

# **Independent Evaluation Report**

**Papua New Guinea Media for Development Initiative**

**Final report  
March 2012**

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# Executive Summary

## Introduction

The Media Development Initiative (MDI) has been operational since January 2005. The first phase which ended the following year was followed by a second phase and after a series of reviews was extended to June 2012. The project originally had two components – one which was aimed at supporting media related and non-government organisations through a flexible funding mechanism while the second component focused on strengthening the capacity of the National Broadcasting Corporation. The first component ended in January 2009. However, component 2 which is known as MDI2, has continued throughout the life of the project. It is the subject of this independent appraisal report.

The goal of MDI which has been maintained throughout the two phases and subsequent extensions to MDI2 is *to support an open and democratic media that gives voice to all PNG citizens, provides a nationwide access to information and culture and delivers development content for the benefit of the people.*

The purpose of MDI2 during its current and previous extension is *to increase the provision of quality media services that contribute to PNG's stability and prosperity, in particular those in rural and remote areas of PNG.*

The focus areas under MDI2 were changed significantly for the current extension and reflect the same priorities identified in NBC's corporate plan for 2011-2015. They address content, the role of NBC in PNG's development, as well as organisational and staff capacity.

After the start of the current extension, changes to Australia's aid program in PNG following a 2010 review of the PNG-Australia Development Cooperation Treaty resulted in a stronger emphasis on quality, focused content and less on organizational strengthening. A second major change in AusAID's policy settings for its PNG program followed the review of adviser input. This also had an impact on the way in which MDI2 was being implemented.

## Findings

MDI2 continues to make a very effective contribution to NBC and its role as a key partner in the development of PNG. Through the content development work and organisational strengthening, MDI2 has been able to assist NBC in a way which ensures new activities and fresh approaches can build on the achievements and positive outcomes of earlier work.

NBC's relationship with the ABC – both through the project and through the longstanding peer to peer relationship – has been an important factor in the success of the project. NBC views the ABC as an organisation with a similar national mission and role. As such, there is a peer's trust in the ABC's national broadcasting expertise and advice. What is also evident is that the project benefits from this broader

relationship as interactions beyond the contracted activities reinforce the objectives and approaches implemented by MDI2.

The challenges confronting the NBC cannot be underestimated and range from limited budget predictability, limited resources and decaying facilities. These challenges are commensurate with the significant development challenges which PNG faces on a number of fronts. This is underscored by the likelihood that the country will not meet any of the Millennium Development Challenges by 2015 despite the country's increasing wealth and government revenues accruing from the exploitation of the country's non-renewable resources.

Addressing these challenges will require ongoing development efforts. As noted in the 2010 Review of Australia's aid program to PNG, the country's development prospects are uncertain and depend critically on the quality of its public institutions. While not included in the 2010 review's list of government institutions which would be considerably weaker without the ongoing support of the Australian aid program, it would not be difficult to argue that a similar fate would have befallen NBC without the support provided it through the various phases of the Media Development Initiative.

## Evaluation Criteria Ratings

Evaluation criteria	Rating (1-6)	Explanation
Relevance	6	Through the continued focus on radio, the project has supported NBC's efforts to provide broadcasting services across the country particularly in rural and remote areas of PNG where 85% of the population lives. The recent emphasis on supporting the provision of high quality content about health (Safe Motherhood) and gender (gender-based violence) is directly addressing two of the major development challenges confronting PNG
Effectiveness	5	NBC's capacity to provide quality broadcasting services across the country continues to improve through MDI2's support. The project built on past achievements to successfully introduce the community for development approach to content. The organisational support provided through the project has been important in assisting NBC maintain the core technological and human capacity elements needed for successful broadcasting and credibility.
Sustainability	4	Prospects for sustainability are looking more favourable than findings of earlier reviews thanks to the alignment of the project's objectives with NBC's own objectives. Senior management is taking greater ownership and responsibility for the project's outcomes. However, it is unlikely that the 'communications for development' approach, which aims to influence and shape attitudes and behaviour to support developmentally desirable outcomes could be sustained if support for this activity is concluded at the end of June 2012 and without the appointment of a counterpart within NBC.
Impact	3  5	Because the emphasis on content quality through a communications for development framework is relatively recent, the impact of this aspect of the project's work is still relatively limited.  However the organisational strengthening work has directly supported NBC's efforts to increase its reach across the country, particularly in remote and rural areas.

Monitoring and evaluation	4	The 2010 review found that more work was needed in this area. A similar conclusion could be made at this time except for two issues. Firstly, the M&E framework agreed to at the start of the current extension was no longer valid following policy and focus changes. Partners agreed that re-working the framework in the remaining time would not be a good use of resources. Secondly, the ABC has commissioned audience surveys and stakeholder analysis which will provide important feedback on relevant data and trends.
Gender equality	5	While gender equality remains an outstanding area of concern in PNG, the focus on gender related issues in the project's priority area (content quality) has responded directly to this issue and as a result, provided important opportunities to inform NBC staff about gender issues and to apply them to their programming and personal lives. This will need to be an ongoing priority but the rating reflects the significant improvement achieved in this area.
Analysis and learning	5	Despite the changed focus after the start of the current extension, the project team were able to apply processes and approaches grounded in development-related broadcasting expertise appropriate to the NBC context. The approach has encouraged NBC ownership and supported ongoing learning.

## Recommendations

Although much has been achieved through the current and earlier phases of MDI2, NBC, like other government-supported institutions in PNG, remains highly vulnerable due to the erosive damage from previous decades of decay and the vagaries of government funding for the organisation.

Because of the important role which NBC plays in supporting PNG's development efforts and underpinning national unity and stability and on the basis of the findings of this report, it is recommended that AusAID and the Government of PNG agree to continue an NBC-focused media activity. Furthermore, the tripartite partnership between NBC, ABC and AusAID should be a continuing feature of any future activity – whether as an extension of MDI2 or a new activity.

The review's recommendations fall into two parts: a) for the period remaining for the current activity and b) for any future activity

Recommendations for the remaining months of the current phase are:

1. Provide strategic advisory support relevant to NBC's reporting and coverage of the 2012 General Election
2. Maintain the emphasis on communications for development in a way that supports the momentum already achieved and facilitates an effective handover to a new media development activity

Recommendations for a new activity are based on maintaining Communication for Development as the central organising theme and in close alignment with NBC's own objectives. In particular, the six recommendations are:

1. Project framework to be shaped by NBC's own objectives and in line with Australian Government's development objectives in PNG
2. Radio to remain the principal medium but multi-media platforms incorporated as accessibility and affordability improves

3. Provincial network overhaul in line with roots and branch review
4. NBC and PNG government ownership entrenched through incentive-based grants
5. Project management to remain with ABC
6. No gap between the current activity and its successor.

## 1. Introduction

The Media Development Initiative has been operational for the past seven years during which it has been through two phases and three extensions, the most recent starting in July 2010. With the project due to be completed in June 2012, this independent review has been commissioned to assess its performance during the current extension against specific Development Assistance Committee (DAC) and AusAID criteria and to make recommendations on what, if any activity, should succeed the current project.

## Background

The Media Development Initiative (MDI) started in January 2005 with its first phase ending in June 2006. A second phase started in July 2006, and following a series of reviews, there have been successive extensions taking it up to June 2012. The project originally had two components – one which was aimed at supporting media related and non-government organisations through a flexible funding mechanism while the second component focused on strengthening the capacity of the National Broadcasting Corporation.

The first component ended in January 2009. However, component 2 which is known as MDI2, has continued throughout the life of the project. The latest extension to MDI2 is the principal focus of this independent assessment review. It was also expected that the review would provide recommendations to AusAID on a possible next stage of media development work with NBC.

Since the start, the goal of MDI has been *to support an open and democratic media that gives voice to all PNG citizens, provides a nationwide access to information and culture and delivers development content for the benefit of the people.*

The purpose of MDI2 is *to increase the provision of quality media services that contribute to PNG's stability and prosperity, in particular those in rural and remote areas of PNG.*

The focus areas for the current extension are markedly different under the current extension to previous project stages and now reflect the same priorities identified in NBC's corporate plan for 2011-2015. They are:

- NBC's provision of high quality content to the people of PNG wherever and whenever they want it.
- NBC as a key partner in the development of PNG
- Strengthen the NBC as a modern and efficient organisation

- Strengthen the NBC's systems and processes to support operations and public accountability
- Develop and support a well-trained and well-managed staff.

## Operating context

Extended for the third time from July 2010, MDI2's operating context during the past 19 months can be characterised as one of major change or uncertainty on three different fronts - Australian aid policy, NBC management and PNG's political environment.

Changes to the priorities for Australia's aid program in PNG following the 2010 review of the PNG-Australia Development Cooperation Treaty led to a stronger emphasis in MDI2 on content and less on organisational strengthening several months after the start of the current extension. Around the same time a review by AusAID into its use of advisers in the program resulted in a decision to reduce the use of advisers across the aid program. Although less disruptive than the policy framework revision, this nevertheless had a flow on effect for the project which was required to reconsider previously scheduled adviser inputs.

Organisationally, NBC's own management structure remained in a state of uncertainty while the top position of managing director remained in acting status until November 2011 when Memafu Kapera who had been acting since 2010 was confirmed in the position. While he was still able to implement some important management improvements including senior level staff appointments while in the acting position, the uncertainty about his tenure played no small role in limiting the impact of his management decisions.

NBC operates two radio services, Karai National Radio and Kundu Radio Services across the country's 19 provinces, and since 2008, a limited television service to 13 provincial centres and two districts. A third radio service targeting youth is expected to start later in 2012. Staff numbers, as of November 2011, totalled 417 and includes 185 provincial radio staff across the 19 provincial stations. Its core administration budget in the latest 2012 budget is K27 million, which represents a 28 per cent increase over 2 years from the K21 million provided in 2010. Funding from development and supplementary budgets however has been unpredictable. This year, NBC received K5 million from the development budget but nothing from the supplementary budget while last year, it received nothing from either.

The last 12 months has also been marked by significant political instability and uncertainty in PNG as the question of who governs the country has played out in a number of forums not least parliament, the media and the Supreme Court. The impact for NBC and by association, some planned project activities, is that decisions on government funding for broadcasting initiatives have suffered from inordinate delays.

That said, it is not uncommon for aid projects in PNG to be confronted by a range of unexpected operational challenges. To adequately meet these challenges, a project needs to be robust and flexible enough to implement required changes and other actions. To date, MDI2 appears to have responded effectively to these operational vagaries.



## 2. Assessment of MDI2

### Review methodology

The review was undertaken by an independent consultant, Annmaree O’Keeffe, who was contracted on the basis of her significant experience in international development, AusAID programs and projects in PNG as well as communication and journalism for development more broadly.

The Terms of Reference for the review (see Attachment A) require the independent assessment to focus in particular on the DAC-specific criteria of relevance, effectiveness and sustainability with further basic assessment of impact, monitoring and evaluation, gender equality, analysis and learning. The report was also to include recommendations on activities that could be implemented before the end of the current extension and in the future.

Suggested evaluation questions were included in the TORs but in developing the evaluation plan, the reviewer expanded out the breadth of questioning to ensure broad enough consideration was given to the criteria being reviewed. The questions are listed as part of the Evaluation Plan in Attachment B.

The evaluation plan mapped out the three stages for the review – preparation, in-country and report drafting. The preparatory phase involved the review of relevant AusAID documents and reports including the findings of the 2010 review of the PNG-Australia Development Cooperation Treaty, MDI project documents and reports including earlier review reports, the 2010 Record of Understanding (ROU) between AusAID and the ABC, the Tripartite Agreement between NBC, ABC and AusAID. The reviewer also had access to the preliminary and draft findings coming out of the Stakeholder Analysis and the audience surveys – both quantitative and qualitative - commissioned by the ABC.

During the in-country visit from 29 January to 11 February 2012, interviews were held with NBC management and staff in Port Moresby as well as two provincial stations, Radio Eastern Highlands Province in Goroka and Radio Milne Bay in Alotau. Discussions were also held with relevant AusAID staff in Port Moresby and Goroka as well as representatives from key NGOs in Port Moresby, Alotau and Goroka. (See Attachment C for a full list of people interviewed.) Efforts to meet with appropriate government representatives, including the Minister responsible for NBC were unsuccessful due to their changing commitments.

### Meeting the DAC criteria

- a) ***Relevance: whether supporting the NBC through MDI remains effective and useful in achieving sustainable development and relevant to the priorities determined by the PNG and Australian governments***

The developmental relevance of this project is evident in several ways. Since the project’s start, the emphasis has been on strengthening NBC Radio. Despite the

introduction of television by NBC in 2008, the project through its successive extensions, including the current extension, has maintained this focus on radio largely because of the ability of radio to penetrate into rural areas and potentially into remote districts.

The importance of this penetration is highlighted by the fact that for remote populations in particular, the radio is often the only source of reliable and regular news and information on issues affecting their lives and livelihoods. Furthermore, given the relatively high illiteracy rate among both rural and remote populations, radio is often the only information-accessible medium for many. While the national adult literacy rate is already a comparatively poor 60%<sup>1</sup>, this does not reflect the high imbalance between urban areas where about 15% of the population lives and the rural/remote regions where illiteracy among the remaining 85% is significantly higher.

That said, since the start of the project in 2005, there has been an exponential increase in the use of mobile telephony across the country, including in rural and some remote regions. The now widespread use of mobile phones has offered new ways in which isolated communities can access and share information. Nevertheless, this does not diminish the role of radio and in some cases, increases the area reached by NBC. Recent surveys undertaken by the ABC (Stakeholder Analysis Report, January 2012 and the ABC-NBC PNG National Media Survey 2012) as well as stakeholders interviewed as part of this review point to the increasing use of mobile phones as radio receivers. However, battery-powered radios themselves still remain the cheaper and more convenient way of receiving NBC broadcasts for more remote communities which don't have ready access to mobile charging facilities.

Radio, therefore, remains the most effective medium for disseminating development information to the bulk of PNG's population. This is linked directly to MDI2's purpose which aims to support the provision of quality media services particularly in rural and remote areas where the majority of PNG's people lives.

A second factor reinforcing the project's relevance is the way in which the extension's focus areas reflect NBC's own objectives as set out in its 2011-2015 corporate plan. These objectives have been identified as the way in which NBC can support national unity and provide a means for disseminating social, political and economic extension programs and educational content. The adoption of these objectives as the project's priority areas also represents a marked change to the focus areas identified as priorities under earlier phases – as can be seen below in the design logic in Table 1.

The subsequent emphasis on content incorporating communication for development approaches to disseminate key messages and information relevant to health, gender and education – areas which are recognized as major development challenges for PNG – reinforces further the relevance of the project to PNG's own development objectives and the overall objective of Australia's aid program. Although it was later agreed by the partners to put on hold the work on education topics because of the limited time available, the content work on health and gender with the particular focus on safe motherhood and gender-based violence is in direct response to two of the major development challenges facing PNG.

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<sup>1</sup> World Bank data, <http://data.worldbank.org/country/papua-new-guinea> accessed February 2012.

An important element of the project's operation that has also strengthened its relevance is the installation of the Satellite Distribution System which has increased the quality and reliability of the NBC signal into the provincial centres. (See Effectiveness section below for more detail on this system). Furthermore, the new programming format introduced by the project (flow programming) has been seen by NBC management as instrumental in taking radio to the people in a way that the audience, through talk back, is able to engage in a dialogue and provide informative feedback on the development issues being discussed on air.

**Table 1: Project objectives since 2005**

<b>Goal</b>	<b>Phases</b>	<b>Purpose</b>	<b>Focus areas</b>
To support an open and democratic media that gives voice to all Papua New Guinea citizens, provides nationwide access to information and culture, and delivers development content for the benefit of the people	Phase 1: 4/1/2005- 30/6/2006	To increase the provision of quality media services that contribute to PNG's sustainability and prosperity	1 Organisational development 2 Delivering quality programs 3 Strengthening the Kundu network 4 Digitising the archive
	Phase 2: 1/6/2006 – 3/12/2007	To increase the provision of quality media services that contribute to PNG's stability and prosperity in particular to those in rural and remote areas of PNG	1 Organisational development 2 Delivering quality programs 3 Strengthening the Kundu network 4 Digitising the archive
	Phase 2, 1 <sup>st</sup> extension 1/1/2008 – 30/6/2009	To strengthen the NBC to enable it to improve the quality, distinctiveness, universality and efficiency of its program	1 Organisation development 2 Delivering quality programs and strengthening the provincial network 3 Digitisation of the NBC archive preserves national heritage 4 Program management
	Phase 2, 2 <sup>nd</sup> extension 1/7/2009 – 30/6/2010	To increase the provision of quality media services that contribute to PNG's stability and prosperity, in particular those in rural and remote areas of PNG	1 Organisation development 2 Delivering quality programs and strengthening the provincial network 3 Digitisation of the NBC archive preserves the national heritage 4 Develop and maintain a sustainable technological infrastructure for effective content delivery and business process
	Phase 2, 3 <sup>rd</sup> extension 1/7/2010 – 30/6/2012	To increase the provision of quality media services that contribute to PNG's stability and prosperity, in particular those in rural and remote areas of PNG	1 NBC's provision of high quality content to the people of PNG wherever and whenever they want it* 2 NBC as a key partner in the development of PNG 3 Strengthen the NBC as a modern and efficient organization 4 Strengthen the NBC's systems and processes to support operations and public accountability 5 Develop and support a well trained and well managed

			staff (*emphasis on content since July 2011)
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**b) Effectiveness: whether the program's objectives are on track to being achieved. This covers (i) has MDI's support improved NBC's capacity to provide quality media services that contribute to PNG's stability and development; (ii) if so, is NBC providing a better quality media service and to what extent is that attributable to MDI; and (iii) how effective thus far is the program's transition to supporting NBC to focus on gender, health and education outcomes?**

The effectiveness of the project in this latest phase can be determined in large part by the way it has addressed the current extension's five focus areas.

In assessing the project's overall effectiveness, it is important to note that the requirement to place a much stronger emphasis on the provision of quality content with a specific focus on health, education and gender in line with changes to the broader Australian aid program only occurred 12 months into the extension. This change in emphasis brought with it the need to apply communication for development principles and approaches for the handling of the content.

That said, despite these relatively recent changes in project emphasis and approach, MDI2 appears to have satisfactorily made the necessary and fundamental adjustments to ensure that it is on track to effectively address the priority areas. A major factor contributing to the project's effectiveness was the development of the Tripartite Agreement between the project's three partners – ABC, NBC and AusAID – which sets out the parameters and expectations of the partnership. This understanding was missing in earlier phases of the project. However the finalisation of the agreement along with the instigation of regular steering committee meetings earlier in 2010 together have resulted in the much needed improvements to communication between the three partners. During the review interviews, senior NBC management commented that previously communication had been predominantly between ABC and AusAID or ABC and NBC to the point that NBC felt very much as a “recipient” rather than as a partner. However, these concerns have now been more than adequately addressed to the point that NBC sees the project as very much responding to NBC's and the government of PNG's requirements in a way that was not as evident in earlier phases.

#### *Focus on content*

In terms of the content focus, the project appears to have successfully engaged with NBC and other key stakeholders, notably NGOs, to introduce communication for development principles guiding the creation and development of appropriate content focused on the priority sectors. This has been evident in the approaches to health and gender programming with a particular focus on Safe Motherhood and gender-based violence.

The decision by all three project's partners – ABC, NBC and AusAID – to put on hold the development of specific education programming during the existing extension is an appropriate decision given the very short time left for the project to identify and implement appropriate programs and approaches relevant to this complex and extensive sector.

The five-point broadcasting communications for development strategy initiated by the MDI2 team to advance the content work on Safe Motherhood and gender-based violence has been particularly effective because of its engagement with key stakeholders playing an important role in delivering services in these two areas. The tools employed to implement the strategy incorporate dedicated programming, rolling public service announcements, regular media conferences on the topics, and MDI Social Journalism Awards to NBC journalists to develop content and programs on these topics. The project's approach in bringing together NBC with those stakeholders has ensured that the broadcast programs and public announcements are well-targeted, credible and informative.

In terms of the audience response to the communications for development programs, evidence is still largely anecdotal although the commissioning by the ABC of audience surveys and the Stakeholder Analysis will assist in providing base line data for any future work in this area. (These surveys are also discussed later in the Monitoring and Evaluation section.)

That said, interviews with key stakeholders including NGOs and NBC staff point to early positive responses. For example, social services in Eastern Highlands province are reporting increased use of their services which can be attributed to the programs broadcast by NBC's Eastern Highlands Radio on Safe Motherhood and gender-based violence. In Milne Bay, the head of the safe house for abused women (Kedu Seif Haus) credited the gender-based violence programming by NBC for increasing awareness of the safe house services as well as audience affirmation even from remote areas about the appropriateness of the anti-violence message. That said, it was also recognised that much more needed to be done to reinforce the message and increase awareness.

Port Moresby-based organisations also provided a degree of evidence supporting the effectiveness of the project's work with NBC in this area. While acknowledging that it was difficult to measure just how much credit NBC's programming could take for any change in attitudes towards gender-based violence, there was some NGO survey evidence suggesting that targeted programs were leading to greater use of services. The numbers coming through the survey were still relatively small but point to a promising trend at such an early stage of the communications for development work.

In addition to the improved and targeted programming, it seems that the project has supported NBC in strengthening significantly its performance in coordinating and managing its relationship with the major NGOs working in the target areas. Credit must be given to the project team for identifying from the outset the need to urgently address a factor which could have been a major constraint in taking forward the development content programming. It was evident that a number of the NGOs who would be key in the development programming were highly sceptical about working with NBC because of previous frustrations related to NBC's administrative inadequacies. This had led to one major NGO, Population Services International (PSI), deciding not to run its major communications for development campaign on HIV/AIDS with NBC which had resulted in the broadcaster missing out on a major source of revenue. However, since MDI2's work with NBC in this area, which includes supporting it to improve its relationship with key stakeholders, the client handling which is an intrinsic part of the programming has improved to the point that the same previously frustrated NGO is now able to work again with NBC.

Contributing to the success and eventual sustainability of this work is the fact that this emphasis on health and gender content has been recognised by NBC senior management as an important way for the organisation to address PNG's

development challenges. By extension, they see NBC playing a more comprehensive communication for development role in partnership with a range of government line agencies as a way of supporting the country's development effort. In turn, this is supporting NBC's efforts to meet its own – and by association, the project's – objective to be a key partner in the development of PNG. They appreciated that NBC's audience was interested in these topics and want more information. While supporting the focus on health and gender, they listed other issues which should be addressed including the need to improve financial literacy as rural-based landowners grapple with managing the income flowing from the major resource projects across the country. Separately, the stakeholder analysis has identified corruption as a major area of concern.

Finally, while there has been a solid start made in this area, future progress and eventual sustainability of this work, requires the appointment by NBC of someone to take responsibility for the corporation's development content work and coordination with the development program stakeholders and sponsors. At the time of the review, this appointment had not yet occurred although a staff member had been identified as the most suitable candidate for the position.

### *Organisational strengthening*

While the content focus has been the priority area for the project particularly since July 2011, the organisational strengthening work which incorporates the other three focus areas remains important to ensure the operational base that supports content development and transmission is at least adequate. It was recognised by a number of the stakeholders representing all three project partners – ABC, NBC and AusAID – that without the earlier capacity strengthening work carried out by MDI2, it would not have been possible to adjust and implement so effectively the content focus priority.

Noteworthy in this regard is the introduction of flow programming to NBC by the project. This style of programming is well suited to the principles of communications for development as it provides rolling opportunities throughout various types of programs to reinforce the messages inherent in the communications for development content. While there are still some attitudinal (resistance to change by some staff) and technical (inadequate and rundown studios, limited communication and computer facilities) constraints which continue to hinder NBC from taking full programming advantage of this approach, stakeholders interviewed during the review commented very positively on the way in which flow programming had made an important contribution to an improved NBC. In particular, with the introduction of talkback radio a key feature of flow programming, audiences, particularly in rural and remote regions, had been given the opportunity to express their views and concerns not just on the communications for development content but on other topics relevant to PNG's development including service delivery – or in a number of cases, the lack of service delivery.

The training programs implemented during the review period have built on the achievements of earlier work in this area and continue to be seen as indispensable in supporting NBC's efforts to improve its management and operations. The approach to training has changed significantly, however, over the life of the project as the emphasis has shifted from external trainers to one where through train the trainer courses, NBC staff are capable of conducting the training in their particular areas of expertise and responsibility. Attachments – either with sister stations in other parts of PNG or with the ABC – also now feature in the training program.

An important component of the training is the support provided to NBC's cohort of future leaders and senior managers through the creation of the Leadership Network. Emerging from an earlier training program where a leadership expert worked with about 50 NBC staff members who were awarded a diploma in broadcasting management at its conclusion, the second phase involves support to the Leadership Network and the opportunity to undertake further study through the Divine Word Institute to obtain a media management diploma.

Despite the apparent success and popularity of MDI2's training program and approach, it is important to note that it operates in the absence of a training unit or counterpart in NBC. In fact, NBC stopped training its staff in 1999 and it was only with the arrival of MDI that training for staff started again. While NBC has obtained significant benefits from MDI's training programs and there have been recent important efforts made to strengthen its human resources management area, it is not clear if and when NBC might again incorporate a training unit within its structure. It should be clear that the reviewer is not recommending that an NBC training unit undertake the training itself. However, it should take on the role of training coordinator, identifying the gaps in the organisation's skills and ensuring that staff are offered ongoing opportunities to acquire and improve the skills they need to perform their duties effectively.

Aside from that observation, there is some valid concern that should there be a continuation of a media/NBC focused activity applying communication for development principles, organisational and technological capacity should not be neglected as communications for development needs a solid technical and administrative base to be implemented effectively.

#### *Technology support: improvements in transmission*

The installation of the Satellite Distribution System completed in June 2011 has enabled NBC to improve the quality of its signal from Port Moresby to each of the 19 provincial centres. As a result, NBC has been in a stronger position to coordinate and synchronise programs between the national and provincial stations. From an outcomes perspective, the improved signal means that listeners are now more willing to stay tuned to NBC because reception is so much clearer. The new system has also reduced significantly the ongoing costs associated with NBC's broadcast linkages with the 19 provincial stations. Instead of an annual rental of K1 million for broadcast quality telephone lines across the country, the cost of satellite transponder space is around AUD20,000.

However, despite this marked improvement in signal quality, NBC's broadcasting capacity remains handicapped by the poor quality of transmission facilities within the provinces. This is an area which NBC has been putting some investment into. However, there seems to be a gap still between the investment in the infrastructure and the support needed to keep the technical staff up to date with technical advances. Without significant improvements to the provincial transmission facilities, the coverage of NBC into rural and remote areas will remain hampered. So while the satellite system means in theory the ability of NBC to reach 100 per cent of the country, the reality is that it can still only reach 75% and much of the remaining 25% is in the remote and rural districts.

As such, this will be an abiding constraint hampering NBC's ability to fulfil its mandate of broadcasting quality services into rural and remote regions. While the programs may contain quality content, if they can't be heard, they are as good as useless.

Overall, in answer to the three questions posed in the effectiveness criterion, NBC's capacity to provide quality broadcasting services across the country continues to improve through MDI2's support. The project has been able to build on past project-related achievements and initiatives which have supported the successful introduction of other initiatives, most notably the current extension's focus on content. Aside from the content work, the organisational support provided through the project has been important in supporting NBC maintain the core technological and human capacity elements which contribute to successful broadcasting and reinforce the broadcaster's credibility. This credibility is the essential ingredient required for NBC to make an effective contribution to PNG's stability and development.

***c) Sustainability: where the flow of benefits will continue once the activity ends***

It is difficult to come to one clear conclusion about the sustainability of the project's work and achievements to date. While overall, the prospects for sustainability appear much stronger than those reflected in the findings of the 2010 review, there are a number of factors which feed into and influence the consideration of sustainability.

Firstly, the project's work on content quality through a communications for development lens only started in July 2011. Given the objective of communications for development, namely to influence and shape attitudes and behaviour to support developmentally desirable outcomes, six months is no time at all to entrench the sort of internal attitudes and behaviour which will be essential if NBC is to continue communications for development programming with the view to influencing external attitudes and behaviour relevant to abiding development challenges such as gender-based violence.

However, a positive factor pointing to sustained outcomes of the project is the success to date in laying firm groundwork supporting the implementation of the communications for development strategy. In part, this is to do with way in which this approach has been able to leverage off the sustained improvements in organisational capability which the project had supported during this and earlier phases.

Another positive factor pointing to the eventual sustainability of project outcomes has been the way in which the senior and middle management team has increasingly taken ownership of the project's activities and objectives.

In part this is because the project's objectives have become fully aligned with NBC's own objectives. This contributes enormously to the sense of ownership by NBC and shared responsibility for the project's efforts and outcomes. There was some criticism voiced by NBC's senior management that the earlier phases of the project had started with the wrong priority. Instead of tackling the outstanding and constraining human resource issues constraining NBC, the project had focussed on an administrative issue – the management and digitisation of archives. The revision of focus for the current phase has gone some way in addressing this criticism.

The project has also provided opportunities which strengthen the capability of the senior management team and governing board. Under the current managing director, the senior management team has been revamped with the recruitment of new Directors of Finance and Human Resources. Aside from the training and technical assistance, the project has supported, as noted earlier, the viable establishment of a leadership network comprising the future senior managers of



NBC. The network, which emerged from earlier management training implemented by the project, has now become an important influencing force within NBC and is engaged in advancing the communications for development focus in programming and content.

In conclusion, the prospects for sustainability are looking more favourable. However, it is unlikely that the communications for development focus could be sustained if support for this activity is concluded at the end of June 2012 i.e. just 12 months after its start and without the appointment of a counterpart within NBC to take on the range of responsibilities and tasks associated with communications for development media.

#### ***d) Impact***

There are two distinct areas where the project's impact should be measured. The first area is the impact of its recent emphasis on content applying communication for development principles. By its very nature, identifying the link between the project's communications for development work, now the priority focus area, and changes in attitude and behaviour can be very difficult as many issues in addition to broadcast programs can influence the desired change. This difficulty was recognised by a number of stakeholders and notably the participating NGOs. That said, feedback from the same NGO stakeholders point to a promising increase in the number of people responding positively to health and gender information they are hearing on the NBC programs. In addition, preliminary feedback from the audience surveys being undertaken by the ABC point to a hunger on the part of NBC's audience for the sort of communications for development programming now being broadcast.

The second area of impact relates to the project's organisational and technical capacity strengthening work. As noted above, this work has strengthened NBC's foundations, essential for any effective communications for development program. In doing so, it has increased NBC's ability to reach its target audience and importantly, for that audience to have an opportunity to respond and voice their opinions about key issues affecting PNG.

### **AusAID-specific criteria**

#### ***a) Monitoring and evaluation***

One of the findings coming out of the 2010 review was that although there had been improvement in monitoring and evaluation, more work was needed in this area. A similar conclusion could be made at this time except for two issues. Firstly, the monitoring and evaluation framework agreed to by the three partners at the start of the current extension is no longer valid because of the way in which the project had to be realigned to a changed overarching policy framework several months after it had started. The partners agreed that re-working the framework with such a relatively short period of time left would not be a good use of resources.

The reviewer agrees with this decision but largely because audience and stakeholder survey work which will provide valuable base line information for any future activity has been commissioned. This work comprises the Stakeholder Analysis commissioned by the ABC in August 2011 as well as the qualitative and quantitative audience survey work currently underway and due to be finalised by April 2012. Any future media activity will need to incorporate an M&E framework from the outset and

ensure that it is adjusted to align with any changes in priorities etc. For a media/broadcasting activity, qualitative and quantitative evidence is important because it is one of the most difficult areas to measure impact and other criteria because of its ephemeral nature.

## ***b) Gender equality***

With the project's two communications for development topics directly linked to important issues affecting women – gender-based violence and Safe Motherhood – the project's gender equality focus has been significantly strengthened and is now being carried out in a number of ways:

- through the communications for development work which includes training for Port Moresby and provincial station staff on gender-based violence and Safe Motherhood to ensure the appropriate treatment of these topics on air
- the awareness-raising flow-through impact of this training on the staff themselves and by association other programs
- the corporate attitude to gender issues and the need for equality principles to be applied across the organization.

While perhaps not intended, the communications for development strategy goes some considerable way towards addressing the gender equality concerns expressed in the 2010 evaluation report which suggested that a “great deal of work [was] still required to ensure that NBC staff understand the issues and have the knowledge to present programs that provide accurate and appropriate information.”

It should be noted that NBC's gender balance in senior management is relatively good compared to other national government bodies. However, it would seem that despite the managing director's insistence on and proven record in making appointments based on merit which has resulted in his senior management team comprising three women out of a total of eight, feedback suggests that there is still an abiding inappropriateness of behaviour and attitude towards women in the workplace reflecting social mores within the broader PNG society. And it is these mores that the communications for development approach is attempting to tackle.

In terms of possible additional action to strengthen gender equality within NBC, more emphasis could be placed on gender balance in the training activities coordinated by the project. However, again compared to other organisations, representation of women is already high with the training workshops largely led by women.

In terms of gender issues relevant to NBC's audience (aside from its treatment of the specific gender topics), the qualitative and quantitative surveys being undertaken by the ABC will provide important gender-specific data on listener habits. One issue which has been revealed in the early survey work is the control of men over radios. However, with the increased use of mobile telephony, women are able to determine themselves when and what they will listen to through their own mobiles. How this finding can support any future activity will need more analysis but it does point to an important and positive gender-specific development in the way radio programs are accessed.

## ***c) Analysis and learning***

Although the project's focus areas were in some ways different to previous stages of the project, it is evident that there has been an ongoing effort to analyse and incorporate lessons into the way in which the program operates. Work undertaken to implement the new emphasis on content through communications for development has been informed by rigorous analysis and the application of lessons gained from

other relevant experiences particularly by the adviser responsible for this component. In turn, this project should provide useful lessons for other communications for development media activities implemented in other parts of the Pacific, particularly Melanesia.

## **Implementation of the 2010 Recommendations**

Despite the change in focus area emphasis, a number of the 2010 recommendations were followed through to build on the lessons learnt in earlier phases. This included finding alternatives to advisory technical assistance to build capacity. As a result, the training work included well-structured attachments both at the provincial and Port Moresby level but also to appropriate ABC stations in Australia. The development of the Tripartite Agreement is a direct result of one of the review's recommendations.

One recommendation which has not been addressed is the development of an exit strategy. This is in part because NBC management remain under the impression that AusAID will continue its support in one form or another to NBC. An important element of this is management's recognition that the project has brought NBC to a point where their own efforts can now be effective. However, at the same time, they recognise that there are still some considerable gaps and NBC requires further support to address them.

### 3. Overall assessment

MDI2 continues to make a very effective contribution to NBC and its role as a key partner in the development of PNG. Through the content development work and organisational strengthening, MDI2 has been able to strengthen NBC in a way which ensures new activities and fresh approaches can build on the achievements and positive outcomes of earlier work.

NBC's relationship with the ABC – both through the project and through the longstanding peer to peer relationship – has been an important factor in the success of the project. NBC views the ABC as an organisation with a similar national mission and role. As such, there is a peer's trust in the ABC's approach and a willingness to listen to its advice. What is also evident is that the project benefits from this broader relationship as interactions beyond the contracted activities reinforce the objectives and approaches implemented by MDI2. As such, the relationship brings a significant added value which is not reflected in the contracted cost of the project.

The challenges confronting the NBC cannot be underestimated and range from limited budget predictability, limited resources, decaying facilities and at times, attempted political interference. These challenges are commensurate with the significant development challenges which PNG faces on a number of fronts. This is underscored by the likelihood that the country will not meet any of the Millennium Development Challenges by 2015 despite the country's increasing wealth and government revenues accruing from the exploitation of the country's non-renewable resources.

Addressing these challenges will require ongoing development efforts. As noted in the 2010 Review of Australia's aid program to PNG, the country's development prospects are uncertain and depend critically on the quality of its public institutions. While not included in the 2010 Review's list of government institutions which would be considerably weaker without the ongoing support of the Australian aid program, it would not be difficult to argue that a similar fate would have befallen NBC without the support provided it through the various phases of the Media Development Initiative.

As the only broadcaster in PNG which has the capacity to reach right across the country, NBC is the most effective medium for disseminating key messages appropriate to PNG's development challenges. It also provides a valuable contribution in supporting a sense of national unity and stability as its broadcasts cover the 19 provinces and reach into the more than 800 tribal groups.

However, to be an effective medium, three factors need to be in place: staff capacity, appropriate technology and effective transmission. MDI has addressed these factors in various ways throughout the seven years it has been operating. However, there is still much to be done to bring NBC up to a more adequate standard of operation capable of supporting the country's efforts in meeting the development challenges and reinforcing national unity which is critical for stability.

The basic principle underpinning the project's *raison d'être* – to strengthen NBC to enable it to meet its development and national building objectives – remain as valid today as ever before. At the same time, various reviews, including AusAID's own review of the broader aid program to PNG, have recognised the need to take a

focused approach in project or program activities. Equally true is the need to build on success to cement in sustainable outcomes.

## Evaluation Criteria Ratings

Evaluation criteria	Rating (1-6)	Explanation
Relevance	6	Through the continued focus on radio, the project has supported NBC's efforts to provide broadcasting services across the country particularly in rural and remote areas of PNG where 85% of the population lives. The recent emphasis on supporting the provision of high quality content about health (Safe Motherhood) and gender (gender-based violence) is directly addressing two of the major development challenges confronting PNG
Effectiveness	5	NBC's capacity to provide quality broadcasting services across the country continues to improve through MDI2's support. The project built on past achievements to successfully introduce the community for development approach to content. The organisational support provided through the project has been important in assisting NBC maintain the core technological and human capacity elements needed for successful broadcasting and credibility.
Sustainability	4	Prospects for sustainability are looking more favourable than findings of earlier reviews thanks to the alignment of the project's objectives with NBC's own objectives. Senior management is taking greater ownership and responsibility for the project's outcomes. However, it is unlikely that the communications for development programming could be sustained if support for this activity is concluded at the end of June 2012 and without the appointment of a counterpart within NBC.
Impact	3 5	Because the emphasis on content quality through a communications for development framework is relatively recent, the impact of this aspect of the project's work is still relatively limited.  However the organisational strengthening work has directly supported NBC's efforts to increase its reach across the country, particularly in remote and rural areas.
Monitoring and evaluation	4	The 2010 review found that more work was needed in this area. A similar conclusion could be made at this time except for two issues. Firstly, the M&E framework agreed to at the start of the current extension was no longer valid following policy and focus changes. Partners agreed that re-working the framework in the remaining time would not be a good use of resources. Secondly, the ABC has commissioned audience surveys and stakeholder analysis which will provide important feedback on relevant data and trends.
Gender equality	5	While gender equality remains an outstanding area of concern in PNG, the focus on gender related issues in the project's priority area (content quality) has responded directly to this issue and as a result, provided important opportunities to inform NBC staff about gender issues and to apply them to their programming and personal lives. This will need to be an ongoing priority but the rating reflects the significant improvement achieved in this area.
Analysis and learning	5	Despite the changed focus after the start of the current extension, the project team were able to apply processes and approaches grounded in development-related broadcasting expertise appropriate to the NBC context. The approach has encouraged NBC ownership and supported ongoing learning.

## 4. Recommendations

Given the findings set out in this independent assessment review, it is strongly recommended that AusAID continue to support NBC-focused media development beyond the conclusion of the current MDI2 project. This support could take the form of an extension to MDI2 or preferably, it could be a new activity to facilitate the adoption of a new project format in line with the recently developed AusAID project management model, SPSN. The details of the recommended approach for a new media development project beyond July 2012 are set out below.

Recommendations relevant for the remaining months before the conclusion of the current phase are also set out below.

### Remainder of current extension

There are two specific recommendations for the remaining period of the current extension:

1. Provision of strategic advisory support relevant to NBC's reporting and coverage of the 2012 General Election
2. Continued emphasis on communications for development.

Details of these recommendations are as follows:

#### *Recommendation 1: Strategic advisory support for election coverage*

As PNG moves through a fraught political period with the uncertainty surrounding the legitimacy of the government and in the lead up to the national elections later this year, NBC's role in providing credible news and information will be critical in supporting broader efforts to maintain calm and stability across the country.

While NBC appears to enjoy widespread audience credibility, particularly in comparison to other local broadcasting outlets, concern was voiced by various NBC staff during the review that they were nervous about reporting controversial issues. Despite the strong and clear guidance of the Managing Director in his insistence on balanced, independent and neutral reporting, which is reinforced by the project's own guidance, staff are still grappling with how to exercise this responsibility. As noted during one interview, the broadcasting act setting out the responsibilities of NBC enshrines its editorial independence but this reality is seen as "guided independence".

The project's role in providing the strategic advice in how to effectively operate and coordinate credible and politically neutral information and news during this period will be timely and in all likelihood, vital.

Support in this area is already scheduled. However, it may be necessary to extend the life of the current extension to ensure that this advisory role is carried out through the elections and immediate post-election phase which itself is likely to be a volatile period.



### *Recommendation 2: Continued emphasis on communications for development*

If it is decided that MDI2 should be concluded and replaced with a new NBC-focused media for development activity, then the standard project completion activities required by AusAID should be undertaken in the remaining months before June 30, 2012. Nevertheless, because the communications for development work implemented during this latest phase is still in its early days, it will be important that the momentum of the outcomes achieved so far is not lost through any hiatus or disruption between activities. As such, it is recommended that there be sufficient flexibility in the project completion requirements to enable an effective handover of the communications for development activities.

## **Beyond the current phase**

It is highly recommended that AusAID maintain support for an NBC-focused communication for development activity beyond the conclusion of the current extension of the MDI2 project.

Although much has been achieved through the current and earlier phases of MDI2, NBC, like other government-supported institutions in PNG, remains highly vulnerable due to the erosive damage from previous decades of decay and the vagaries of government funding for the organisation. Because of the important role which NBC plays in supporting PNG's development efforts and underpinning national unity and stability and on the basis of the findings of this report, it is recommended that AusAID and the Government of PNG agree to continue an NBC-focused media activity. Furthermore, the tripartite partnership between NBC, ABC and AusAID should be a continuing feature of any future activity.

## **Recommendations**

In terms of the framework for the proposed media activity, it is suggested that a future project maintain the emphasis on communication for development as the central organising theme and in a way that ensures close alignment with NBC's own objectives. In pursuing this approach there are six specific recommendations:

1. Project framework to be shaped by NBC's own objectives and in line with Australian Government's development objectives in PNG
2. Radio to remain the principal medium but multi-media platforms incorporated as accessibility and affordability improves
3. Provincial network overhaul in line with roots and branch review
4. NBC and PNG government ownership entrenched through incentive-based grants
5. Project management to remain with ABC
6. No gap between the current activity and its successor.

Details of these recommendations are as follows:

### *Recommendation 1: Project framework shaped by NBC's own objectives and Australian Government's development objectives in PNG*

An important finding of the review was the way in which the project's realignment to reflect NBC's priorities as well as those of the PNG and Australian governments' development objectives, has been instrumental in encouraging greater ownership

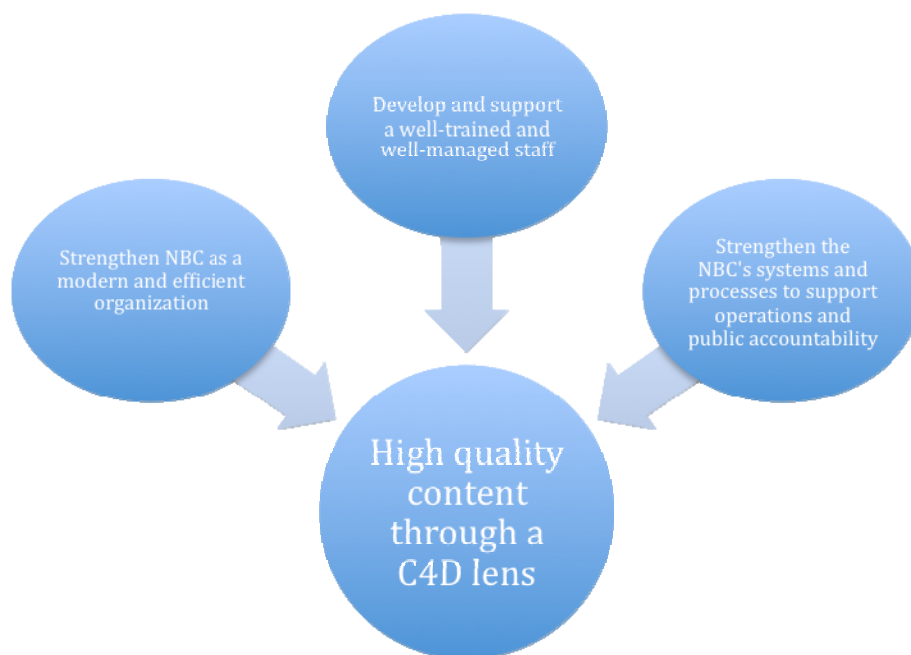
and responsibility for outcomes on the part of NBC management. As such any new activity should remain aligned with these objectives.

The emphasis in the current extension on content quality with the adoption of communications for development principles to support health, education and gender objectives is in line with both governments' agreed sectoral focus for the Australian aid program and should be maintained.

To reap sustained benefits from the communications for development work achieved so far, consideration should be given to a project framework, which is centred on communication or media for development objectives with a continued focus on health and gender as well as the incorporation of education. However, as communications for development is only as effective as the organisation's staff capacity and technical infrastructure, consideration should be given to how the project may play a role in supporting these areas of NBC's operations. A future activity should incorporate staff strengthening and infrastructure elements to ensure that there is a reasonably solid human resources and technical base to support ongoing communications for development programming.

The diagram below depicts how the project framework could be organised with the project responding to the overarching goal of supporting NBC as a key partner in the development of PNG. Communications for development stands as the central organising theme under this goal with three organisational strengthening objectives feeding into the communications for development activity.

## **POSSIBLE PROJECT FRAMEWORK NBC as a key partner in the development of PNG**



Project framework: shaped by NBC's own objectives as set out in its 2011-2015 Corporate Plan but organised in a way that the

organisational strengthening objectives underpin the high quality content efforts. Together, they contribute to the overarching objective of supporting NBC's role as key partner in the development of PNG.

*Recommendation 2: Radio to remain the principal medium but multi-media platforms incorporated as accessibility and affordability improves*

Radio should remain the principle medium because of the breadth of its coverage particularly into the rural and remote regions where the vast majority of the communications for development target audience is living.

Although there appears to have been some resistance on the part of AusAID in previous years to consider any direct support for NBC's fledgling TV station, Kundu, a communications for development-based activity will need to increasingly consider options to include this medium in its approaches. Now broadcasting to 13 urban centres and three districts, TV may be a recent addition to the NBC stable, but its relevance and usefulness to the communications for development agenda will expand as mobile telephony incorporating TV becomes more affordable and widespread. As a result, some consideration should be given to how and when a future media activity may provide some appropriate support to this medium.

It is clear that the exponential and recent growth in the use of mobiles throughout the country – including in remote regions where the mobile phone signal is one of the few services getting through – has enhanced significantly the way in which NBC radio is being received. This development should be increasingly reflected in project considerations.

Social media will also continue to expand as an important element of multi-media platforms transmitting radio and TV programs. While there has been some valuable work already undertaken via the current project to introduce NBC to the use of social media in its work, this is very much at an early stage and would require significantly more input. This will become more critical with the introduction of the new youth-targeted radio service, the Tribe, later this year as figures point to the growing use of Facebook, at least by young urban dwellers. While The Tribe will have limited national coverage to the seven main urban centres - Port Moresby, Lae, Mt Hagen, Madang, Goroka, Rabaul and Milne Bay - it offers a good opportunity to reach important target audiences for the communications for development programming.

While this use of social media may not seem to be directly relevant to the possible objectives of a communications for development-focused media activity targeting rural and remote regions, it points to the way in which social media is increasingly providing an important avenue for communicating news and views particularly among the influential urban elite. This is significant because of the policy decision-making power, which that elite wields and which does impact on rural and remote populations.

*Recommendation 3: Review and overhaul of provincial radio network*

The provincial network is core to NBC's ability to meet its objective of reaching its audiences across the country. While the reviewer was only able to visit two provincial

stations, both of which are considered to be amongst the better stations, taking into account the reviewer's own experiences in PNG and other feedback, it wouldn't be an exaggeration to suggest that the whole system requires a major overhaul. Station buildings are dilapidated and in the case of Milne Bay, to the point of dereliction; studio facilities are antiquated and only partially working; local transmission beyond the provincial centres is often via rundown shortwave transmitters operating below capacity.

While repairs and upgrades to the provincial infrastructure require urgent attention for the existing network of 19 provincial stations to fulfil more adequately its potential, the question that needs addressing before more significant funding is spent on them – at least by AusAID – is whether the network requires the whole 19 stations.

As an intact inheritance from pre-1975, the network is well overdue for an examination of how it might more effectively meet the corporation's national development objectives and provide quality services to rural and remote regions. In that regard, a related but possibly separate activity to the media activity could be the commissioning of a major provincial network review to identify the best way for NBC to meet its overarching objective via the provincials.

*Recommendation 4: PNG ownership entrenched through incentive-based grants*

NBC currently finds itself in the fortunate position of having an effective senior management team led by a capable managing director. As such, there is an opportunity to introduce an incentive's approach into a new media activity. This would entail establishing an agreement whereby NBC would receive certain financial support to undertake clearly identified and scoped out infrastructure improvements in response to meeting certain milestones. These milestones could include dedicated funding from the government for a particular activity or the completion of certain repairs or upgrades by NBC. The usefulness and effectiveness of this approach would work in two ways:

- Provide the now substantive managing director with funding leverage to convince the PNG government to provide additional funding for a suitably identified activity; and
- Reinforce ownership of and accountability by NBC management and PNG government for project outcomes.

*Recommendation 5: Project management by the ABC*

It is further recommended that management of any extended or future activity remain with the ABC. As the national broadcaster for their respective countries, ABC and NBC enjoy a longstanding and strong peer-to-peer relationship which goes well beyond the parameters of MDI. As the junior of the two organisations, NBC benefits from the ongoing interaction with the ABC including at CEO-to-CEO level and from advice and lessons learnt through ABC's own experiences and investments. This peer-to-peer relationship feeds into and enhances the project work and as such brings a value that is above and beyond the contracted requirements of the project. The relationship brings an important comparative advantage and represents significant added value for the money expended on this project.

While this peer to peer relationship would continue if the ABC was not responsible for any future media activity with NBC, the benefits of that relationship would not easily flow into the project's work as it would entail a different set of interactions. As a result, the added value, which the long-standing ABC/NBC relationship currently

brings to the project, would cease and an important qualitative feature of the project would be lost.

### *Recommendation 6: Timing*

Given that communications for development content programming in NBC is still in its early days and further support will be required to ensure the envisaged outcomes, it is recommended that if the support to NBC is to continue, there should not be an hiatus between the conclusion of the current project and start of a new one.

As such, AusAID may wish to consider a brief extension to the project, e.g. to December 31 2012, to ensure that there is no interruption to the ongoing communications for development work while AusAID completes the arrangements for the proposed future activity. This has the added bonus of providing NBC with ongoing project support during the forthcoming PNG elections and in the immediate post-election phase.

### **A final comment for AusAID**

It is recommended that AusAID consider ways in which its sectoral programs in health, gender and education programs could introduce communications for development activities that would be aligned to and reinforce those being undertaken by NBC. Communication for development is not restricted to the use of media. Instead, its impact and effectiveness is heightened by a comprehensive strategic approach to ensure that the communications for development messages are reinforced via complementary but various means.

# Attachment A – Terms of Reference

## TERMS OF REFERENCE FOR AN INDEPENDENT REVIEW OF THE PNG 'MEDIA FOR DEVELOPMENT INITIATIVE'

### Overview

These Terms of Reference are for a review to evaluate the implementation of the Media for Development Initiative Phase 2 (MDI2) and to prepare an Independent Completion Report.

The evaluation is to assess the Activity against selected OECD Development Assistance Committee (DAC) Evaluation Criteria. It will assess response to the original media development intent and progress made in responding to AusAID's sharpened focus in PNG on gender, health and education outcomes.

An independent review is also needed at this stage to assess how the project has evolved since the last independent review in 2010 and to obtain an objective assessment of relevance, effectiveness and appropriateness of the Activity. Recommendations are to include those that can be used to inform any potential future Activity as well as those that can be implemented before the completion of Phase 2 (30 June 2012), where possible.

### Key Evaluation Questions

- What progress has MDI2 made in meeting its specific development objective and focus areas?
- Has MDI2 supported the Australia-PNG development program including the sharpened focus on gender, health and education?
- What impact is already visible from this shift in focus by MDI, and what can we expect to see over time?
- Is there a need for continued development assistance to the NBC? If so, what should that assistance look like?
- Does MDI2 represent an efficient use of funds, and value for money?
- Will the benefits of the program continue after funding has ceased?

### MDI Background

*The goal of MDI is to support an open and democratic media that gives voice to all Papua New Guinea citizens, provides nationwide access to information and culture, and delivers development content for the benefit of the people. Its objective is to increase the provision of quality media services that contribute to Papua New Guinea's stability and prosperity in particular to those in rural and remote areas of Papua New Guinea.*

Phase 1 of MDI was implemented from January 2005 to June 2006. It supported the delivery of quality programs by the National Broadcasting Corporation of PNG (NBC). A limited range of organisational development activities were funded to assist with the delivery of quality programs, as well as provide a more comprehensive diagnosis of organisational capabilities. Phase Two was developed in light of the experience of Phase One. In 2010, following an independent review, it was recommended that Phase 2 be extended to 30 June 2012.

Also in 2010 the ABC began to implement the principles of 'communication for development', which aims to influence and shape attitudes and behaviour to support developmentally desirable outcomes. This was followed by the joint government review of Australian aid to PNG which led to a sharpened focus on key areas. After discussions between NBC, ABC and AusAID the 2011/12 plan for MDI was refocused with greater emphasis on taking a communications for development approach to supporting the NBC play a key role in delivering development information and give voice to people interested in cross cutting themes such as gender.

### **MDI Components**

Phase 2 was initially based around five Focus Areas:

- NBC's provision of high quality content to the people of PNG wherever and whenever they want it
- NBC as a key partner in the development of PNG
- Strengthen the NBC as a modern and efficient organisation
- Strengthen the NBC's systems and processes to support operations and public accountability
- Develop and support a well-trained and well managed staff.

Since July 2011 there has been a greater focus on content and less on organisational strengthening.

### **Management of MDI**

The Australian Broadcasting Corporation (ABC) is managing all activities in partnership with the NBC and AusAID. Responsibility for governance, coordination, and quality assurance rests with the ABC. An Australian based Program Director ensures adherence to appropriate ABC management policies and principles of good governance including financial accountability. An Australian based Program Manager provides support and guidance to MDI. MDI is managed in-country by a Team Leader and a limited range of long and short term advisers has been used during Phase 2. Two local staff, an Office Manager and Research Coordinator, completes the local team.

### **Scope of evaluation work**



Independent evaluations of aid activities provide information for AusAID's assessment of effectiveness, provide lessons to AusAID and implementation partners, inform design of new activities and inform management of existing activities.

The evaluation will cover the period of July 2010 – February 2012, given the Activity was independently evaluated in early 2010. Nonetheless relevant information and lessons from the previous phases of support (since commencing in 2005) can be used as background to inform this review.

The evaluation should focus particularly on the DAC criteria of:

**1. *Relevance*:** whether supporting the NBC through MDI remains effective and useful in achieving sustainable development, and relevant to GoPNG and Australian Government priorities.

**2. *Effectiveness*:** whether the program's objectives are on track to being achieved. This covers (i) has MDI's support improved NBC's capacity to provide quality media services that contribute to PNG's stability and development (ii) if so, is NBC providing a better quality media service and to what extent is that attributable to MDI, and (iii) how effective thus far is the program's transition to supporting NBC to focus on gender, health and education outcomes?

**3. *Sustainability*:** whether the flow of benefits will continue once the activity ends.

In addition, the evaluation should provide a basic assessment of implementation of the agreement against the remaining DAC criteria of *Efficiency* and *Impact* and the additional AusAID criteria of monitoring and evaluation, gender equality plus analysis and learning.

Ratings against all criteria (excluding *Impact*) are to be provided using a scale of 1 to 6, with 6 indicating very high quality and 1 indicating very poor quality. A rating below 4 indicates that an activity has been less than satisfactory against a criterion. Further guidance is at [Annex A](#).

### **Key documents**

At least the following documentation will be supplied:

- The Program Design Document
- ABC and AusAID Record of Understanding plus Variations.
- 2010 Review and recommendations (including management response).
- Regular progress reports
- Stakeholder research undertaken in 2011
- Audience research undertaken in 2011/12

### **Proposed approach to assessment**

- Review key documents
- Draw on any additional information considered appropriate to contribute to the report, including reports from other AusAID media programs (e.g. SOLMAS, VBY).

- Undertake a visit to PNG in February 2011 for up to two weeks to consult with staff within NBC, MDI, AusAID and other key stakeholders.
- Complete all outputs.

### **Roles and Responsibilities**

Skills for the reviewer/s should include:

- Monitoring and evaluation expertise;
- Communications for Development expertise;
- Media development expertise;
- Consultative and participatory research skills;
- Gender equality analysis skills;
- Analytical, research and report writing skills; and
- Experience in undertaking an Independent Program Evaluation on a media program in the Pacific region

The Reviewer/s will be solely responsible for the planning, preparation and production of all outputs. Logistical support will be provided by the ABC.

### **Duration**

A maximum of thirty days will be allocated, which is to include in-country consultations for up to ten days in Port Moresby and provincial locations as deemed appropriate. It is anticipated that this review will be conducted during February 2012.

### **Outputs**

The following outputs are required

- Output 1 – Evaluation Plan (setting out key consultations and questions, other methodologies to be used, etc.)
- Output 2 – Aide Memoire on completion of the in-country visit
- Output 3 - Draft Independent Completion Report (IAPR) within 10 working days of completing in country visit for comment.
- Output 4 – Final Independent Completion Report (IAPR) within 2 weeks of receiving formal feedback from a peer review process.

The main body of the IAPR should be a maximum of twenty five pages made up of:

- An executive summary (around 2 pages);
- Brief background on the MDI2 program (~ ½ a page);
- An outline of the evaluation methods and objectives (~ ½ a page);
- Findings against the key evaluation questions;
- Evaluation criteria comments and ratings;
- Conclusions and recommendations

All outputs are to be provided in Word format and delivered as one signed hardcopy and one electronic copy each to Head ABC International Projects, ABC, GPO Box 9994, Melbourne, Vic, 3000 and Second Secretary, Democratic Governance, AusAID Port Moresby, Locked Bag 129, Waigani, NCD, Papua New Guinea.

**Fees**

The fees for reviewer/s will take account of AusAID's Adviser Remuneration Framework. Payment will be on acceptance by the ABC and AusAID that the outputs meet its requirements and are of a standard expected in the sector.

**Attachment B: Evaluation Plan and questions**

**Independent Assessment Review  
Media for Development Initiative Phase 2 extension  
*Evaluation Plan*  
*January - February 2012:***

**Background**

The Media for Development Initiative commenced in January 2005 with the first phase ending in June 2006. A second phase started in July 2006 and following a review in 2007, was extended to June 2009 and again to June 2010. Following another review in 2010, it was extended again to 2012. This 2012 review will evaluate the implementation of the MDI2 from July 2010-February 2012 and prepare an independent assessment report.

This plan, in identifying the goal, objective and components of MDI2, sets out the questions and issues to be raised during the review, the sources and stakeholders to be consulted and the methodology and timeframe for the completion of review and finalization of the report.

**MDI Goal**

To support an open and democratic media that gives voice to all PNG citizens, provides a nationwide access to information and culture and delivers development content for the benefit of the people.

**MDI Objective**

To increase the provision of quality media services that contribute to PNG's stability and prosperity in particular to those in rural and remote areas of PNG.

**MDI Components as reflected in review TORs**

- NBC's provision of high quality content to the people of PNG wherever and whenever they want it
- NBC as a key partner in the development of PNG
- Strengthen the NBC as a modern and efficient organization

- Strengthen the NBC's systems and processes to support operations and public accountability
- Develop and support a well trained and well managed staff

Since July 2011 there has been greater focus on content and less on organizational strengthening

### Scope of evaluation according to TORs

- Focus on DAC criteria of relevance, effectiveness and sustainability
- Basic assessment against remaining DAC criteria of impact plus additional AusAID criteria of monitoring and evaluation, gender equality, analysis and learning
- Ratings (except for impact) are to use a scale of 1 to 6, with 6 indicating very high quality; below 4 indicates less than satisfactory.

### Key Evaluation questions according to TORs

- What progress has MDI2 made in meeting specific objective and focus areas?
- Has MDI2 supported the Australia-PNG development program including the sharpened focus on gender, health and education?
- What impact is visible from this shift in focus by MDI and what can we expect to see over time?
- Is there a need for continued assistance to NBC? If so what should that assistance look like?
- Does MDI2 represent an efficient use of funds and value for money?
- Will the benefits of the program continue after funding has ceased?

### Criteria specific evaluation questions:

#### DAC criteria:

Criteria	Questions	Sources and stakeholders	Methodology
1. Relevance	<p>1. How appropriate have the project's activities been to achieving better media services particularly in rural and remote areas of PNG?</p> <p>2. Has the mix of project components been right? If not, what should be</p>	<p>NBC management and staff<sup>2</sup></p> <p>Project Steering Committee</p> <p>Audience surveys and other stakeholder</p>	Interviews during in-country visit and desk appraisal

<sup>2</sup> NBC management and staff include relevant Port Moresby-based as well as province-based staff.

	<p>changed?</p> <p>3. Has the change in AusAID policy and its impact on the project altered the relevance of the project? If so, how?</p> <p>4. Has MDI2 supported (directly or indirectly) the development of PNG? If so, how has this occurred?</p> <p>5. Is the focus of the project still relevant in terms of the growth in social media usage since the start of the project?</p> <p>6. If the project is continued beyond June 2012, what areas should be continued, discontinued, added?</p> <p>7. How could the project's relevance to the specific PNG development challenges be improved?</p>	<p>analysis</p> <p>AusAID PNG</p> <p>MDI team</p> <p>Relevant GoPNG departments including Communications and Education</p> <p>Provincial authorities in Goroka and Milne Bay</p> <p>Health, education and gender NGOs</p>	
2. Effectiveness	<p>1. Has the change in focus emphasis – more on health, education and gender – affected the overall effectiveness of the project during the past 18 months?</p> <p>2. Is it clear to all stakeholders what the project's objectives are (as opposed to the goal)?</p> <p>3. How has the stronger emphasis on communications for development been incorporated into NBC programming?</p> <p>4. What impact is the communications for development programming having in terms of development impact? Or is it too early to measure the effectiveness of this approach?</p> <p>5. Have the attachments</p>	<p>NBC management and staff</p> <p>Project Steering Committee</p> <p>Audience surveys and other stakeholder analysis</p> <p>Relevant GoPNG departments i.e. Communications and Education</p> <p>Provincial authorities in Goroka and Milne Bay</p> <p>Civil society groups</p>	In-country and desk appraisal

	<p>been successful as a form of training?</p> <p>6. Has the reduction in advisor inputs affected the effectiveness of the project? If so, has it been a positive or negative effect?</p> <p>7. If the project continues beyond June 2012, what issues impacting on its effectiveness need to be addressed?</p>		
3. Sustainability	<p>1. Is there sufficient ownership of the project's aims and activities within NBC to ensure its continuation beyond the project?</p> <p>2. Is there sufficient political will – both within NBC and the government – to maintain the necessary resources for the work and changes initiated under the project?</p> <p>3. What areas are not sustainable?</p>	<p>NBC management and staff</p> <p>Project Steering Committee</p> <p>AusAID PNG</p> <p>Project team</p> <p>Departments of Communications and Education</p>	<p>In-country and in Australia interviews</p>

**Basic assessment criteria:**

<b>Criteria</b>	<b>Questions</b>	<b>Sources and stakeholders</b>	<b>Methodology</b>
1. Impact	<p>1. Is there sufficient evidence pointing to development impacts of the project?</p> <p>2. Has the recent change in priority focus diminished anticipated impact in other areas previously deemed as priority?</p> <p>3. What external factors have influenced the impact of the project?</p>	<p>NBC management and staff</p> <p>Project Steering Committee</p> <p>Project staff</p> <p>Audience surveys and other stakeholder analysis</p> <p>AusAID PNG</p>	<p>In country and desk analysis</p>

		<p>Departments of Communications and Education</p> <p>Civil society groups</p> <p>Provincial authorities (Goroka and Milne Bay)</p>	
2. Monitoring & evaluation	<p>1. What M&amp;E system is in place?</p> <p>2. Is it robust enough to evaluate the effectiveness of the project?</p> <p>3. Has the M&amp;E system been able to keep pace of the changes in policy and focus emphasis? If not, why not?</p> <p>4. Are findings coming out of the M&amp;E system being followed up?</p> <p>5. If the project continues beyond June 2012, what changes should be made to the M&amp;E system?</p>	<p>NBC management and staff</p> <p>Project Steering Committee</p> <p>ABC's Insights and Impact team</p> <p>AusAID PNG</p>	<p>In country, desk analysis and in-Australia interviews</p>
3. Gender equality	<p>1. Is it possible yet to determine if the project's stronger emphasis on health, education and gender (all of which are related to making improvements in gender equality) is having a positive impact?</p> <p>2. If so, is the impact enduring?</p> <p>3. Is there sufficient monitoring of the project's impact on gender equality and promotion of associated human rights?</p> <p>4. Aside from the</p>	<p>NBC management and staff</p> <p>Project Steering Committee</p> <p>AusAID PNG</p> <p>ABC's Insights and Impact team</p>	<p>In country and in-Australia interviews</p>

	<p>program's focus areas, what approaches within the project's management are aimed at ensuring equality of decision-making between women and men?</p> <p>5. How is the project improving gender equality policies and practices within NBC?</p> <p>6. If the project continues beyond June 2012, what changes should be made to improve the way the project addresses gender equality?</p>		
4. Analysis & learning	<p>1. How well, if at all, have the recommendations and lessons identified in the 2010 Review been applied?</p> <p>2. Has the change in AusAID policy and focus emphasis affected the way in which the 2010 review recommendations have been applied?</p> <p>3. What lessons have not been applied which should be?</p>	<p>NBC management and staff</p> <p>Project Steering Committee</p> <p>AusAID PNG</p> <p>Project team</p>	In country, in Australia and desk analysis

### Review timeframe

Phase	Task	Timeframe
Phase 1: Preparatory	<ul style="list-style-type: none"> <li>Review of relevant documents</li> <li>In-Australia preparations and discussions</li> <li>Evaluation plan</li> </ul>	Second half of January (up to 6 days)
Phase 2: In-country	<ul style="list-style-type: none"> <li>Travel to PNG</li> <li>Consultations in Port Moresby, Goroka and Milne Bay</li> <li>Aide-memoire</li> <li>Return from PNG</li> </ul>	29 Jan – 12 February (14 days)
Phase 3: Report drafting	<ul style="list-style-type: none"> <li>DRAFT Assessment Progress</li> </ul>	



	Report <ul style="list-style-type: none"> <li>• Peer review consideration of draft report</li> <li>• Finalisation of report</li> </ul>	14 Feb – 28 Feb (up to 10 days)
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### Attachment C: Stakeholders consulted

Name	Position	Organisation	Location
Rob Batten	Project director	ABC/MDI2	Australia
Wendy Highett	Previous Project director	ABC/MDI2	Australia
Jaldeep Katwala	Team leader	MDI2	Port Moresby
Domenic Friguglietti	Head, ABC International Development	ABC	Australia
Vipul Khosla	Research Manager, ABC International Development	ABC	Australia
Amelia Shaw	Multiplatform content adviser	MDI2	Port Moresby
Jessica Douglas	Project manager	ABC/MDI2	Australia
Isabella Popal	Research officer	MDI2	Port Moresby
Memafu Kapera	Managing Director	NBC	Port Moresby
Michael Samuga	Co-ordinator, Provincial Network	NBC	Port Moresby
Robin Vuvut	Director, Engineering	NBC	Port Moresby
Mary Kokoha	A/g Director, News	NBC	Port Moresby
Janet Amean	Director, Human Resources	NBC	Port Moresby
Joe Wafewa	Director, TV and Engineering	NBC	Port Moresby
Mechtild Enga	Director, Finance	NBC	Port Moresby
Kevin Rumen	Presenter	NBC	Port Moresby
Sonny Karabuba	Head of Archives	NBC	Port Moresby
Douglas Dimagi	Deputy Director National Radio & President, Leadership Network	NBC	Port Moresby
Mary Kula	Secretary, Leadership Network	NBC	Port Moresby
Josephine	Team leader, Tribe	NBC	Port Moresby

Oberleuter	program		
Milela Gisawa	Station director, Milne Bay	NBC	Alotau
Raga Lakani	Journalist, Milne Bay	NBC	Alotau
Priscilla Waikadi	Journalist, Milne Bay	NBC	Alotau
Didi Niupega	Manager,	Kedu Seif Haus	Alotau
Agnes Inape	Station director, Milne Bay		
Kui Nea	Senior technician	NBC	Goroka
Avan Jogi	Program officer and presenter	NBC	Goroka
Lilian Monimoni	Admin officer	NBC	Goroka
Margaret Jagi	Archivist	NBC	Goroka
Janet Dizo	Librarian	NBC	Goroka
Albert Atiya	Program officer and announcer	NBC	Goroka
Bob Smythe	A/g Country Director	Save the Children	Goroka
Freddy Hombuhanje	Program officer	AusAID	Goroka
Sarah Thomas	Second Secretary, Governance	AusAID	Port Moresby
Sophia Close	First Secretary, Governance	AusAID	Port Moresby
Rob Brink	Counsellor, Governance	AusAID	Port Moresby
Stuart Schaeffer	Head	AusAID	Port Moresby
Michelle Lowe	Chief of Operations	AusAID	Port Moresby
Mike Whiteman	Counsellor, Public Affairs	AusAID	Port Moresby
Rose Gawaya	Gender adviser	AusAID	Port Moresby
Ume Wainetti	Coordinator	Family Sexual Violence Advisory Council	Port Moresby
Akke Boere	Country Director	MSF	Port Moresby
Miranda Bryant	Director of Programming	Population Services International	Port Moresby
Leah Hoffman	Program manager	Population Services International	Port Moresby
Tasmia Bashar	Communication Specialist	UNICEF	Port Moresby