used to promote knowledge for social and economic issues such as HIV/AIDS, gender equity, agricultural development. While the focus is particularly on Radio Vanuatu, this is underpinned by organisation development of the VBTC, with some small scale support for other media stakeholders. The program approach is one of progressive engagement over the long term.

#### **Program Components**

The Vois Blong Yumi program is implemented under four main components:

**Component 1: Governance and Organisation Development** – this involves a financial analysis to assist in management and decision making, a survey of the

organisational climate, an organisational change plan, a revision of licensing procedures and minor building refurbishment.

**Component 2: Access** – this is addressed through the development of a transmission strategy. Technical stabilisation of equipment and capacity building of staff is also a focus to address the technical quality and reliability of broadcasts.

**Component 3: Voice and Content** – an audience survey provides information on which to base program development. Editorial and program policies have been developed to address issues of accuracy, impartiality and objectivity. A program bank mechanism lays the foundations of more contemporary programming and reinvigorates content. News and current affairs are also supported, as are the interactive and scheduling capacity.

**Component 4: Outreach** – support to other stakeholders will identify opportunities for support to broader media development than the Radio Vanuatu and the VBTC.

## Key Documents

The following are key documents for the Program:

- The Program Design Document dated 18 December 2006;
- Schedule of ROU with ABC;
- Australia-Vanuatu Joint Cooperation Strategy 2005-2011;
  - Demand for Better Governance thematic strategy
  - AusAID's Gender Policy
  - ABC's Progress Reports and Financial Acquittals in relation to the program
  - Minutes of Program Management meetings
  - the Vanuatu Government's *Priorities and Action Agenda 2006-2011*
  - *The Unfinished State: Drivers of Change in Vanuatu 2007*

## Management and Technical Assistance

The Program works with Radio Vanuatu as a specific service, and the VBTC as the organisation responsible for delivering this service. The program is implemented, managed and monitored by the Australian Broadcasting Corporation (the ABC) through a twinning arrangement between the ABC International Projects Unit and Radio Vanuatu. The VBTC and Government of Vanuatu, the ABC and AusAID form the core of the Management Committee which has oversight of the program. In addition, NGO representatives from the Vanuatu National Council of Women and the Vanuatu Association of NGOs sit on the Committee.

The ABC provides two in-country advisers, an Organisational Development Adviser (and in-country Team Leader) and a Program Content Adviser. The advisers report to the VBTC General Manager for General Operations.

## The Need for an Independent Evaluation

The Vois Blong Yumi Program was designed such that ongoing building of knowledge of the sector and 'drivers of change' would allow the Program to develop into a more multi-

stakeholder partnership involving the print media, and other stakeholders, including drawing on the regional initiative currently in concept development phase. Similarly, through the relationships developed over time, the Program intends to be more directly positioned to ‘foster both demand for and supply of good governance for poverty reduction and sustainable development.’

While the ABC has provided regular progress reports for the Program, AusAID’s quality assurance processes require an independent evaluation of the effectiveness of the Program. Given that the original design of the media strengthening program was intended as one of progressive engagement, with a two-year pilot, it is anticipated that, pending recommendations from the evaluation, a design of a follow-on phase may be necessary.

The independent evaluation will be conducted both in Vanuatu and Australia during the first two weeks of February 2009. Subject to the assessment provided, a design for the follow-on phase of the Vois Blong Yumi program will be conducted two to four weeks after the evaluation during late February/early March 2009.

### Scope of Services

The Independent Evaluation Team will assess the performance of the Vois Blong Yumi Program. The team will comprise an external evaluation expert, who will be team leader, and a Vanuatu-based media professional. In addition, AusAID and the ABC may provide representatives as observers. Evaluation Team members who are not based in Vanuatu will be expected to travel to Vanuatu to undertake the evaluation.

Collective skills for the Evaluation Team should include:

- Monitoring and evaluation expertise;
- Relevant technical expertise;
- Local knowledge;
- Consultative and participatory research methods;
- Gender equality analysis skills; and
- Appropriate analytical, research and report writing skills.

The Team is required to produce an Independent Evaluation Report, a Concept Note and a Quality at Implementation Report in the required AusAID format.

### Detailed Discussion of Services

The Independent Evaluation Team shall provide the following services:

- a) **Produce an Independent Evaluation Report evaluating AusAID’s Vois Blong Yumi Program of support to the Vanuatu Broadcasting and Television Corporation**, based on the following criteria for evaluating development assistance:
  1. **Relevance:** to assess whether the activity contributes to higher level objectives of the aid program (outlined in country and thematic strategies).
  2. **Effectiveness:** to assess whether the activity achieves clearly stated objectives.

3. **Efficiency:** to assess whether the activity is managed to get value for money from AusAID's inputs of funds, staff and other resources, and to continually manage risks.
4. **Impact (where feasible):** to assess whether the activity produces positive or negative changes (directly or indirectly, intended or unintended). The degree to which the various aspects of impact can be assessed will vary according to the nature and duration of the activity. Whether impact can be assessed, or the way impact can be assessed, will need to be determined by the Independent Evaluation Team. Impact will not be rated.
5. **Sustainability:** to assess whether the activity appropriately addresses sustainability so that the benefits of the activity will continue after funding has ceased, with due account of partner government systems, stakeholder ownership and the phase-out strategy.
6. **Monitoring & Evaluation:** to assess whether the monitoring and evaluation framework effectively measures progress towards achieving objectives.
7. **Gender Equality:** to assess whether the activity advances gender equality and promotes women (considering the four dimensions of gender equality: access, decision-making, women's rights, capacity-building).
8. **Analysis & Learning:** to assess whether the activity is based on sound technical analysis and continuous learning.

The format for the Independent Evaluation Report is to be consistent with that of AusAID's Independent Progress Report – see Annex A.

Anti-corruption should be assessed as a cross-cutting issue as part of the relevant evaluation criteria.

b) **Produce a Quality at Implementation Report** and scores

See Annex B which is the AusAID Guideline Completing a Quality at Implementation Report.

c) **Produce a Concept Note** for the next phase.

It is anticipated that a next phase will be required. If during the evaluation this is doubtful, then the Team Leader is to advise and consult with AusAID as soon as this becomes apparent.

### **Evaluation Methodology**

In undertaking the above, the Independent Evaluation Team is required to:

- Review the key documents
- Draw on any additional information considered appropriate to contribute to the report.
- Undertake a two-week field visit to Port Vila, Vanuatu in early February 2009 to consult with key stakeholders (within VBTC, non-state actors, relevant government

- departments and donors). The team will be required to make a rural visit to an outer island.
- Consult with the ABC via telephone and email, as well as in person during the Vanuatu in-country visit.
  - Conduct a key stakeholders workshop to gather external feedback about the Vois Blong Yumi Program.
  - Prepare an Independent Evaluation Report and a Quality at Implementation Report (in formats as specified in Annex A and B) to be submitted to AusAID by 6 March 2008. The Evaluation Report will be organised according to the Independent Progress Report Template (Annex A).
  - Prepare a Concept Note for the next phase of support.

## **Outputs**

The following Outputs are required:

- Output 1 – Aide Memoire in a structure agreed by AusAID on completion of in-country mission as one signed hardcopy and one electronic copy in a format compatible with Microsoft Office 2003 (eg Word 2003);
- Output 2 – Independent Evaluation Report by x February 2009 as one signed hardcopy and one electronic copy in a format compatible with Microsoft Office 2003 (eg Word 2003); and,
- Output 3 – Quality at Implementation Report and scores by x February 2009 as one signed hardcopy and one electronic copy in a format compatible with Microsoft Office 2003 (eg Word 2003).
- Output 4 – Concept Note for further phase by x February 2009 as one signed hardcopy and one electronic copy in a format compatible with Microsoft Office 2003 (eg Word 2003). The Concept Note is to be in a format consistent with Annex C.

Payments associated with Outputs will be on AusAID acceptance that the Output meets its requirements and is of a standard expected of a professional working in the sector.

## **Duration**

The Team Leader shall commence the Services outlined in this Terms of Reference on 5<sup>th</sup> February 2009 and complete all Outputs before 6 March 2009. A maximum of x consulting days is allocated for these Outputs.

## **Reporting Requirements**

The Team Leader is required to provide an Aide Memoire (Output 1) to AusAID detailing initial findings from the in-country mission. The Aide Memoire will be provided prior to departing from Vanuatu.

The Team Leader has the prime responsibility to collect information, analyse and produce all reports.

The main body of the Evaluation Report (Output 2) should be a maximum of 25 pages. Key contents are:

- An executive summary (which should be able to be read as a stand alone document);
- Background on the Vois Blong Yumi program;
- And outline of the evaluation objectives and methods;
- Findings against the evaluation questions;
- Evaluation criteria ratings; and
- Conclusions and recommendations.

Quality at Implementation Report and scores (Output 3) are required.

The Concept Paper (Output 4) drawing on conclusions and recommendations from the Evaluation Report will address a further phase. The Concept Paper is required except if AusAID agrees otherwise in writing.

The templates for the **Independent Progress Report (to be used for the Independent Evaluation Report) and Quality at Implementation Report** can be found at Annexes A and B respectively. These reports are to be received by AusAID in electronic format by x February 2009 and the signed hardcopies shortly thereafter. The reports should be emailed to Anna Naupa, Senior Program Officer, AusAID Port Vila ([anna.naupa@dfat.gov.au](mailto:anna.naupa@dfat.gov.au)).

### Next Steps

The Independent Evaluation, QAI Report and Concept Note will be subject to AusAID's quality processes as appropriate such as peer review. Subject to the feedback provided such as from a peer review panel, AusAID is likely to proceed to the design of a follow-on phase of activities. Recognising the advantages of continuity, AusAID may seek to engage members of the Evaluation Team to participate in the design for the next phase.

Terms of reference will be prepared accordingly. Should further design be recommended, the selected team will be expected to undertake an in-country mission of 2 weeks during March 2009. This should allow for smooth follow-on from the existing phase.

### Annexes:

- A. Guideline and Template on Preparing an Independent Progress Report
- B. Guideline and Template on Completing a Quality at Implementation Report
- C. Guideline Managing the Development of a Concept

## Attachment B: Source documents

| Date    | Author                  | Document Title  |
|---------|-------------------------|---|
| 2009    | ABC                     | Project Monitoring Tool   |
| 2006    | AusAID                  | Vois Blong Yumi – Program of Support to Vanuatu Broadcasting and Television Corporation (PDD) |
| 2007    | AusAID                  | Gender equality in Australia’s aid program – why and how                                      |
| 2007    | AusAID                  | The Unfinished State: Drivers of Change in Vanuatu  |
| 2008    | AusAID                  | Australian Development Assistance to Vanuatu 2008-09  |
| 2005    | AusAID/Govt of Vanuatu  | Australia-Vanuatu Joint Development Cooperation Strategy 2005 - 2010                          |
| 2007    | GoA/GoV                 | Memorandum of Understanding for Vois Blong Yumi Program                                       |
| 1992    | Government of Vanuatu   | Broadcasting and Television Act No. 3 of 1992, 3. (1)   |
| 2006    | Government of Vanuatu   | Priorities and Action Agenda 2006 – 2015  |
| 2007    | Government of Vanuatu   | Vanuatu National Plan of Action for Women 2007 - 2011   |
| 2008    | Government of Vanuatu   | National Strategic Plan for HIV and Sexually Transmitted Infections 2008 – 2012               |
| 2007    | SPC/UNESCO              | Pacific Women in Media Action Plan  |
| 2008    | VBTC                    | VBTC 2008 -2009 Development Plan  |
| 2008    | VBTC                    | Statement of Financial Performance for period ending 31 December 2008                         |
| 2009    | Vois Blong Yumi Program | Scoping Study for Review of the Vanuatu Broadcasting and Television Act                       |
| 2008    | Vois Blong Yumi Program | July – December 2008 Six Monthly Report   |
| 2008    | Vois Blong Yumi Program | National Survey of Media Usage 2008   |
| 2008    | Vois Blong Yumi Program | Report of the Financial Management Adviser at 31 December 2008                                |
| 2008    | Vois Blong Yumi Program | Financial Study of VBTC   |
| 2007/08 | Vois Blong Yumi Program | Minutes of the Management Committee – August 2007, February 2008, November 2008               |
| 2007/08 | Vois Blong Yumi Program | Annual, Six Monthly and Quarterly Progress Reports – various                                  |
| 2007    | Vois Blong Yumi Program | Organisational Climate Survey   |

## Attachment C: List of people/agencies consulted

| Name                  | Organisation                                  | Position                                | M | F |
|-----------------------|---|---|---|---|
| Edward Nipake Natapei | Vanuatu Government                            | Prime Minister                          | 1 |   |
| Pablo Kang            | Australian High Commission                    | Australian High Commissioner            | 1 |   |
| Nick Cumpston         | AusAID  | Counsellor                              | 1 |   |
| Linda Gellard         | AusAID  | First Secretary                         |   | 1 |
| Anna Naupa            | AusAID  | Senior Program Manager                  |   | 1 |
| Harold Obed           | Australian High Commission                    | Public Affairs Officer                  | 1 |   |
| Simeon Athy           | Prime Minister's Office                       | Director General                        | 1 |   |
| Nikenike Vurobaravu   | Prime Minister's Office                       | First Political Adviser                 | 1 |   |
| Andrew Kausiama       | Prime Minister's Office                       | Private Secretary to the Prime Minister | 1 |   |
| George Pakoa Tarimanu | Prime Minister's Office                       | Public Relations Officer                | 1 |   |
| Domenic Friguglietti  | ABC International Projects unit               | Program Director                        | 1 |   |
| Michele Walliker      | ABC International Projects unit               | Program Manager                         |   | 1 |
| Godwin Ligo           | Capitol FM                                    | Capitol FM Board Chairman               | 1 |   |
| Moses Stevens         | Capitol FM / Media Association blong Vanuatu  | Station Manager / President             | 1 |   |
| Kiery Mannasah        | Daily Post Newspaper                          | Editor                                  | 1 |   |
| Marc Neil Jones       | Daily Post Newspaper                          | Publisher                               | 1 |   |
| Valentine N'Guyen     | Department of Finance                         | Acting Director                         |   | 1 |
| Kunal Patel           | Department of Finance                         | Finance Adviser                         | 1 |   |
| Rothina Ilo           | Department of Women's Affairs                 | Communications and Planning Officer     |   | 1 |
| Seman Dalesa          | Department of Women's Affairs                 | Women's Planner                         |   | 1 |
| Andy Lynch            | Disability Promotion and Advocacy Association | National Coordinator                    |   | 1 |
| Jerry Poilapa         | Disability Promotion and Advocacy Association | Sign Language Trainer                   | 1 |   |



| <b>Name</b>                     | <b>Organisation</b>                     | <b>Position</b>                       | <b>M</b> | <b>F</b> |
|---------------------------------|---|---------------------------------------|----------|----------|
| Jacques Charrier                | French Embassy                          | Education Adviser                     | 1        |          |
| Thomson Pakoa                   | Government Business Enterprise Unit     | Manager                               | 1        |          |
| Anjulia Brown                   | Live and Learn                          | Volunteer Project Officer             |          | 1        |
| Sophie Scott                    | Live and Learn                          | Volunteer Project Officer             |          | 1        |
| Mark Alick                      | Luganville Municipality                 | Town Clerk                            | 1        |          |
| Dickinson Tevi                  | Malvatumauri Council of Chiefs          | Kastom Governance Program Coordinator | 1        |          |
| Linda Gibson                    | Ministry of Lands                       | Public Relations Officer              |          | 1        |
| Amos Talu                       | Northern Care Youth Clinic (NCYC)       | Peer Educator                         | 1        |          |
| Charley Johnsen                 | NCYC                                    | Peer Educator                         | 1        |          |
| Kaltom Lesley                   | NCYC                                    | Peer Educator                         | 1        |          |
| Rosy Maso                       | NCYC                                    | Peer Educator                         |          | 1        |
| Sylvie Mera                     | NCYC                                    | Peer Educator                         |          | 1        |
| Anna Blessing                   |   | Nurse                                 |          | 1        |
| Chief John                      | Sarete Village, South Santo             | Community Leader                      | 1        |          |
| Pastor Lulu Nocks Vula          | Sarete Village, South Santo             | Community Leader                      | 1        |          |
| Sam Nocks Vula                  | Sarete Village, South Santo             | Community Leader                      | 1        |          |
| Serah Nocks Vula                | Sarete Village, South Santo             | Community Leader                      |          | 1        |
| Hilson Toaliu                   | Save the Children Australia             | Country Program Director              | 1        |          |
| Annie Philemon                  | Sanma Counselling Centre (SCC)          | Community Educator                    |          | 1        |
| Nadia Erick                     | SCC                                     | Front Desk Officer                    |          | 1        |
| Nancy Bule                      | SCC                                     | Junior Councillor                     |          | 1        |
| Pastor Fiana Rakau              | Talua Ministry Training Centre          | Principal                             | 1        |          |
| Bob Makin                       | The Independent Newspaper               | Editor                                | 1        |          |
| Blandine Boulekone              | Transparency International Vanuatu      | Chief Executive Officer               |          | 1        |
| Marie Noelle Ferrieux Patterson | Transparency International Vanuatu      | President                             |          | 1        |
| Peter MacFarlane                | University of the South Pacific         | Head of Law School                    | 1        |          |
| Ketty Napwatt                   | University of the South Pacific (USP) – | Coordinator                           |          | 1        |

| Name                  | Organisation                            | Position                            | M | F |
|-----------------------|---|-------------------------------------|---|---|
|                       | Luganville Sub Centre                   |                                     |   |   |
| Alfred Bani           | USP – Luganville Sub Centre             | Clerical Assistant                  | 1 |   |
| Henry Vira            | VANGO                                   | Secretary General                   | 1 |   |
| Peter Napwatt         | Vanuatu Agricultural College            | Principal / Chief Executive Officer | 1 |   |
| Manina Packete        | Vanuatu National Council of Women       | President                           |   | 1 |
| Tekon Timothy Tumukon | Vanuatu Quarantine Department           | Principal Plant Protection Officer  | 1 |   |
| Merilyn Tahi          | Vanuatu Women's Centre                  | Coordinator                         |   | 1 |
| Yvette Andrews        | Vanwods Microfinance, Luganville Branch | Senior Accounts Officer             |   | 1 |
| David Tevy            | VBTC Board                              | Chair                               | 1 |   |
| Fred Vurobaravu       | VBTC                                    | General Manager                     | 1 |   |
| Joe Harry             | VBTC                                    | Corporate Officer                   | 1 |   |
| Bruno Leingkone       | VBTC                                    | Deputy General Manager              | 1 |   |
| Olivia William        | VBTC                                    | Manager News and Current Affairs    |   | 1 |
| Samuel Taffo          | VBTC                                    | Manager Radio Vanuatu               | 1 |   |
| Warren Malenie        | VBTC                                    | Manager Technical Services          | 1 |   |
| Marie Noelle Kaltak   | VBTC                                    | Radio presenter                     |   | 1 |
| Ellenson Taurakoto    | VBTC                                    | Scriptwriter / Copywriter           |   | 1 |
| Stevenson Liu         | VBTC – Television blong Vanuatu         | Producer                            | 1 |   |
| Steven Abel           | VBTC – Television blong Vanuatu         | Technician                          | 1 |   |
| Christina Hanghankon  | VBTC / Studio 5 North                   | Journalist                          |   | 1 |
| Lily Rose Welwel      | VBTC / Studio 5 North                   | Journalist                          |   | 1 |
| Benbridge Tamata      | VBTC / Studio 5 North                   | Producer                            | 1 |   |
| James Moli            | VBTC / Studio 5 North                   | Station Supervisor                  | 1 |   |
| Arthur Edgell         | Vanuatu Institute of Technology         | Media Program Facilitator           | 1 |   |
| Johnety Jerrety       | Vanuatu Institute of Technology         | Teacher, Media Program              | 1 |   |
| Roger Jenkins         | Vois blong Yumi                         | Finance Adviser                     | 1 |   |

| Name                | Organisation            | Position                         | M         | F         |
|---------------------|-------------------------|----------------------------------|-----------|-----------|
|                     | Program                 |                                  |           |           |
| Jean Gabriel Manguy | Vois blong Yumi Program | Organisation Development Adviser | 1         |           |
| Francis Herman      | Vois blong Yumi Program | Program Development Adviser      | 1         |           |
|                     |                         |                                  | <b>49</b> | <b>28</b> |

### **Groups Consulted**

| Name of Group   | Location                          | Method of Consultation           | M         | F         |
|---|-----------------------------------|----------------------------------|-----------|-----------|
| Vanuatu Women's Centre –<br>Komiti Agensem<br>Vaelens Agensem<br>Woman (KAVAW)<br>Members | Port Vila                         | Written surveys                  |           | 55        |
| Radio Vanuatu listeners   | Shefa, Sanma, Penama<br>Provinces | Radio talkback show              | 19        | 6         |
| Sarete Village residents  | Sarete Village,<br>South Santo    | Group discussions                | 30        | 7         |
| Port Vila Market vendors  | Port Vila Market                  | Individual and group discussions | 2         | 20        |
|   |                                   |                                  | <b>51</b> | <b>88</b> |

**Total number of people consulted – 215 (99 Males – 116 Females)**

## Attachment D: Results of Radio Impact Survey – February 2009

A total of 77 people (75 females and 2 males) participated in this survey. Fifty five of these were women who attended the Vanuatu Women's Centre workshop in Port Vila in February 2009 and the rest were surveyed by the Evaluation Team at Port Vila Market on Monday 16<sup>th</sup> February 2009.

The survey seeks to gauge the general impact of the *Vois blong Yumi Program* on Radio Vanuatu's services. The eight questions were as follows:

- (a) Where do you live?
- (b) How old are you?
- (c) What level of education have you reached?
- (d) Do you listen to Radio Vanuatu?
- (e) If you listen to Radio Vanuatu, what program do you like listening to?
- (f) Why do you like this particular program?
- (g) Have you noticed any improvements in the quality of this program over the last two years?
- (h) Have you any further comments you would like to make about Radio Vanuatu?

The survey showed three things:

1. ***The first is that while radio reception has improved for some it is still an issue for many.*** Three quarters of respondents (75.3%) stated that they listen to Radio Vanuatu. Most of those who do not listen live in the provinces of Tafea (south Vanuatu) and Torba (north Vanuatu) or parts of the other provinces not currently reached (or only intermittently) by Radio Vanuatu. This critical issue of access was highlighted throughout this exercise with *a third of respondents who had noticed improvements in program quality citing radio reception as the main reason for improvement* and over two thirds (68.4%) of respondents who had not heard any improvements citing the same reason (i.e. poor reception). In the open comments about Radio Vanuatu (Question 8) half (50.0%) of the respondents referred to the need for radio reception to be improved. A woman from Matantas Village, Santo Island sums up the general feeling with her comment, '*No reception for a long time. Please make sure transmission is clear to all islands*'.
2. ***The second finding is that listeners have heard improvements in the quality of programs aired by Radio Vanuatu in the last two years.*** Almost half the respondents (45.5%) stated that they had noticed improvements in program quality compared to a quarter (27.3%) who had not heard any improvements (as explained above, *the majority of these respondents cited reception as the main factor*). Jointly with the respondents who cited improved reception above, *another third (33.3%) stated that*

***new programs – such as talk back shows – are an improvement to Radio Vanuatu’s services and are attracting more listeners.*** Several respondents individually surveyed at the Port Vila Market had called to make comments on radio talk back shows. ***Other reasons given for improvements in program quality include; better coverage of women’s issues (6.7%), programs more educational (6.7%), and more news, more informative, and more awareness raising programs (each 3.3%).***

3. Finally, the survey confirms feedback collected by the Evaluation Team from its review of documents and consultation meetings on the important role that Radio Vanuatu plays in informing people and making them feel part of Vanuatu. Just under a fifth of listeners (18.3%) made open comments on how important this service is for the people of Vanuatu. A mother from Lounala Village, on Tanna Island makes the comment that, ‘News (on the radio) helps with information that is useful for my children’s school work’. Another woman from Loviuvetu Village, Ambae Island states that, ‘It would be good to improve Radio Vanuatu services as it is the only access to information for us in the rural areas’. The five most popular programs cited by respondents were; News (30.3%), Talk back (16.8%), Telephone request (call in dedications) (7.6%), and Women’s Program (5.9%) and Religious Programs (5.9%). Whilst the choice of the last two programs can be attributed to the section of society surveyed this indicates the importance that radio plays in informing and supporting women in Vanuatu. The main reasons provided for the choice of programs were; access to information, facts, current developments (42.2%), hear about what is happening in Vanuatu (18.1%), hear about what is happening in other countries (8.4%), advice and awareness (7.2%), and entertainment (6%).

***In conclusion, the survey results indicate that the Vois blong Yumi Program has made a significant impact in improving Radio Vanuatu’s services particularly in the areas of access, and voice and content.*** While reception is still a major issue, there is positive feedback on improvements in access to parts of the country and also in programming particularly the new talk back shows.

It would be advantageous to take note of some of the suggestions to improving program quality. These include:

- more in depth report on some news items
- greater variety of programs
- greater coverage of social issues
- more local string band music.

It is clear that people expect Radio Vanuatu’s services to continue improving - 15% of general comments made (after comments on reception 50.0% and importance of radio 18.3%) refer to the need to improve programs. This woman from Burumba Village on Epi Island sums it all up for VBTC and the *Vois blong Yumi Program*, ‘I believe the journalists are professional and can improve their work with new ideas and programs’.



## Attachment E: Progress against VBTC Development Plan

*The following was provided by the VBTC General Manager. It shows progress against the VBTC Development Plan's organisational development priorities.*

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### ORGANISATION DEVELOPMENT PRIORITIES 2008-09

In order to fulfil its Public Interest broadcasting mandate and achieve a higher degree of financial and political independence over the period 2008-09, VBTC has identified the following organisation development priorities to be addressed over the next twelve months:

1. Improved financial management system and processes.
2. Clear management and reporting lines.
3. Effective management of Commercial Operations.
4. Policy development across key areas.
5. Technical and maintenance training.

#### 1. IMPROVED FINANCIAL MANAGEMENT SYSTEM AND PROCESSES

- Recruitment of a Financial Controller - Jul 08 ..... **Not done**
- Improved monthly financial reporting - Jul 08 ..... **Done**
- Accurate stocktake of all liabilities - Aug 08..... **Done**
- Better management of revenue and of costs and assets  
- Aug 08..... **In progress**
- Agreed system of financial delegation to Managers  
- August 08..... **Not done yet**
- Expenditure control through Executive Management  
Committee – July 08  
..... **Done**
- Reform-driven budget bid for 2009 – Jul/Aug 08..... **Done**

#### 2. EFFECTIVE MANAGEMENT AND REPORTING PROCESSES

- Clear roles, delegations and Job Plans for all managers  
- August 08..... **In progress**
- Improved productivity and accountability of staff  
- August/Oct 08..... **Ongoing**
- Clarity between commercial & public service  
revenue activities – Dec 08 ..... **Done**

- Monthly activity reporting and staff meetings – July 08... **Done**
- Address issue of leave owed to staff
  - August/Oct 08..... **Not done yet**
- Improved gender balance in staffing – July 08/ongoing.... **Ongoing**
- Clearer roles for the Board and that of the Executive
  - Oct 08..... **Not done yet**

### **3. PROFESSIONAL MANAGEMENT OF COMMERCIAL OPERATIONS**

- Plan and strategies for Business Development department..... **In progress**
- Net revenue targets for the department – August 08..... **Done**
- Professional management of FM 98 service..... **Not done yet**

### **4. POLICY DEVELOPMENT ACROSS KEY AREAS**

- Editorial Policies finalized and published – July 08..... **Done**
- Financial reporting and delegation – Aug 08..... **In progress**
- Complaints Handling process – Sept 08..... **Done**
- Basic copyright and Intellectual Property – Oct 08..... **Not done yet**
- Human Resources Development – updated Staff Manual – Dec 08..... **Not done yet**

### **5. TECHNICAL AND MAINTENANCE TRAINING**

- Sound engineering and recording skills upgrade
  - Sept 08..... **Not done yet**
- Basic studio maintenance system in place – Oct 08.... **Done**
- Basic OB equipment management skills upgrade – Sept 08..... **Done**
- Basic transmitter maintenance system in place – Nov 08..... **Not done yet.**



## Attachment F: Progress against the program goal, purpose and objectives

| Activity   | Implementation Progress/Outputs  | Likely outcomes/impact (to date)   |
|--|--|--|
| <b>Goal: To support the achievement of VBTC's vision for Radio Vanuatu</b>   | <ul style="list-style-type: none"> <li>Radio Vanuatu has developed its own vision and a development plan to support its achievement</li> </ul>   |  |
| <b>Purpose: To support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC.</b> | <ul style="list-style-type: none"> <li>Access has improved through emergency repairs of MW transmitters on Santo and Port Vila and should cover all of Vanuatu at the completion of the Radio Vanuatu Shortwave Restoration Project (not part of the Vois Blong Yumi Program)</li> <li>A new schedule, new programs (particularly talkback), new equipment and improved staff capacity are resulting in a much more professional and responsive Radio Vanuatu.</li> <li>Lack of progress in management and governance is undermining progress towards a well performing and respected VBTC.</li> </ul> | <ul style="list-style-type: none"> <li>There is more open reporting on sensitive issues, including politics, although there is still some way to go before staff are confident enough to report issues that may upset government, politically powerful individuals, or on events that may trigger repercussions.</li> <li>The news coverage during the election provided the people of Vanuatu with much greater information about the issues and an opportunity to participate in debate through the media fora and talkback.</li> <li>Listeners indicate that they consider news and talkback programs most important because 'it helps me feel I am part of the country'.</li> <li>Increased access and improved radio quality is drawing people back to Radio Vanuatu as a source of important information.</li> </ul> |

### Component 1: Governance and Organisation Development

**Objective: To improve the governance, management and operations of the VBTC.**

| Activity                                     | Implementation Progress/Outputs  | Likely outcomes/impact (to date)   |
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| <b>Output 1.1: Financial study completed</b> | <ul style="list-style-type: none"> <li>Financial study completed. Findings show that VBTC is in serious financial trouble.</li> <li>An agreement was reached with VBTC to appoint a Financial</li> </ul> | <ul style="list-style-type: none"> <li>There is raised awareness in VBTC of financial issues and some awareness of possible strategies to address financial concerns.</li> </ul> |

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|   | <p>Controller but they have not yet been able to source a suitable person.</p> <ul style="list-style-type: none"> <li>• Roger Jenkins was engaged as a Financial Adviser for one year to support financial capacity building. Financial reports are being produced and accounts staff and managers have been trained in financial management.</li> <li>• A Management Committee was formed to track the progress of the financial situation but it is not yet being used effectively.</li> </ul>                             | <ul style="list-style-type: none"> <li>• The commitment to appointing a Financial Controller is encouraging and suggests some commitment to properly addressing financial management issues.</li> </ul>   |
| <b>Output 1.2: Organisational climate survey completed</b>                | <ul style="list-style-type: none"> <li>• The survey was carried out and the report completed in mid 2007.</li> </ul>   | <ul style="list-style-type: none"> <li>• VBTC staff and managers are able to describe the challenges facing the corporation.</li> <li>• The survey will be replicated in late 2009 to assess changes/improvements in the climate of VBTC</li> </ul>   |
| <b>Output 1.3 : Organisational change plan completed and implemented</b>  | <ul style="list-style-type: none"> <li>• An organisational development plan, based on the findings of the survey (entitled <i>VBTC Development Plan</i>) was developed after considerable consultation with managers, staff and stakeholders. Progress on its implementation has been disappointing.</li> <li>• The VBTC Board requested advisers to develop a new management structure. The new structure reflected the need to separate commercial from editorial activities. Its implementation has been poor.</li> </ul> | <ul style="list-style-type: none"> <li>• The VBTC has a plan that aims to address organisational issues however the lack of progress in implementation is worrying. It is difficult to establish if this is due to lack of capacity and motivation or a desire to maintain familiar patterns of behaviour regardless of the detriment impact on the organisation.</li> <li>• <i>Without positive changes in management and governance technical gains are unlikely to be sustainable.</i></li> </ul>  |
| <b>Output 1.4: Revised licensing procedures developed and implemented</b> | <ul style="list-style-type: none"> <li>• The VBTC Board approved new broadcast licensing guidelines in March 2008 after a consultative process involving a small working group. They were formally approved by the Prime Minister in June 2008.</li> <li>• A scoping study was carried out by Prof. Jock Given to identify the changes needed to the Vanuatu Broadcasting and Television Act. There has been no action on the recommendations contained in the report.</li> </ul>  | <ul style="list-style-type: none"> <li>• New licences have been issued although their use has been hampered by other issues including lack of finances and reluctance by some VBTC managers to adopt transparent processes.</li> <li>• While there was some interest in progressing a review of the Broadcasting Act in the lead up to the election there has been no progress. The review identified governance issues that need to be addressed.</li> <li>• Encouragingly, the current PM identified the need to tighten the Act as a priority, including ensuring proper specifications for Board membership. This suggests a growing appreciation of the proper role of the Board.</li> </ul> |

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|   |  | <ul style="list-style-type: none"> <li>• <i>It is evident that there is a higher level of transparency although there is still some way to go.</i></li> </ul>   |
| <b>Output 1.5: Minor building refurbishments completed.</b> | <ul style="list-style-type: none"> <li>• A staff committee was formed to identify areas for refurbishment. Subsequently the VBTC toilets were refurbished in September 2007.</li> <li>• The program also supported the construction of a leaf house or 'namakal' in front of VBTC for use by staff at lunchtime and during breaks.</li> </ul>  | <ul style="list-style-type: none"> <li>• <i>Anecdotal evidence suggests that the minor refurbishments have had a positive impact on staff morale.</i></li> <li>• The nakamal is being well used and feedback suggests that it has contributed to improved morale.</li> </ul>  |
| <b>Output 1.6: Incentive Fund</b>                           | <ul style="list-style-type: none"> <li>• Guidelines were developed on the use of the fund after discussions with staff. The Fund has supported: <ul style="list-style-type: none"> <li>- the purchase of business cards for VBTC's news and radio managers</li> <li>- the purchase of caps, T-shirts and banner for staff for coverage of National Crime Summit</li> <li>- printing of 200 copies of the new VBTC editorial policies</li> </ul> </li> <li>• In addition, a Staff of the Month scheme was implemented after initial resistance from senior management.</li> </ul> | <ul style="list-style-type: none"> <li>• The impact of the incentive fund is difficult to determine however, as above, anecdotal evidence suggests that these small activities/rewards are supporting improvements in morale.</li> <li>• Staff indicated that those who worked in the areas covered by the program were a lot happier but the staff in the other areas felt left out and neglected (a concern).</li> </ul>                                    |
| <b>Output 1.7: Attachments</b>                              | <ul style="list-style-type: none"> <li>• Three staff successfully participated in attachments with the ABC in Australia (the Manager of Radio Vanuatu and two Radio Vanuatu presenters/producers (2 females/one male). The second two attachments were followed up by an ABC mentor/trainer visit to VBTC to support the transfer of learning gained at the ABC.</li> </ul>  | <ul style="list-style-type: none"> <li>• The reports prepared by the staff involved in the attachments and that prepared by the OD Adviser indicate considerable value.</li> <li>• In particular, the attachments of the two producers, followed up by an in country visit from the ABC mentor/trainer to help them implement their learning has been particularly effective and has resulted in improved programming and content on Radio Vanuatu</li> </ul> |

| <b>Component 2: Access</b><br><b>Objective: To extend the reach of Radio Vanuatu and improve the quality of reception.</b> |  |  |
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| Activity   | Implementation Progress/Outputs  | Likely outcomes/impact (to date)   |
| <b>Output 2.1: Transmission mapping survey completed</b>   | <ul style="list-style-type: none"> <li>Survey and report completed in June 2007. It was commissioned and paid for by the European Commission</li> </ul>  | <ul style="list-style-type: none"> <li>Survey results guided the development of the RV Shortwave Restoration Project.</li> </ul>   |
| <b>Output 2.3: Transmission strategy completed</b>   | <ul style="list-style-type: none"> <li>In June 2008, the Mgr Technical Services and Mgr Radio Vanuatu developed a draft future Transmission Strategy which was later approved by the Board.</li> </ul>   |  |
| <b>Output 2.3: Technical stabilisation achieved</b>  | <ul style="list-style-type: none"> <li>In November 2007 an ABC Radio Australia transmission specialist conducted a scoping visit and submitted a 'VBTC Stabilisation Report' on the upgrade of VBTC's broadcast studios and digitalisation of Radio Vanuatu. The recommendations were subsequently implemented using a local company. They included the refurbishment of 2 studio pairs and Production Studio 3 and the training of maintenance staff (still ongoing)</li> <li>An Interim strategy was developed and approved by the Board to resume shortwave broadcasting. Emergency repairs of MW transmitters on Santo and Port Vila improved the signal and enabled listeners in rural Santo, Maewo, Malo, Malekula, Ambrym and Ambae to hear RV for the first time in years. This remedial work was a stop-gap measure to get RV back on the air ASAP. Further transmitter repairs will be carried out as part of RV Shortwave Restoration Project.</li> </ul> | <ul style="list-style-type: none"> <li>Refurbishment of the studios and upgrade of the equipment has had an impact on the quality and professionalism of the service provided by Radio Vanuatu.</li> <li>Feedback from listeners indicate that transmission quality has improved in some areas. However there are still many parts of Vanuatu that do not receive a clear signal or any signal.</li> <li><b><i>Reception was the most important issue raised by all those from rural areas.</i></b></li> </ul> |

| <b>Component 3: Voice and Content</b>   |   |  |
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| <b>Objective: To develop program content that serves people's needs.</b>              |   |  |
| <b>Activity</b>   | <b>Implementation Progress/Outputs</b>  | <b>Likely outcomes/impact (to date)</b>  |
| <b>Output 3.1: Current program schedule analysed to provide baseline information.</b> | <ul style="list-style-type: none"> <li>A content analysis exercise and report was completed in late 2007.</li> </ul>  | <ul style="list-style-type: none"> <li>The analysis highlighted areas for improvement, many of which were subsequently picked up in the new scheduling.</li> </ul>   |
| <b>Output 3.2: Audience research conducted</b>  | <ul style="list-style-type: none"> <li>An audience research survey was carried out in 2008.</li> </ul>  | <ul style="list-style-type: none"> <li>A new programming schedule was developed based on feedback from the surveys and implemented on 2 February 2009.</li> <li>While the new program had only just commenced at the time of the evaluation feedback from stakeholders was very positive. The new format provides for free programming for community service programs – a key issue for NGOs and government departments. Although awareness about this availability is low at this point in time, it should eventually improve the scope of public information.</li> </ul> |
| <b>Output 3.3: Editorial and program policies developed and implemented</b>           | <ul style="list-style-type: none"> <li>Editorial policies were drafted after considerable consultation with media personnel and the public. They were approved by the Board in June 2008.</li> </ul>  | <ul style="list-style-type: none"> <li>There was resounding support for the policies and the process used for their development.</li> <li>Staff advised that they were able to use the Editorial Policies to help manage some (but not all) inappropriate requests and political interference during the election.</li> </ul>  |
| <b>Output 3.4: Program Bank designed and implemented</b>                              | <ul style="list-style-type: none"> <li>In spite of adviser support, there has been limited progress on the development of a program bank. This appears to be linked to the costs associated with production and lack of production capacity.</li> </ul> |  |
| <b>Output 3.5: News service and news in context (current affairs) upgraded.</b>       | <ul style="list-style-type: none"> <li>There has been very good progress in improving news and current affairs.</li> <li>Radio Vanuatu began a new morning broadcast schedule (includes news bulletin, shipping news, flight schedule) in</li> </ul>    | <ul style="list-style-type: none"> <li>There have been several outcomes as a result of improved news and current affairs: <ul style="list-style-type: none"> <li>- Radio Vanuatu provides extensive coverage of the National Crime Summit. As a result the Prime Minister</li> </ul> </li> </ul>   |

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|   | <p>October 2007/ and in January 2008 increased the number of audio inserts, commenced providing a broader range of stories and improved timeliness.</p> <ul style="list-style-type: none"> <li>• Staff received editorial training and are given ongoing support by the Program Adviser.</li> <li>• Election coverage was excellent. Comprehensive live coverage of polling day was provided through 20-hour coverage on radio and television, followed by timely coverage of results.</li> </ul> | <p>issued a directive to VBTC that all future national events must be covered in the same fashion ie. comprehensively and with opportunity for debate.</p> <p>- Coverage of the 2008 elections supported considerable open debate and discussion not seen in Vanuatu before. This occurred through public media for a and weekly talkback radio programs.</p>   |
| <b>Output 3.6: Digital production, scheduling capacity and interactive capability</b> | <ul style="list-style-type: none"> <li>• In July 2008 talkback shows started after the installation of a new telephone hybrid system.</li> <li>• The Audio Vault managing and scheduling system was installed in late 2008.</li> </ul>  | <ul style="list-style-type: none"> <li>• Talkback radio has been hugely successful (up to 38 callers in an hour – many from those rural areas that currently have reception).</li> <li>• Once full operational AudioVault should result in more professional programs as it provides staff with more time to focus on production. It will also improve staff morale and security when they are not required to work late nights.</li> </ul> |

| <b>Component 4: Outreach</b>   |  |   |
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| <b>Objective: To support the development of a free and fair media via support to other stakeholders.</b>   |  |   |
| <b>Activity</b>  | <b>Implementation Progress/Outputs</b>   | <b>Likely outcomes/impact (to date)</b>   |
| <b>Output 4.1: Opportunities identified for areas where other stakeholders can be included in VBTC activities, and for specific support which can be given to other stakeholders</b> | <ul style="list-style-type: none"> <li>• VBTC organises media forums on key issues (eg. economy, education) to which other media outlets are invited.</li> <li>• VBTC involves civil society sector in public media fora and media students in coverage of the elections.</li> </ul> | <ul style="list-style-type: none"> <li>• NGO and media stakeholders able to openly discuss key national issues and scrutinize government policies and decisions</li> <li>• General public has more access to information including live analysis via questions posed in media fora and radio talkbacks</li> </ul> |