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Evaluation of UNESCO's contribution to Strategic Programme Objectives 12 and 13: “Enhancing universal access to information and knowledge” and “Fostering pluralistic free and independent media and infostructures”

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Document information

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List of Acronyms

APA	Asia and Pacific region
C/4	UNESCO Medium-Term Strategy
C4D	Communication for development
C/5	UNESCO Programme and Budget
CI	UNESCO Communications and Information sector
CMC	Community Media Centre
CO	UNESCO Cluster office
COM	UNESCO CI Communication Development Division
EFA	Education for All
ESD	Education for sustainable development
EXB	Extrabudgetary funds or programme
FABS	Finance and Budget System, UNESCO
FED	UNESCO CI Division for Freedom of Expression, Democracy and Peace
FO	UNESCO Field office
FOE	Freedom of expression
FOI	Freedom of information
FOSS	free and open source software
I4D	Information for development
IAC	International Advisory Committee of the Memory of the World Programme
ICA	International Council on Archives
ICANN	Internet Corporation for Assigned Names and Numbers
ICT	Information and communication technologies
ICT4D	Information and communications technologies for development
ICT-CFT	ICT Competency Framework for Teachers
IFAP	Information for All Programme, UNESCO
IFEX	International Freedom of Expression Exchange
IFLA	International Federation of Library Associations and Institutes
IGF	Internet Governance Forum
INF	UNESCO CI Information Society Division
IPDC	International Programme for Development of Communication, UNESCO
ITU	International Telecommunications Union
LAC	Latin America and the Caribbean region
MDG	Millennium Development Goals
MLA	Main Line of Action
MOW	Memory of the World, UNESCO
NatCom	UNESCO National Commission
NGO	non-governmental organisation
OER	Open educational resources
PSB	public service broadcasting
RP	Regular Programme (funds)
SPO	Strategic Programme Objective
ICPD	UNESCO Country Programming Document
UNCG	United Nations Communications Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNGIS	United Nations Group on the Information Society
UNICEF	United Nations Children's Fund
WDL	World Digital Library
WPFDD	World Press Freedom Day
WSIS	World Summit on the Information Society

Executive Summary

The purpose of this evaluation, in common with all SPO evaluations, is to assess progress towards the expected outcomes of SPOs 12 and 13 and to examine how progress might be enhanced through improving programme policy, design and delivery.

The expected outcomes of SPO 12 - Enhancing universal access to information and knowledge – and SPO 13 – Fostering pluralistic, free and independent media and infostructures - are worked towards by the Communication and Information (CI) sector with the SPOs covering the breadth of the sector's work. The evaluation period was 2008-09 and the evaluation covered activities under Main Lines of Action (MLA) 1, 2 and 3 of the 34 C/5

The evaluation covered RP and EXB activities, the work of Intersectoral Platform 5 Fostering ICT-enhanced learning, and the role and work of the two inter-governmental programmes - Information for All Programme (IFAP) and the International Programme for the Development of Communication (IPDC).

A summary of main conclusions

These conclusions are based on the findings of the evaluation (see section 3 of the report) relating to:

- Progress towards the SPO outcomes
- UNESCO's comparative advantage in CI
- The coherence of the CI sector
- CI delivery mechanisms and modalities
- Partnerships and international cooperation
- CI addressing UNESCO global priorities
- Internal organisation, programming and procedures

Making progress towards the achievement of the SPOs

SPO 12: Enhancing universal access to information and knowledge

Modest progress has been achieved in those areas relating to the policy and legislative environment for FOE and FOI, mainly through CI's normative and standard-setting work. However, only limited progress has been achieved in the non-rights and non-legislative aspects of FOI that relate to the development of effective public information provision and management.

Significant progress has been made in enhancing the capacities and competencies of media professionals, particularly in Africa. The development of and continued support to CMCs and community radio facilities has significantly enhanced community access to media and information, among isolated communities and marginalized population groups.

SPO 13: Fostering pluralistic, free and independent media and infostructures

CI has made significant progress in important normative and standards-setting work through the development of the Media Development Indicators and other policy instruments.

The development of community media and CI's support to media networks and professionalisation of the media (through IPDC in particular) has made a significant contribution to progress. There was a clear emphasis on support to media development, particularly in Africa, during the biennium.

CI is spread too thinly

CI is one of the smallest sectors in UNESCO in terms of people and funds available. It is also probably the most complex and diverse in its range of responsibilities given the cross-cutting nature of its work. In some of these areas, particularly in INF division's responsibilities, CI has just about managed to maintain UNESCO's visibility, but has ceased to be a significant international player, either because the CI environment has shifted around them, internal priorities have been redefined or available resources have been reduced.

CI is not ICT: collaborating with other sectors

While CI already works with other UNESCO sectors on many fronts, it is most often in the context of ICT innovation and application. ICT has driven the availability of funds for such work. But ICT is not a sector – it is an enabler that increasingly underpins the work of UNESCO in all sectors. Untangling ICT from CI will be challenging. However, it lies at the heart of effective intersectoral working to support the achievement of UNESCO's SPOs, which demands a focus on **content** and **outcomes** not on tools and enabling mechanisms.

Simplifying the CI message: not just presentational

A determined effort to simplify and clarify the CI sector is overdue. This is not just a presentational issue – it will have operational and resource implications as well. In particular, by maintaining both IFAP as a separate programme and WSIS follow-up, UNESCO CI is mixing and diluting its message, efforts and slender resources. WSIS and the concept of the Knowledge Society is the stronger 'brand' endorsed in the high-level Summit itself by governments, and supported by most UN agencies as well as many NGO stakeholders.

Improving CI effectiveness through consolidation of resources

Through simplifying and reducing its wide-ranging agenda, CI has the opportunity to improve the effectiveness and coverage of several CI priorities that speak directly to the SPOs 12 and 13. The report concludes that changes in focus and restructuring are needed in the following areas:

- WSIS: strengthening the CI message and support for the WSIS agenda, to approach the power and ubiquity of the Education sector's Education for All.
- Taking a more active role in C4D: currently a diffuse and misunderstood concept, the main task is to develop an effective framework of C4D concepts and definitions, rationalising and recognising what C4D means in different contexts to underpin greater clarity for FOs and UN partners in defining intervention objectives, roles and responsibilities among UN agencies.
- FOI: has been conflated with FOE in strategic planning, dialogue with governments and CI reporting, but without robust national information policies and 'infostructures' in place, adopting FOI legislation can be only a gesture.
- Documentary archives: the key global archival challenge in support of knowledge society development is to get critical mass of important documentary material digitised and catalogued online so it can be used, for instance to support FOI. However, most CI activity has been concerned with supporting the preservation of documentary cultural heritage.
- There is an evident risk that the capacity-building functional priority in CI is being used to cover too wide a range of activities, each of which can have poorly defined aims and objectives and frequently demonstrate a poor grasp of effective capacity building methodologies on the part of CI staff and partners.
- Knowledge sharing and communication: the CI sector should be a leader in the use of the web as a multi-level channel of effective communication. Structural and organisational changes in CI should prompt a thorough review and revision of CI web presence including the various professional portals for libraries and archives communities

IPDC and cost effectiveness

IPDC is a labour-intensive programme, demanding considerable effort on the part of CI staff in the field. Though there is considerable anecdotal evidence indicating the value and long-term, cumulative impact of IPDC projects, not enough systematic documented evidence about project outcomes and impact is available to make a proper judgement about cost-effectiveness, and the right balance of effort in the field between IPDC and other areas of CI interest.

Effective programming and planning at country level

In the present two-year planning and implementation programme cycle, and with current levels of CI staff and administrative support in the field, reflection on lessons learned and changing local strategic priorities to improve CI work planning are a challenge. The UNESCO Country Programming Document (UCPD) has the potential to develop into a vehicle for effective planning and review

spanning more than one biennium, though the UCPD process needs to be made more effective and relevant to CI staff.

Recommendations

These recommendations are based on the conclusions of the evaluation team (see section 4).

Reforming the scope and structure of CI

- CI's response to intersectoral work should be reconfigured so that it is no longer driven by ICT applications, triggering a consequent redeployment of resources within INF (from the ICT and Education, Science and technology and Culture Section) and CI in general.
- CI, as current Lead sector of the intersectoral platform, should initiate and lead a debate with other UNESCO sectors on how to mainstream and support ICT activities within each sector.
- IFAP should be discontinued as an intergovernmental programme, and its goals, objectives and resources fully integrated into CI RP and WSIS follow-up. This should include the cessation of use of conceptual terms such as 'Information for All' and I4D.
- CI should shift human and other resources in HQ to WSIS follow-up to achieve greater effectiveness in cross-divisional cooperation and a more active programme at international and national levels to take forward the WSIS Action Plan.
- WSIS follow-up should become the only 'brand' for international and national engagement of stakeholders in the pursuit of Information Society and Knowledge Society goals.
- CI should improve the relevance of MOW to CI strategic objectives by using the powerful MOW 'brand' in a broader range of information, archive and records related activities that contribute to the more effective management, preservation and dissemination of official and public records and information, contemporary and historic.
- The MOW budget should be used to fund the collaborative development of normative tools and guidelines to assist governments and collection managers to assess and prioritise for preservation and to develop effective business cases for funding.

Improving the presentation of CI

- Following the reforms recommended in 5.1, CI must undertake a comprehensive exercise to simplify and clarify the CI messages and presentation.

More effective evaluation of IPDC

- CI should improve and increase the systematic evaluation of IPDC projects that will provide robust evidence of the effectiveness, sustainability and impact of IPDC projects.

Capacity building modality

- CI HQ should take serious account of the issues outlined in the Evaluation of UNESCO's Capacity Building Function (2007), with a view to articulating definitions, standards and guidelines for CI staff in the field to follow.
- These standards and guidelines should then be communicated to all implementing partners, to embed a common understanding of what will be the basis for CI support in capacity building projects.

Effective programming and planning at country level

- CI HQ should consider how best to improve CI field staff skills and capacity to engage in strategic planning exercises to maximise the effectiveness and benefits of the UCPD process.

1 Evaluation Purpose and Methodology

This evaluation takes place within a broad monitoring and evaluation framework enabling systematic evaluation of all SPOs within the C/4 cycle. The terms of reference for the evaluation are appended as Annex 1.

UNESCO's 2008-2013 Medium-Term Strategy is framed around fourteen Strategic Programme Objectives (SPOs) that capture the entire programme of UNESCO through articulating overarching objectives and expected outcomes.

The outcomes of SPO 12 - Enhancing universal access to information and knowledge – and SPO 13 – Fostering pluralistic, free and independent media and infostructures - contribute to the Overarching Objective 5: Building inclusive knowledge societies, and are implemented by the Communication and Information (CI) sector with the two SPOs covering the breadth of the sector's work (see Annex 2).

1.1 Purpose of Evaluation

The purpose of this evaluation, in common with all SPO evaluations, is to assess progress in SPOs 12 and 13 towards the expected outcomes and to examine how progress might be enhanced through improving programme policy, design and delivery. The main objectives of the evaluation were to assess the relevance, efficiency, effectiveness and impact of the programmes and activities from a number of perspectives, as outlined in the key evaluation questions (see Annex 1). The evaluation also considered:

- the multi-faceted issue of sustainability of both programme activities and outcomes;
- contributions of the programme to the two global priorities of Africa and gender equality (see Annex 2 for a summary); and,
- the degree of intersectoral work.

1.2 Scope of Evaluation

The evaluation period is 2008-09, though work encompassed programme activities planned and carried out in the previous biennium in order to capture the key events in the evolution of the programmes in focus. The evaluation covered activities under MLAs 1, 2 and 3 of the 34 C/5 (summarised in Annex 2).

Activities under MLA 4 of the 2008-09 biennium – Strengthening the role of communication and information in fostering mutual understanding, peace and reconciliation, particularly in conflict and post-conflict areas – were excluded from the evaluation because the work had been covered in the recent evaluation of SPO 14. However, the evaluators have taken into account where this work has a significant impact upon the use of CI resources, for instance, on HQ staff in FED.

Activities in both the CI Regular Programme (RP) of funding and projects funded by extrabudgetary funding (EXB) were covered by the evaluation.

During the 2008-2009 programme period UNESCO implemented Intersectoral Platform 5 - Fostering ICT-enhanced learning – with inputs from both the Education and CI sectors, and this is led by CI. The evaluation has taken into account the work of this Intersectoral Platform as it relates to and intersects with SPOs 12 and 13.

The evaluation also considered the role and work of the two inter-governmental programmes - Information for All Programme (IFAP) and the International Programme for the Development of Communication (IPDC) – as these are central to the delivery of SPOs 12 and 13.

There were three country visits to Cameroon (Yaoundé Cluster Office (CO)), Jamaica (Kingston CO) and the Palestinian Territories (Ramallah National Office).

1.3 Methodology

1.3.1 Desk review and document analysis

A desk review was undertaken of strategic, planning, and programme reporting documentation and data obtained from UNESCO HQ and downloaded from the CI website (both internal, procedural documentation and UNESCO CI publications). The review also included an analysis of previous evaluations (e.g. evaluation of IFAP, public service broadcasting, cross-cutting themes and the capacity-building function).

FABS and other programming information and data from RP and EXB for the 33 C/5 and 34 C/5 biennia from all COs and FOs with CI activity were analysed to provide, in so far as possible, an overview and typology of activities and projects mapped to both regions (and HQ) and the MLAs in the biennium.

Documentation on RP and EXB projects was requested from all CI staff in the field and a total of 13 offices responded (including the three field mission offices).

1.3.2 Consultation

Evidence from the document and data analysis was augmented and validated through in-depth, semi-structured interviews, conducted by telephone or face-to-face (in field missions or in Paris HQ) with:

- 16 CI staff in the field;
- 19 CI sector staff in HQ and 2 staff members of the Bureau of Strategic Planning;
- 14 individuals representing 11 international external stakeholder organisations for CI;
- In addition, eight chairpersons of the most active national committees for IFAP were invited to respond in writing to a short list of issues and questions about the programme. Two responses were received.

1.3.3 Field missions

In three field missions to Yaoundé, Ramallah and Kingston the evaluators met UNESCO CI and other staff, government, civil society and private sector stakeholders and partners, and some target beneficiaries among geographical communities or communities of practice.

A list interviews and of persons met is appended as Annex 4.

1.4 Strengths and Limitations

1.4.1 Evidence from HQ and the field

The request for consultation interviews received a strong and positive response from CI staff in the field and in HQ. These interviews, with a wide spectrum of professional CI and other UNESCO staff across all CI divisions and geographical regions have provided a solid foundation of anecdotal evidence about CI work based on knowledge, expertise and experience.

Through field missions and telephone interviews, a range of international and national stakeholders and partner organisations were consulted, particularly NGOs, academic and civil society organisations. However, the evaluators were able to meet with and consult disappointingly few government stakeholders and UNESCO National Commission (NatCom) members.

1.4.2 Documentation

There is much valuable background documentation related to the CI programmes generated by HQ and some field offices, available at the website and locally produced documentation, including all the material associated with the World Summit for the Information Society (WSIS) follow-up, and the two inter-governmental programmes, IFAP and IPDC. However, actual projects and activities in the field are not well-documented and those reports (including IPDC proposals, implementation and evaluation reports) are of variable quality. No significant body of monitoring data, information or evaluative reporting exists for the biennium in question.

1.4.3 Financial Data

While the FABS data provides a valuable overview of RP allocations and EXB expenditure within the biennium, there are challenges associated with their analysis. In particular, for EXB data, a significant proportion of active projects and expenditure for the 34 C/5 biennium are not coded with reference to the MLAs for 34 C/5, but refer to the different MLAs for biennia 33 C/5 and 32 C/5, covered by the previous Medium Term Strategy.

1.4.4 CI themes

In order to drill down a little further into the content of the CI programme in the 34th biennium, the evaluation used the FABS data to make an analysis by CI 'theme'. These 'themes'¹ had been compiled by CI staff and assigned to the majority of RP activities as an attempt to make a more explicit link between the activity and the SPO outcomes. The list of themes used was not definitive and, in some cases, contained ambiguities and overlap.

Using them to analyse RP and EXB programme data revealed, in the end, nothing of any significance that could not be found through other means. Nonetheless, the exercise was a useful indication of:

- The fundamental difficulty that CI has in reconciling MLA expected results and SPO outcomes; and,
- The ubiquitous lack of precision and consistency in the use of terms associated with CI work across the sector – for instance, 'access to information' is associated variously with FOI activities, WSIS and with developing specific 'infostructure' (e.g. libraries, ICT access etc).

¹ CI Theme descriptions were added to the February 2010 dataset, from separate data received from IOS, exported from FABS on 6 March 2009. For 271 (88%) of the 308 lines (allocation \$ 9,863,314 or 86%) a useable theme description was available. These 271 lines were used as the basis for the thematic analysis.

2 Overview of Communication and Information at UNESCO

The Communication and Information Sector (CI) was established in its present form in 1990 and its work and activities cover a very wide-range of policy, legislative and operational areas, with a correspondingly wide and diverse range of target audiences, stakeholders, partners and beneficiaries to understand, interact with and influence. These are summarised in Table 1, which also relates each area to an MLA and a lead CI division (FED, INF or COM).

Table 1: Key CI areas of activity, related MLA and CI division and targets/actors/beneficiaries

Key CI area	Policy level targets	Actors	End beneficiaries
MLA 1 (CI FED lead)			
Freedom of Expression (FOE), safety of journalists and impunity	International and human rights agencies and NGOs Ministries of Information and Justice Legislative bodies in media regulation	Public service broadcasting Private sector media organisations Jurists and lawyers Journalist and broadcasting professional bodies	Journalists and broadcasters NGOs and civil society organisations (CSO) representing specific communities and groups of citizens
Freedom of Information (FOI)	International and human rights agencies; UN agencies Ministries of Information, government press and PR agencies Legislative bodies such as constitutional courts	Jurists and lawyers Journalists and broadcasting professional bodies NGOs and CSOs	NGOs and CSOs representing specific communities and groups of citizens
Public service broadcasting	Ministries of Communication and Information PSB agencies and regulators	PSB organisations	CSOs and individual citizens
MLA 2 (CI INF lead)			
Access to Information	International standard-setting bodies in information professions such as IFLA Ministries of Information, Education and Culture National telecommunications authorities Local government authorities Legislative bodies	ICT training and software development organisations (private and public sector) Library, archive and information professional bodies National information organisations Academic institutions NGOs and CSOs	Library, archive and information professionals Teachers, students and school pupils Community members and individual citizens
E-governance	National and local governments	Records managers and archivists	Community members and individual citizens
Internet content and governance	International regulatory and advisory bodies such as ICANN and IGF Ministries of Information, Education and Culture National telecom authorities	Private and public sector internet service providers Jurists and lawyers Academic institutions	Academics, teachers, students and school pupils Community members and individual citizens
Information literacy	Ministries of Education, Culture, Communication, Information	Teacher training colleges Library and information professionals Schools and academic institutions	Community members and individual citizens Teachers & students
ICT in education / ICT4D	UN agencies Ministries of Education, Communication, Health and Science	Teacher training colleges Public Broadcasting Services Media organisations UN and NGO partners	Community radios and CMCs Teachers & students
Safeguarding and preserving documentary and audio visual heritage	International archival and information professional bodies and standard-setters, such as ICA Ministries of Culture and Education	National libraries, archives and museums Historical, archaeological and cultural bodies Library, archive and information professional bodies	Community members and individual citizens
MLA 3 (CI COM lead)			
Media development	Media regulatory authorities Government licensing agencies	Public service and community broadcasters Private sector press and media organisations Academic / training institutions	Journalists and broadcasters (national and community level) Press and media managers and technical staff Community members

Key CI area	Policy level targets	Actors	End beneficiaries
Professional Journalistic Standards and Code of Ethics	Media regulatory authorities	Journalist and broadcasting professional bodies Academic and training institutions	Journalists and broadcasters (national and community level)
Media literacy	Ministries of Education, Communication, Information	Teacher training colleges Media professionals NGOs	Community members and individual citizens Teachers & students
Communication for development (C4D)	UN agencies Other international development agencies and NGOs Government policy makers	UN agencies Local and international NGOs	

2.1 Investment in the CI sector in 34 C/5

The CI RP² and EXB³ approved in the 34 C/5 Programme and Budget are shown in Table 3, Annex 5.

This published summary of EXB resources includes self-financing funds in several countries (e.g. Brazil, Libya). However, these funds have been excluded from the expenditure data analysed for this evaluation and reported on below, as has the expenditure explicitly attributed to MLA 4.

2.1.1 Regular Programme (RP)

HQ and field (regional) balance of investment

Analysis of FABS data (see Table 4, Annex 5) shows that overall 42% of the RP allocation for MLAs 1, 2 and 3 was controlled by HQ⁴ and 58% by field offices. In the case of MLAs 2 and 3 a significant proportion of this HQ funding can be attributed to WSIS follow-up, IFAP (MLA 2) and IPDC support (MLA 3).

Field offices in Africa were allocated 19% of the total activity budget; in Asia 16%; in Latin America and the Caribbean 13%; and in Arab States 8%.

Within the proportion of RP budget controlled by HQ divisions, it is not possible to complete the picture on regional spending by disaggregating all the figures that might show clear regional targets for HQ-driven activities. For instance, the Model Curriculum for Journalism Education had an original African focus, though a subsequent global dissemination.

MLAs – balance of investment

Analysis of the FABS data for MLAs 1, 2 and 3 only (excluding all staff costs) reveals the balance of RP investment between MLAs closely matched the 34 C/5 figures presented in Table 4 of Annex 5.

Regional balance between MLA allocations reveals an emphasis on media development in Africa, while other regional spending has focused slightly more activities leading to the achievement of MLA results such as access to information, Memory of the World, and ICT developments. It seems likely that the availability of better developed infrastructure for information use and delivery in Asia, Latin American and the Caribbean and the Arab States provides a higher level of current readiness for MLA 2 than in Africa (with, e.g. lower broadband access etc).

2.1.2 Extrabudgetary Programme (EXB)

Regions

EXB expenditure data by region (see Table 5, Annex 5) show that the Africa region accounted for 34% of the total expenditure in 2008-2009, Asia and the Pacific 20%, the Arab States 17% and Latin America and the Caribbean 12%. A high proportion of the total EXB budget assignments can be attributed to IDPC in Asia and the Pacific (52%) and Latin America and the Caribbean (61%) (see Table 8, Annex 5).

² Including HQs indirect programme costs (\$ 209,200)

³ Funds received or firmly committed, including posts financed from FITOCA and/or other extrabudgetary funds

⁴ excludes all staff costs

MLAs

The data in Table 6 (Annex 5) shows the distribution of EXB expenditure for 34 C/5 MLAs between MLAs 1, 2 and 3, overall and in the regions, for those projects where available MLA codes relate to the 2008-2009 biennium (152 projects, expenditure \$ 5,482,983).

Taking a **regional perspective**, the majority was allocated to MLA 3 in Africa (72%), the Arab States (93%), Asia-Pacific (97%) and Latin America and the Caribbean (85%). MLA 3 includes activities funded under IPDC.

The overall picture from this FABS data indicates low levels of EXB support to 'Promoting and enabling environment for freedom of expression and freedom of information' (**MLA 1**). EXB expenditure in 2008-09 in Africa under MLA 1 is largely accounted for by two UN-funded initiatives: under UNDAF in Rwanda (UNDAF governance: communications and information) and in Mozambique (Building the capacity of civil society organisations including C4D). Also, HQ driven work on alignment with European standards in the media sector in South East Europe (\$113,000 expenditure in 2008-09) was funded by the European Commission (EC) and assigned in FABS to MLA 1 in the Europe region.

Over 40% of **MLA 2** EXB spending was HQ driven and global, accounted for by activities lead by INF relating to MOW, IFAP and the development of FOSS. The FABS figures also include the HQ management of bilateral funding for the Preservation of the Mandela Documentary Heritage (\$170,000 expenditure in 2008-09). Other EXB expenditure in Africa under MLA 2 included the large, bilaterally funded project in Mozambique – Consolidating and enhancing the CMC scale-up initiative (\$229,000 expenditure in 2008-09). However, similarly sized CMC scale-up projects also funded by bilateral funds in Mali (\$224,000 expenditure in 2008-09) and Senegal (\$221,000) were coded under MLA3, thus accounting for a sizable proportion of the non-IPDC expenditure in Africa under **MLA 3**, pointing once again at the ambiguities in the assignment of activity to MLAs in the programming process.

Overall it appears that EXB funding (excluding IPDC) has mainly supported **MLA 3** activities in all regions except Europe and Latin America and the Caribbean. In the latter all MLA 3 EXB expenditure from 2008-09 is IPDC with the exception of one cross-sectoral project in Nicaragua under the Spanish MDG Fund –Economic Governance in the Water and Sanitation Sector in the RAN and RAAS.

Sources of EXB

Bilateral contributions were the most significant source for EXB expenditure⁵ in the 34 C/5 biennium (see Table 7, Annex 5), accounting for \$4,817,699 (40%) of the total. The UNESCO programmes (IPDC, IFAP) contributed almost as much (\$4,754,355, 39%) and UN agencies contributed \$2,246,509 (19%).

Regionally, Africa, the Arab states, and Asia and the Pacific received high and similar proportions of their EXB funding from bilateral agencies (including Funds in Trust and the European Union), with respectively 38%, 39% and 42%. This percentage is considerably lower in Latin America and the Caribbean (28%).

Comparing the sources of EXB funding **between the regions** also confirms that Latin America and the Caribbean secured the lowest proportion of non-UNESCO EXB (39% of total EXB funding for this region), while Africa secured up to 63% and the Arab States even 82%. Further analysis of underlying data showed that EXB funding from UN agencies also targeted mainly Africa (43%) and Arab States (37%). This is in line with donor priorities to support the poorest countries, and fragile or post-conflict states.

CI was able to secure EXB funding from 7 **UN agencies** (plus specific funding for UN pilot countries). UNDG (e.g. for ICT in education) and UNAIDS (e.g. for C4D interventions) are the biggest contributors. With the exception of UNAIDS, no funding from UN agencies has reached Latin America through CI, and overall most of the UN agencies' funds have been dedicated to activities in Africa.

⁵ Based on FABS data for 284 EXB projects with a combined expenditure of \$ 12,098,981 in the 34 C/5 biennium

Overall CI secured funding from **14 countries/bilateral sources** (excluding self-financing funds from Libya and Brazil) and from the European Commission. Five countries channelled more than 90% of their funding contribution to Africa.

CI raised relatively little EXB from **private sources** in the biennium. FABS data show that 'other' and private funds contributed only \$ 266,418 (2%).

2.2 Intergovernmental programmes in CI

The two intergovernmental programmes in the CI sector – IPDC and IFAP - had very different origins within UNESCO's CI work and are very different in purpose and effectiveness.

They were established by UNESCO with the same funding and governance structures. Special accounts have been established to receive voluntary contributions from Member States to fund these programmes rather than earmarking funds for specific activities. UNESCO has established intergovernmental councils for IPDC and IFAP drawn from among 39 and 26 Member States respectively. Each full council meets every two years to determine programme policy, provide planning guidance and assist in fundraising for contributions to the programme 'pot'. Each full council has a Bureau representing a small number of Member States, responsible for project selection, approval and allocation of funds from the Special Account.

For each programme UNESCO CI provides the Secretariat from RP allocations and subsidises the Council and Bureau meetings.

2.2.1 IPDC

The IPDC was created by UNESCO in 1980. The pivotal aim was to increase co-operation and assistance for the development of communication infrastructures and to reduce the gap between countries in the communication field. The programme emerged from debates within UNESCO about a 'new world' communications and information order, and reflections on the importance of communications media as tools for development⁶.

In providing support to projects, IPDC has four priorities established by its Council:

- Promotion of freedom of expression and media pluralism
- Development of community media
- Human resource development
- Promotion of international partnerships

In 2008 and 2009 the IPDC attracted contributions from Member States totalling \$1,729,548 and \$1,937,588 respectively. It had \$2,111,332 available for new projects at 31 December 2009⁷. IPDC projects are small scale stakeholder-driven interventions, with expenditure of on average \$21,400 per project.

A total of 194 IPDC projects with expenditure in the 34 C/5 biennium were recorded in FABS. These IPDC projects represent 68% of the total number of EXB projects, though they account for only 34% of EXB expenditure assigned to the biennium.

The proportion of IPDC as part of all EXB expenditure varies between regions (see Table 8, Annex 5): in particular IPDC funding accounts for 36% of total EXB in Africa, 52% in Asia and the Pacific and 61% in Latin America and the Caribbean.

IPDC provides an opportunity for professional media organisations, media outlets and NGOs to obtain funding for small-scale projects through a relatively straightforward process (in contrast to other

⁶ Media in Development: an evaluation of UNESCO's International Programme for the Development of Communication (IPDC). A report prepared by Kristin Skare Orgeret and Helge Rønning Department of Media and Communication, University of Oslo. Royal Norwegian Ministry of Foreign Affairs, October 2002.

⁷ Source: Financial position of the IPDC special account and funds-in-trust. IPDC Bureau Fifty-fourth meeting 24 - 26 February 2010
http://portal.unesco.org/ci/en/files/29553/12669254303financial_statement_54_bur.pdf/financial_statement_54_bur.pdf

potential funding sources), free from the need for governmental approval or sanction and with swift submission-selection-implementation procedures.

Evidence from cumulated IPDC implementation reports⁸ (Table 9, Annex 5) suggests IPDC projects are implemented in quite a wide spread of CI areas, in keeping with its four priorities, but that the majority of projects fall into the core areas of community radio and capacity-building for journalists and media personnel.

2.2.2 IFAP

The IFAP was created in 2000 as the result of a merger of the pre-existing General Information Programme and the Intergovernmental Informatics Programme. Its mandate included fostering debate on the political, ethical and social challenges of the “emerging global Knowledge Society” and implementing concrete projects that harness the opportunities of ICT for creating such a global knowledge society.

The Programme’s objectives were to:

- Provide a platform for international policy discussions and guidelines for action on the preservation of information and universal access to it, on the participation of all in the emerging global information society and on the ethical, legal, and societal consequences of ICT developments.
- As a transverse UNESCO programme, to provide a framework for international cooperation and international and regional partnerships.

IFAP National Committees, with direct links to the IFAP Council through its Secretariat assist in “the elaboration of socially oriented latter-day information policies, which will help man [sic] to develop knowledge and habits necessary for life in [the] information society”. The National Committees are for the most part organised within the context of the CI sub-Commission within the NatComs. Contacts for 47 National Committees are listed at the IFAP website⁹ though we understand that only a relatively small number of these are active.

IFAP, unlike IPDC, has failed to attract significant voluntary contributions from Member States to the special account, thereby providing it with extremely limited operational and activity funding to achieve this exceptionally wide-ranging agenda.

The 2007 evaluation of IFAP pinpointed a “lack of coherence at the core of IFAP” and recommended that the IFAP Bureau prepared a Strategic Plan 2008-2013. This strategy addresses directly UNESCO’s decision to concentrate on ‘upstream policy work’ and focuses IFAP’s efforts during the 34 C/5 biennium on assisting Member States with the formulation of national information policy frameworks, with more detailed policy orientations in five priority areas – information for development, information literacy, information preservation, information ethics and information accessibility.

Those elements of the Strategy earmarked for the 34 C/5 have been implemented – the development and publication of national information policy templates and guidelines, the establishment through an outsourcing contract of an Information Society Observatory, which is up and running; and the publication of an Information Society Policies Annual World Report.

2.3 World Summit on the Information Society (WSIS)

2.3.1 Geneva and Tunis Summits

The UN General Assembly Resolution endorsed the organisation of the WSIS, with the International Telecommunication Union (ITU) taking the lead role in its preparation, in December 2001. The Summit was held in two phases, in Geneva in December 2003 and in Tunis in 2005, and addressed the broad range of questions concerning the Information Society and move towards “a common vision and understanding of this societal transformation, bringing together representatives from the highest levels of government, the private sector, civil society and NGOs.”

⁸ Covering only half the 34 biennium

⁹ As at 21/09/09

UNESCO took an early active role in shaping the WSIS process, with some success in moving it from a technology driven initiative to one with the focus more clearly on the human and social issues relating to the introduction of ICT, including issues of FOE and FOI. In particular, UNESCO played an important role in widening participation in the Summit and WSIS process from mainly governments and international governmental bodies to the inclusion of NGOs and representatives of civil society. The World Report prepared by UNESCO for the Tunis phase, *Towards Knowledge Societies*, drew together many of the themes and issues of existing concern for CI, and IFAP in particular, highlighting the developmental challenges of building knowledge societies, the impact of emerging technologies across UNESCO's different sectors, and the need for ethical foundations to underpin knowledge societies.

2.3.2 WSIS follow-up

The Summit adopted a Declaration of Principles and an Action Plan to facilitate the effective growth of the Information Society and to help bridge the Digital Divide. UNESCO acts as facilitator for the implementation of the following action lines:

- Access to information and knowledge (C3)
- E-learning (C7)
- E-science (C7)
- Cultural diversity and identity, linguistic diversity and local content (C8)
- Media (C9)
- Ethical dimensions of the Information Society (C10)

UNESCO also has a facilitation function between lead agencies, mainly ITU, UNESCO sectors and multi-stakeholder groups such as the UN Group on the Information Society (UNGIS) which brings together 28 UN institutions on WSIS topics.

One result from last biennium has been a map of all activities by these institutions on open access to scientific information. CI has also established an online community platform¹⁰ with social networking features. In internet governance there has been high-level attendance at workshops and panels organised by CI, such as one in November 2009 at Sharm el-Sheikh; and a cooperation agreement was recently signed between ICANN and UNESCO to address multilingualism on the internet.

WSIS follow-up does not have a separate funding stream within CI; activities are integrated into the RP and mostly HQ led and implemented.

2.4 Other 'flagship' programmes

2.4.1 World Press Freedom Day (WPF)

This is widely celebrated on 3rd May each year and the annual UNESCO/Guillermo Cano World Press Freedom Prize is also awarded on this day to honour a person, organisation or institution that has made a notable contribution to the defence and / or promotion of press freedom.

CI HQ (FED) sets up a new globally relevant theme or issue for WPF each year and provides all the background papers and campaign material, funded from RP, to ensure that the message conveyed is fundamentally the same everywhere, though the methods of delivery and channels may vary considerably from country to country. The main partners in the field are UNDP, UNESCO NatComs, professional bodies and associations in journalism and media NGOs.

The WPF is regarded internally and among external stakeholders at international and national levels as of high importance and high impact. Field staff have shown great ingenuity and skills in making the annual themed campaigns relevant at country level. Many celebrations consist of public events such as marches, ending in conference and discussion for already interested and convinced audiences (e.g. journalists). There are, however, triumphs to be acknowledged in many countries in simply being able to organise such events and advocate publicly for the message of press freedom (e.g. Zimbabwe in 2009).

¹⁰ <http://www.wsis-community.org/>

In other countries WPF is celebrated through the media itself, using TV and press adverts and radio spots to channel the message of press freedom to a wider public audience.

2.4.2 Memory of the World (MOW)

MOW is UNESCO's programme aiming at preservation and dissemination of valuable archive holdings and library collections worldwide and is intended to "guard against collective amnesia". The programme was established in 1992 and the first meeting of an International Advisory Committee (IAC) was held in 1993. Early collaboration with the International Federation of Library Associations and Institutes (IFLA) and the International Council on Archives (ICA) resulted in lists of at risk library and archive collections, and collaboration at national level also stimulated a range of MOW pilot projects to document and preserve collections through the use of ICT and other media (such as microfilm).

The IAC meetings are held every two years and at these meetings submissions to join the MOW Register are considered. The Committee has a small Bureau that maintains "an overview of the Programme between IAC meetings and make[s] tactical decisions in liaison with the Secretariat". The Secretariat is in INF division – currently forming only part of the responsibilities of a professional full-time post. IAC and Bureau meetings are supported by CI INF through RP funds, as is the maintenance, promotion and expansion of the MOW Register online. The 2008-09 RP allocation to INF for MOW was \$192,000.

A number of MOW National Committees have been established around the world in all regions as well as two active regional Committees – in Asia and the Pacific (MOWCAP) and Latin America and the Caribbean (CRALC). CI INF and a number of FOs provide ad hoc support to national and regional committees from RP funding.

The most publicly visible aspect of the Programme, the MOW Register, was founded in 1995 and has grown through accessions approved by successive IAC meetings. In the Register there are currently 12 entries from Africa, 6 from Arab States, 42 from Asia and the Pacific, 98 from Europe and North America, 34 from Latin America and the Caribbean and 3 from international organisations.

2.4.3 World Digital Library (WDL)

In April 2009 UNESCO and 32 partner institutions launched the WDL, a web site that features cultural materials from libraries and archives from around the world, including manuscripts, maps, rare books, films, sound recordings, prints and photographs, with unrestricted online public access to the material. All collections registered in the MOW Register are automatically included in the WDL web site.

Its creation was first proposed to UNESCO by the United States Librarian of Congress in 2005 and developed by a team at the Library of Congress. The original objective of the project was "to expand the volume and variety of cultural content on the Internet, provide resources for educators, scholars and general audiences, and narrow the digital divide within and between countries by building capacity in partner countries." The WDL will function in Arabic, Chinese, English, French, Portuguese, Russian and Spanish, and will include content in a great many other languages.

UNESCO CI's role in the WDL appears to have been mainly that of a facilitator and mediator between national partners and potential partners. Responsibility for WDL lies with CI INF.

2.5 CI coordination with UN Agencies and the One UN approach

2.5.1 UNGIS

The UN Group on the Information Society (UNGIS), consisting of the relevant UN bodies and organisations with the mandate to facilitate the implementation of WSIS outcomes, was set up in 2006 as an interagency mechanism to coordinate substantive policy issues facing the UN system's implementation of the WSIS agenda, thereby contributing to improving policy coherence in the system, as requested by the 2005 World Summit. UNESCO holds one of three Vice-Chairs.

Among its coordinating roles UNGIS

- strengthens the role of the UN System in facilitating access of developing countries to new and emerging technologies, promoting transfer of technology, and mainstreaming science, technology and innovation policies, including ICTs, into national development policies or poverty reduction strategies in accordance with the priorities of countries; and
- Facilitates synergies between organisations belonging to the UN system in order to maximise joint efforts, avoid duplication and enhance effectiveness in achieving the WSIS outcomes.

2.5.2 Communication for Development (C4D)

C4D is defined in UN General Assembly Resolution A/RES/51/172 and in the Rome Consensus (2006 Inter-agency Round Table), which holds C4D to be “a social process based on dialogue using a broad range of tools and methods. It is also about seeking change at different levels including listening, building trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change. It is not public relations or corporate communication.” It is up to each UN agency to interpret and operationalise this definition within its respective mandate.

UNESCO has the mandate for reporting to the General Assembly on C4D dialogue among UN agencies, on the implementation of C4D programmes as well as inter-agency collaborative mechanisms for effective and integrated follow-up of related actions. In 2008, UNESCO prepared the Report of the Director-General of UNESCO on the implementation of General Assembly resolution 50/130, including the recommendations of the tenth United Nations Inter-Agency Round Table on Communication for Development hosted by UNESCO in Addis Ababa in 2007.

UNESCO’s efforts in C4D concentrated in the biennium 2008-2009 on media development and capacity building – building on its RP and EXB interventions to create the “two-way communication systems that enable citizens, to receive information, voice their concerns and participate in public life.” UNESCO has also investigated entry points for its Media Development Indicators in the CCA/UNDAF processes and documents.

UN agencies and CSOs respond to the wide agenda of C4D differently. Over the years partial consensus has been built around key dimensions of C4D, as “a participatory process leading to personal, social and political change, with a focus on people as drivers of their own development (not only communities but all stakeholders)” to be supported by the creation and sharing of knowledge and critical to the achievement of MDGs. The 10th Inter-Agency Round Table provided a broad categorisation of C4D activities:

- Communication as governance or participation: amplifying citizens’ voices, enabling public debate and holding governments to account using the media as an important constituency as well as a conduit for information.
- Sector-specific communication: responding to the MDGs and other internationally agreed development goals using tailor-made communication approaches.
- The transformative capacity of ICTs facilitates information access and enables community participation; promotes the creation of enabling policy environments, innovative financing and multi-stakeholders partnerships, which are needed to reap the benefits.

3 Main findings

3.1 Progress towards the SPO outcomes

A key challenge in this evaluation of SPOs 12 and 13 has been to identify and make explicit the links between UNESCO's overarching objectives and SPOs 12 and 13, and the biennial programmes of CI operations determined by biennial sector priorities and MLAs, representing in effect two-year action plans to deliver on the strategy. The SPO expected outcomes have no defined indicators or criteria by which progress towards their achievement can be assessed.

We have analysed those biannual and cumulative results reports available to us from the 2008-2009 biennium¹¹ against the expected outcomes of the SPOs. This analysis has contributed, along with other findings on activities and their impact, to an overview of progress towards the SPO expected outcomes during the biennium, summarised in Table 2 below.

Table 2: Contributions to SPO expected outcomes: a summary of CI sector results

SPO Expected outcomes	CI contribution to SPO outcomes
12: Enhancing universal access to information and knowledge	
Conditions for freedom of expression and universal access to information and knowledge enhanced in all regions.	<p>CI was active in five contributing areas:</p> <ol style="list-style-type: none"> 1. Awareness raising on FOE and FOI at international and national levels, including <ul style="list-style-type: none"> • Supporting national dialogue through widespread celebration of WPFDF; • Increasing understanding and documenting practices, 7 publications on legislative and rights approaches to FOI and 6 publications on FOE; • Supporting monitoring mechanisms e.g. Andean FOI / FOE Alert Network 2. Supporting free and unrestricted access to the Internet: including <ul style="list-style-type: none"> • Global survey of existing Internet regulation frameworks and policy recommendations to assist Member States in the creation enabling environments • Participation in Dynamic Coalition on Disability and Accessibility to mainstream disability perspectives arising in IGF debates 3. Supporting development of FOSS, access to open educational resources (OER); <ul style="list-style-type: none"> • Access to digital scientific resources and tools through FOSS • Open Suite Strategy merging the programmes for OER, open access to scientific information, FOSS. • Expansion of the Open Training Platform • Cyber Network for Learning Languages 4. Creating and supporting CMCs and community radios in 34 countries. 5. Supporting information and media literacy, through, for instance <ul style="list-style-type: none"> • developing media literacy curriculum for teacher education and media literacy projects in Africa, Asia, Latin America and the Caribbean. • Setting standards in media and information literacy e.g. Guidelines for Broadcasters on Encouraging Quality User-Generated Content. • Progress on development of information literacy indicators <p>One area of more limited progress was in access to information in governmental public domain and e-governance i.e. broader based FOI work than that driven by rights or legislation to improve information provision practices and infrastructures. Work in these areas in Latin America (e.g. developing guidelines and training materials for the promotion and incorporation of ICT components in local government policies) was not complemented by initiatives in other regions.</p>

¹¹ Sources: Report by the Director-General on the execution of 34 C/5 (01 January 2008 - 30 June 2009), 182-EX4/MAF/CI, a total of 22 MLA unit assessment forms from field offices for the contribution to 184EX/4 and MLA unit assessment forms from and CI HQ Divisions for the contribution to 184EX/4.

SPO Expected outcomes	CI contribution to SPO outcomes
<p>Capacities and competencies of media and information professionals enhanced</p>	<p>CI progressed significantly in achieving this outcome, in the following areas:</p> <ol style="list-style-type: none"> 1. Developing guidelines and toolkits to support the work of media and information professionals, including publication on editorial guidelines for public broadcasters in several languages 2. Training of professionals and professional networks; including <ul style="list-style-type: none"> • Manuals on investigative journalism, safety of journalists, etc. • Information management training in Asia and Europe • Support to the IFJ to produce handbook 'Getting the Balance Right: Gender equality in journalism' and international Conference on <i>Ethics and Gender – Bringing Equality in the Newsroom</i>, May 2009. 3. Supporting journalism training centres and centres of excellence in Africa specifically, including the dissemination and take-up of the Model Curriculum for Journalism Education: <ul style="list-style-type: none"> • 12 potential centres of excellence in Africa supported; • 54 journalism training institutions from 44 countries agreed to adapt the model curriculum which is available in seven languages • Caribbean Media and Communication Resource Centre launched as a distance learning platform for on online journalism and media services. 4. Creating and supporting networks of media professionals at national and regional levels (e.g. the ERNO news exchange network in SE Europe)
<p>Linguistic diversity in media and information networks enhanced</p>	<p>CI made very limited progress in promoting linguistic diversity and availability of multi-lingual content on the Internet through</p> <ul style="list-style-type: none"> • alliance with ICANN under the WSIS agenda, • promoting methods to include new languages on the Internet within the framework of the International Year of Languages • the launch of WDL increasing the availability of culturally diverse and multilingual information online • Support to portals and websites and blogs for linguistic diversity • Fostering dialogue between professionals (librarians, archivists, ICT) for information retrieval in multilingual environments (Arab States). <p>A continuing challenge for CI was to promote effectively the only CI UNESCO Recommendation on multilingualism and universal access in cyberspace (ratified in 2003) and to monitor its implementation in Member States. Indicative of more general difficulties in UNESCO in following up important normative work.</p>
<p>Marginalized populations and populations with special needs empowered to participate in development processes by providing access to media, in particular community media.</p>	<p>CI has addressed this expected outcome through</p> <ul style="list-style-type: none"> • creation and continued support to CMCs and community radio, which target geographically remote or otherwise marginalized populations, women and youth within communities. The establishment of CMCs / radio in 34 countries, out of which 19 were in Africa • support to community media training for women and for young people (Africa, El Salvador) and the representation of indigenous voices in community media (Latin America) • developing community youth-oriented initiatives, and improved access to, and use of ICTs and social networking (Latin America, Arab states) <p>The successful establishment and scale-up of CMCs and community radio stations (particularly in Africa) has enhanced the multiplier effect of CI's investment in this area through the widening use of community media facilities by other NGOs and UN agencies to communicate targeted development messages and raise awareness around community and social issues.</p>
<p>13: Fostering pluralistic, free and independent media and infrastructures</p>	
<p>Integrated communication and information policies conforming with the principles of press freedom, independent and</p>	<p>CI has made significant progress in normative and standards-setting work through:</p> <ul style="list-style-type: none"> • Use of the Media Development Indicators in several regions and pilot countries to underpin national strategies and policies • Preparation of national information policy template, providing guidelines and standards for policy development

SPO Expected outcomes	CI contribution to SPO outcomes
<p>pluralistic media and contributing to the development of infostructures adopted by Member States.</p>	<ul style="list-style-type: none"> • Fostering dialogue at national and international level on communication and information policies, including supporting participants to attend regional events (3rd Asia-Pacific and Europe Media Dialogue conference); the declaration calling upon governments to establish legal provisions for licensing adopted at sub-regional workshop on community media in Windhoek in May 2009 • Supporting legislation, including provision of legal advice on adaptation of media laws to meet international standards (Latin America); support to FOI Act in Brazil, advice provided on PSB bills in Thailand, Mongolia, Timor-Leste, Trinidad and Tobago, Ecuador • Supporting data gathering on development of broadcast and print media: provision of expert advice UIS to launch first comprehensive statistical data gathering on development of broadcast and print media. <p>CI continues to support to the IFEX network of NGOs monitoring FOE and FOI</p>
<p>Communication and information components integrated in United Nations interagency strategies for conflict prevention, peace-building and good governance</p>	<p>Some progress has been made as CI collaborated with other UN agencies on C4D initiatives and forums, including:</p> <ul style="list-style-type: none"> • Preparation by UNESCO of report for 63rd session of UN General Assembly; • Exploring entry points to facilitate integration of C4D approaches and practice in development planning particularly in CCA/UNDAF papers (comparative analysis of 'Delivering as One' pilot countries completed with country level studies in Mozambique, Pakistan and Rwanda • Joint initiatives with other UN agencies on communication and information (national broadcasting, community radios etc.) <p>CI has also collaborated across sectors to engage media in education for sustainable development (ESD), through:</p> <ul style="list-style-type: none"> • Awareness raising on the role of media in promoting ESD (mainly HIV/AIDS and environmental issues), • Training workshops and online training platforms (Caribbean) • Publication and promotion of tools (Media as partners in education for sustainable development: A Training and Resource Kit produced in English, Russian and Arabic) • Using community radio to discuss issues on use of resources across communities/borders (e.g. water between Uruguay and Argentina).
<p>Assistance provided to Member States, especially in Africa and SIDS, on pluralistic media and infostructures supportive of democratic practices, accountability and good governance</p>	<p>CI has made some progress towards achieving this outcome mainly through targeting the media and media professionals in four areas:</p> <ol style="list-style-type: none"> 1. Working with professionals and networks to increase accountability and governance: for instance <ul style="list-style-type: none"> • Media self-regulation and accountability in South East Europe • Virtual network of professionals established in South Asia, South East Asia and Africa through a web-based resource • Links between PSB and good governance strengthened in Russia (work with lawyers and magistrates) • Raising awareness around social responsibility for journalists (Latin America) and linking with communication for social change. 2. Supporting the assessment of national media landscapes, through the use of Media Development Indicators in pilot countries, and other countries (Ecuador) 3. Increasing understanding and documenting practice through publications providing e.g. an overview and review of legislation across the world; specific publication on women's rights and FOI in Africa. 4. Promoting reference tools for media accountability, reporting standards and self-regulation (Africa, Caribbean and Asia) <p>CI support to developing improved information and media literacy also contributed, particularly in developing the media and literacy curriculum for teacher education and media literacy projects in Africa, Central Asia, Latin America and the Caribbean.</p>

3.2 UNESCO's comparative advantage in CI

3.2.1 Advantage in different CI areas

UNESCO's comparative advantage across the whole CI sector is difficult to define because CI comprises such a wide and diverse set of activity areas. UNESCO's generic attributes work variously to its advantage in different CI areas. It has also developed CI specific advantages in some areas. Those traditional comparative advantages of UNESCO that can be seen at work across a number of sectors as well as CI are:

- The ability, as a UN agency, to engage high-level stakeholders at the international level in policy dialogue and normative activities;
- The ability, as a UN agency, with a reputation as 'honest broker', to bring government and NGOs to the same table at international, regional and national levels;
- As a powerful international 'brand' lending authority and credibility to work that might otherwise have had less impact.

Advantage in FOE, FOI and politically sensitive CI areas

Evidence from field missions and discussions with CI staff suggest that working in highly sensitive areas such as FOE, and potentially political areas such as FOI and documentary cultural heritage, UNESCO CI's principal comparative advantage lies in its status as a UN agency. This status ensures that UNESCO has access to top-level decision-makers in different areas (such as parliament, government ministers), something that international and national NGOs may not have.

In CI as in other sectors it is judged by Member States as being above overtly partisan or political agendas, with an enduring reputation among most stakeholders as an "honest broker", and thus able to open dialogue and doors where other international and bilateral agencies might be met with suspicion.

UNESCO has a mandate to defend and promote FOE and press freedom, and as such can be seen to take the visible lead in promoting these issues within the UN system, working in close collaboration with the main international NGOs and non-UN stakeholders (such as Article 19, the IFJ etc).

Advantage in media development, information policy formulation

In these rather less contentious or politically divisive CI areas where it engages in normative or 'upstream'¹² work, the endorsement of UNESCO and the credibility of the 'UNESCO brand' are undoubted advantages and are acknowledged as such by a range of external stakeholders (NGOs, private sector providers etc.) at international and field levels.

However, moving beyond the normative work UNESCO CI can find itself at a disadvantage among other UN and international agencies, as it lacks funding for activities to implement and embed policy and standards: in the field it is commonly (though erroneously) weighed in the balance as a 'development agency' and deemed to be under-resourced and good at facilitating up discussion fora.

In media development, however, which is a field crowded with international development and specialist agencies eager to fund project implementation (e.g. BBC World Service Trust, SIDA, HIVOS, UNDP), UNESCO CI has a comparative advantage in the IPDC mechanism, providing it with the ability to respond to funding requests and to fund start-up and pilot initiatives quickly.

Community Media Centres (CMCs) and community radio

UNESCO also works in specific areas where it has built up expertise, knowledge and understanding beyond that of other international organisations and where its technical expertise in these areas is recognised by UN and other development agencies. A good example is in the initiative for CMCs, through which UNESCO CI has become highly visible in many countries, exploiting opportunities to

¹² Throughout this report we interpret the terms 'upstream' and 'downstream' as follows - upstream work addresses the root causes of a problem, while downstream work concerns itself with delivering assistance to address an immediate need.

promote a more 'holistic', joined up approach to CI and subsequently attracting EXB to scale up, refine the concept and extend the initiative (e.g. in Cameroon, Mali, Senegal and Mozambique).

Community radio in Cameroon

UNESCO has been involved in community radio in Cameroon for more than a decade. It has set-up or supported over time 21 community radios, with RP or EXB funding, mainly from UN agencies, UNDP in particular. UNESCO's comparative advantage in community radio includes both technical expertise and ability to deliver equipment and training at low cost. On that basis, the FO in Yaoundé was requested to do a counter feasibility study for a parliamentarian radio in Rwanda. Community radios in Chad have also benefited from the experience in Cameroon through practical on-the-job training undertaken in Garoua community radio.

3.2.2 The intersectoral advantage

CI's ability to work to support different sectors, such as education (in ICT and media literacy for schools and teachers, for instance) and culture (in the digitisation of cultural heritage, for instance), is recognised by external stakeholders as a significant comparative advantage. Many CI staff members regard this as an under-exploited strength in CI. No other international agency than UNESCO combines the long and distinguished track record and reputation in CI areas - particularly in FOE, promoting information society policies and support to information infrastructures – with equally distinguished and leading roles in education, culture, science and technology.

3.3 The coherence of the CI sector

The CI sector covers a very wide range of policy and governmental issues, professional and operational areas, and technology-driven developments that do not, to the external perspective, cohere easily into a 'sector' (see Table 1 above). Rapidly changing ICT has come increasingly to underpin and influence all aspects of CI, including (perhaps especially) those 'legacy areas' such as national information policy development, libraries and archives and, with the advent of the Internet, FOE.

3.3.1 Presentation and 'branding'

Evidence from external stakeholders and CI staff in the field suggests that the overlap and interweaving of different 'branded' programmes and initiatives across the CI sector cause considerable confusion about what exactly the CI remit covers within UNESCO, and mixed messages for staff and stakeholders in the field.

HQ, in the strategic planning process, puts considerable effort into ensuring a coherent 'vision' of CI in which 'everything feeds into everything' right through the strategic planning and programming process. However, moving from the strategic to the operational and programmatic level, the coherence begins to break up and programmes and 'brands' cut across the current divisions in unhelpful and confusing ways.

Part of the problem is presentational; as CI has revised and rebranded existing streams of work and commitments (e.g. IFAP, MOW) and changed terminology to keep pace with changing perceptions and priorities (e.g. introducing concepts such as 'knowledge societies' and the all-encompassing 'access to information'), while always striving to maintain and embed the coherent 'vision' of CI.

The result is a kind of palimpsest of definitions and messages, developed over time through a variety of forums (e.g. round tables, expert groups, conferences, strategic planning processes) and often by key individuals within CI with particular areas of expertise and interest. The messages and terminology used across these different inputs and in different outputs and publications are often subtly or decisively different, either legitimately driven by different contexts (e.g. using the UN term C4D and the language of sustainable development) or as the inevitable result of diversity of views within CI and the changing CI landscape.

3.3.2 CI and intersectoral work

CI activities have supported a range of UNESCO's priorities across sectors. CI contributes to the education sector through work on ICT in education and media education and in its leadership of the Intersectoral Platform 5 - Fostering ICT-enhanced learning. It contributes to the culture sector through community radios, which promote the recognition and use of local languages, or in the MOW support to the preservation of documentary heritage. It can also be seen to contribute to social sciences through supporting journalists addressing gender issues in reporting, and to sciences through strengthening the capacity of media to report on environmental and scientific issues.

However, there appear to be three main constraints on effective intersectoral work: two organisational and one conceptual.

Resourcing intersectoral work in CI

The Intersectoral Platform 5 has had little impact in the field, activities being mainly confined to HQ meetings and working groups, underpinning the development of strategic approaches, standards and partners relating to the use of ICT in learning development. The Platform carries with it no RP budget line to back a commitment from UNESCO sectors to collaborate on specific initiatives. CI currently provides the Platform lead and administrative support from within its own resources.

The ICT in Education, Science and Culture Section in CI INF has four vacant professional posts at the time of writing. Within a very wide remit the Section appears to have focused, during the 2008-09 biennium, on developing access to and uptake of UNESCO's suite of open source software applications through platforms for OER, Open Access to Scientific Information (OA) and FOSS. In this CI INF maintains close collaboration with colleagues in other UNESCO sectors.

Other products and publications resulting from CI HQ driven initiatives in earlier biennia, such as the ICT Competency Framework for Teachers (ICT-CFT) launched in early 2009 are being promoted and deployed in the field (e.g. in Morocco and Tanzania) in discussions with government, led by CI staff.

However, evidence from CI staff and documentation suggests that, in the field, active collaboration on specific projects or initiatives between CI and other UNESCO sectors happens rarely, and then as a result of informal staff personal interests and initiatives. Lack of CI staff resources and administrative support for CI Adviser and NPO posts militates against such collaboration.

Organisational culture

The organisational structure and 'culture' of UNESCO is also considered to be a constraining factor, both at HQ and in the field. Sectors tend to work in silos, though CI could be said to be the least silo-like of all the sectors, with its background and legacy based on information access and provision to meet widely differing sectoral, public and social goals. In the field, however, formal lines of communication are between specialist sector field officers and HQ sector staff and rarely cross sectors within a field or cluster office. Budgets for intersectoral work are not available so efforts to identify resources for any collaborative opportunities can face significant procedural hurdles.

One CI Adviser told us that there was plenty of scope to work across sectors in the cluster and region but he said it never really happens: this is down to personalities and a real lack of cross-sectoral 'culture' throughout UNESCO. He is sure they could get real savings and economies, as well as better results, if they collaborated more across sectors in the field.

ICT as the driver for intersectoral work

Underlying these structural issues, however, is a more fundamental issue. Intersectoral working during the 2008-09 appears to have become synonymous with **ICT** applied to different sectoral contexts (e.g. formal education, lifelong learning and training), despite the fact that there is informal collaboration and agreement between CI and other sectors focusing on other aspects of CI work (e.g. in national information policy development, support to specialist press and media).

This raises the question as to whether ICT is a legitimate driver for intersectoral work or whether it is, in fact, a ubiquitous enabling tool, the use of which should be determined by sectoral priorities and country contexts.

3.4 CI delivery mechanisms and modalities

3.4.1 IPDC

Project evaluation reports from the biennium 2006/2007 and earlier suggest that IPDC is a very effective mechanism for channelling support to grass roots media organisations and addressing capacity building needs among media professionals at all levels, with a potentially powerful cumulative impact on, particularly, community media and professionalisation in the media.

Excerpt from the 2008 evaluation of the impact of IPDC projects in community radio in Nepal between 1985 - 2007

IPDC engaged local groups at a critical time in the country's development and was the first international agency to put its weight behind community radio. The establishment of specific stations, supported by IPDC, was interwoven with the growth and development of Nepal's overall media system. The initial project implementers continue to be at the forefront of the movement's growth in Nepal. Radio stations supported by the Programme - Sagarmatha, Madanpokhara and Lumbini - are internationally recognized and the models they offered – for better and for worse – have been widely replicated. Although the sector in Nepal faces many challenges, the IPDC approach of relatively small projects, each building on the outcomes of previous projects and addressing current sectorial needs has contributed to the gradual build up of national capacity – both of individual stations as well as national organizations and associations - which offers Nepal the best possible chance in facing current and future challenges.

Field offices submit an average of 4-5 project proposals each year per office. Proposals are submitted by the UNESCO partners dealing with media development in their own countries. CI staff assist partners in the preparation of proposals and have the opportunity through this work to reinforce the network of collaborators they have established to help develop media.

IPDC as the main source of EXB

IPDC is the only programme available to media NGOs in the UN system, and a “parallel support structure to implement MLA 3”. This parallel funding structure is particularly important in Latin America and the Caribbean where IPDC represents 61% of this region's EXB expenditure in the 34 C/5 biennium (see Table 8, Annex 5). Field offices are very dependent on the programme to complement RP allocations. In three field offices in this region (Havana, Montevideo, Port-au-Prince) IPDC was the only source of EXB funding during the last biennium.

From discussions with CI staff in the field the factors that favour the use of IPDC as the principal source of EXB appear to be pressures of time, difficulties of identifying willing donors for CI areas, the complications of the UNESCO procedures for attracting/securing EXB funding for a project proposal, and lack of experience among both CI staff and NGO partners in developing and writing project proposals for diverse donor agencies. In these circumstances IPDC provides an effective, indeed, indispensable mechanism for many countries.

Upstream and downstream work

The development of the Media Development Indicators, managed by CI HQ staff and launched in 2008, was the biggest ‘upstream’, normative initiative undertaken using IPDC funds with worldwide and growing impact.

More typically, though not exclusively, IPDC funds ‘downstream’ projects, addressing the needs of geographical communities and communities of practice. A review of 123 IPDC project implementation reports (see Table 9, Annex 5) indicated that 20% supported the establishment or development of community radio stations; 32% capacity building for the professionalisation of journalists and 28% for other media professions. Few IPDC projects appear to have directly addressed the ‘upstream’ aspects of media development, such as media regulation, licensing issues and public service broadcasting enhancement. The focus of IPDC on community and civil society actors obviously militates against much ‘upstream’ work.

Nonetheless, CI has undoubtedly made significant progress at national and regional levels towards the achievement of several of the expected results of MLA 3, through the aggregated effect of these small individual projects, and its continued support from RP to IPDC partners after project completion.

Some lessons learned

The evaluation of the IPDC reforms by the University of Oslo¹³ recommended that “while there have been improvements in the use of evaluation processes, more could be done in order to make use of the evaluations as a learning tool for IPDC and the CI sector as a whole.” While most projects are evaluated in terms of cost-effectiveness and immediate results the cumulative, long-term impact of the Programme in a country or region has only, to our knowledge, been assessed in Nepal (2008).

The Nepal evaluation appears to suggest, supported by anecdotal evidence from the field missions in this evaluation, that IPDC projects are most effective and have the greatest impact if:

- they are not one-off or stand-alone projects but part of a more sectoral or strategic approach;
- projects are focused over a period of time on one or two big issues (supporting specific community radio developments, or developing effective training of media professionals, for instance); or
- projects are deliberate catalysts for leveraging and supporting other larger donor support, such as pilots for particular approaches to media development or developing and testing particular models of media delivery,

Close involvement of UNESCO CI staff in identification, preparation and monitoring, as well as in partnership capacity development to manage projects, emerges as a recommendation from the Nepal evaluation. Such close and continuous involvement is seen as a positive benefit and advantage also by the IPDC Secretariat: “the field professionals who assist in the preparation of proposals have the opportunity through this work to reinforce the network of collaborators they have established to help develop media. Without IPDC, most of the field offices would have no credible mechanism for building a network of partners.”

Sustainability

The evaluation of the IPDC reforms by the University of Oslo highlighted how IPDC projects can be and often are integrated with RP and other EXB projects, providing the mechanism for piloting and start-up projects that can be scaled up. Clear evidence of this planned integration is quite hard to find, though exploitation of synergies between RP and IPDC clearly happens de facto in many field offices. The impression from reviewing biennial programmes at country level and talking to CI staff is that IPDC projects tend to be stand-alone projects, though the project partners may be part of CI’s established network of local media collaborators, regularly supported by either RP or IPDC funds. The sustainability of one-off development projects is always an issue and sustainability options are addressed in project proposals and are evaluated.

Where IPDC activity is effectively integrated with RP and other EXB programmes, there are obvious sustainability gains. RP can be used to forge and sustain relationships with key community partners after the IPDC project is implemented (e.g. in the Palestinian Territories) or to prepare partners for IPDC projects through feasibility and preparation work.

Sustainability is also further evident where community media and radio projects in particular can be scaled up using other UN funding (e.g. Cameroon). IPDC projects often have significant multiplier effects, with many UN and other international agencies and NGOs making use of community media established by IPDC to communicate their messages and reach out to target communities (e.g. Cameroon), though this is not usually the result of deliberate planning and depends on the right conditions being in place.

¹³ IPDC: an evaluation of the reforms; a report prepared by Prof. Helge Rønning and Kristin Skare Orgeret. UNESCO February 2006.

3.4.2 IFAP

IFAP as a mechanism for channelling support to the priority areas identified in its recent Strategy (see 2.2.2) is not particularly effective.

IFAP and the intergovernmental programme mechanism

IFAP is politically popular with Member States as it provides another forum (the inter-governmental council) with positions for national representatives to influence UNESCO's agenda.

However, while Member States appear to have committed to IFAP goals on paper as a priority (as they have the WSIS agenda) they have proved unwilling to back that commitment with regular contributions to the special account. The reasons for this may include:

- Unlike IPDC, the concerns of IFAP are long-term change processes within government and society, demanding significant national investment, that do not translate easily into concrete, 'downstream' activities and projects, with tangible results and popular with Member States.
- In order to achieve lasting results in the IFAP priority areas the main actors usually have to be from government or official bodies, not from civil society or academia; engaging government bodies in concrete activities is particularly challenging.
- The key IFAP stakeholders and champions in most countries are drawn from the information professions and official bodies such as ministries of information and culture; these are, and always have been, politically weak national stakeholders.

These factors raise the question as to whether the goals and activities of IFAP should be constituted as a separate intergovernmental programme, with all the attendant bureaucracy that this entails. In the absence of any of the significant EXB funding support that intergovernmental programme mechanisms are intended to stimulate, there appears to be nothing intrinsic to the IFAP strategic priorities that could not be facilitated and delivered by UNESCO CI more effectively through its RP, its WSIS follow-up commitments and its close relationships with key international and national stakeholders in CI fields.

Stakeholder views of IFAP

International organisations in the CI sector such as IFLA and ICA value IFAP in principle as "an enabler of other programmes" and "a forum of value just because it exists". IFLA also values the IFAP national committee structure, which enables it to extend its reach to national and governmental levels through its members being on the IFAP committees. They recognise, however, that a large proportion of the available funds have gone on round tables and discussion fora and that IFAP funding and resourcing within CI needs strengthening if the programme is to be effective in achieving its goals.

However, IFAP is scarcely known to other external stakeholders in the CI areas of media development, FOE and FOI, which is unsurprising considering its historical origins; nor does it have any apparent impact on or relevance to operations in the field within those CI areas.

In defence of IFAP, an active IFAP national committee member commented:

"Building inclusive information society in the information age implies huge and labour-consuming intellectual, political, educational, organization and practical work in the most diverse though closely interrelated spheres. It takes concerted efforts of people from many fields of action within a competent, all-embracing and balanced policy to build inclusive information society.

"Regrettably, what we most often see in practice is the triumph of one-sided stances.... That is why many countries, especially developing ones and countries in transition, have blatantly one-sided policies of building information society....the main emphasis on technological and infrastructural development while paying far smaller attention [to] other essential aspects (the content and accessibility of information, the state of information institutions, and people who create or consume information)."

"... the existence of such programmes as IFAP at the international level is essential for the successful development of knowledge societies – programmes that outline the limits of the most general problems and help to overcome ever new dangerous imbalances, if not in practice, than at least at the level of conscience."

3.4.3 Capacity-building modality

CI shares the implicit UNESCO aim of, through its interventions, building the capacity of national partners to plan and manage development and change more effectively. This aim underpins the maintenance and continuation of low-level support to partners that CI gives (often from RP) over a number of years, for instance, to CMCs and community radio set up initially under EXB initiatives.

What is meant by capacity building?

The 2007 review of UNESCO's capacity building function¹⁴ noted that a "study commissioned by UNESCO's Internal Oversight Service (IOS) in 2003 found that the Organization and its partners use the term inconsistently (Taut & Loiseau, 2003). The study found that some program managers perceive capacity building as an outcome, whereas others see it as a means to an end. UNESCO and many of its program partners use the term synonymously with training, according to the study. Some UNESCO documents refer to capacity building at the micro level, as in training individuals; others at the meso level, as in developing institutions; and still others at the macro level, as in strengthening national capacities."

In common with the rest of UNESCO capacity building has been interpreted very widely in CI; for instance, IPDC implementation reports of projects principally concerned with 'capacity-building' meant in the majority 'training and skills development'. At the same time, in both RP and EXB there is evidence of almost every workshop, stakeholder or beneficiary meeting, and even the supply of equipment and technology to institutions also being labelled 'capacity-building'.

Training

Where interventions include more specific training aims, CI frequently employs 'cascade training' approaches that are seen as cost-effective. Evidence from conversations with CI staff indicates that participants are selected for a workshop on the understanding that they will transfer knowledge to their peers in their organisations. However, no evidence was found of monitoring or follow-up systems in place to ensure that this happens.

3.4.4 Sharing knowledge and outputs online

Particularly critical to CI, because of its complexity and its diverse target audiences, is its effectiveness in sharing and transferring knowledge, disseminating lessons learned and good practice among its international and national stakeholders, and promoting South-South learning more effectively.

CI (and UNESCO in general) is increasingly turning to the production and dissemination of documents and publications in electronic formats only. This is clearly a cost-effective decision on the part of HQ, though it transfers the cost (if documents are required in printed format) to CI's external stakeholders and beneficiaries wishing to make use of CI knowledge and services.

CI on the web

The web pages for CI are difficult to navigate. Part of the problem lies with the presentation of a 'coherent' CI sector and the multiplicity of messages (see 3.3 above). The fundamentally confusing nature of the CI sector is reflected in the apparently 'organic' growth of the CI web pages, and increases the size of the challenge in using the internet as the principal way of engaging with and disseminating key messages to international stakeholders in CI.

While all the most important and sought-after CI documents, of key internal and external interest, are available somewhere on the CI pages of the website, there is also much material of uncertain status, date, authority and provenance.

CI portals

CI continues to host at its web site several library and archive portals targeting professional CI communities and sector organisations. The Libraries portal¹⁵, the Archives portal¹⁶, are nominally

¹⁴ A review of UNESCO's capacity building function. Stiles Associates. February 2007. IOS/EVS/PI/71

¹⁵ <http://www.unesco-ci.org/cgi-bin/portals/libraries/page.cgi?d=1>

¹⁶ <http://www.unesco-ci.org/cgi-bin/portals/archives/page.cgi?d=1>

maintained by CI INF but in reality have not been updated for several years. The UNESCO Network of Associated Libraries (UNAL)¹⁷, also a notional INF responsibility although INF staff have been unable to respond to membership applications from public libraries for several years, has become redundant.

3.5 Partnerships and international cooperation

3.5.1 CI collaboration with UN agencies

UNESCO CI in a number of countries exploits its comparative advantage of knowledge and expertise to take the lead on specific interventions e.g. community radio attracting a range of UN agency funding as in Cameroon. However, evidence from field missions suggests that, whereas education, health and climate change are clearly understood by other UN agencies, they generally remain confused about UNESCO's CI priorities and approach (see 3.3.1). The full range of diverse CI priorities is difficult to introduce into the UNDAF. While FOE, media development targeting marginalized communities, and ICT capacity might be recognised as developmental priorities, information policy, or preserving public and cultural records are generally not. In this context CI staff have found that the most effective way of getting a seat at the planning table is through working with other sectors (e.g. in Havana there is a significant regional Culture programme, offering opportunities for CI collaboration).

Standard-setting and normative tools developed by UNESCO can be very valuable in underpinning inter-agency collaboration. For instance, the Media Development Indicators have been used to facilitate the integration of C4D approaches and practices in comparative analyses of "Delivering as One" pilot countries.

In the One UN pilot countries, CI staff identify benefits to CI from closer integration of its activities with other UN agencies, providing access to other agency resources (money and people). However, such collaboration can also add an additional burden of work for CI field staff in attendance at UN agency meetings, working groups etc; virtual participation reportedly does not work.

In the Dar-es-Salaam CO, CI sector has access to other agency funds which can be mobilised quickly (e.g. through the UNCG). CI activities also get support from other UN agencies for all events, both logistical, administrative and in staff attendance, so CI staff feel better supported.

However, time is a problem in other ways: the CI NPO has no staff support in the UNESCO office but must attend all working groups of the One UN as well as meetings with government under several SWAPs. UNICEF, on the other hand, has five communications staff in Tanzania.

3.5.2 Implementation partnerships in CI

As noted before, CI implements activities and projects through a wide and diverse range of partners, local stakeholders and actors (see Table 1 above) from government and public, private and civil society sectors, at international, regional and national levels.

The evidence (from field missions and discussions with CI staff) suggests that the most effective response to this diversity is to identify a small number of local implementation partners, including government departments, and building long-term relationships with them. This is clearly done through taking pragmatic decisions in many countries, but it does not appear to be supported by guidance for CI staff on partnership building and management.

At the field level, CI staff (e.g. in Africa, Arab States and the Pacific) suggest that they can be constrained in their choice of partners by the (limited) range of suitable organisations (with the right 'political' profile and sufficient standing in their area of expertise) and their relative lack of capacity (human resources, appropriate organisational structures and management capability). Partnerships with organisations are also frequently formed around single charismatic individuals, putting the partnership in jeopardy if that individual should move on.

¹⁷ http://portal.unesco.org/ci/en/ev.php-URL_ID=1506&URL_DO=DO_TOPIC&URL_SECTION=201.html

3.5.3 Improving partners' capacity and sustainability of results

In many countries UNESCO CI faces a common problem, shared by most international development agencies, that many implementing partners (particularly NGOs, but also government departments) would benefit from skills development in project identification, preparation, proposal writing (for widely different donors) and project management. It is evident in CI (as well, no doubt, as in other UNESCO sectors) that the effective transfer of these kinds of skills and experience would go some way towards improving the quality of partner funding proposals submitted to CI, thus helping to streamline the EXB funding process and supporting the sustainability of projects by improving project outcomes and partners' chances of winning follow-on funding from elsewhere. However, no budget exists in CI for providing this kind of partner support, and the task would be beyond the current capacities of CI.

3.6 CI addressing UNESCO global priorities

3.6.1 Africa

As an indicator of prioritisation, Africa appears to have been marginally the regional 'priority' for RP allocation in CI (see Table 4, Annex 5), receiving overall 19% of RP allocations, and clearly the priority in EXB budget assignments during the biennium (see Table 5, Annex 5) with 34% of total EXB 2008-09 expenditure, including about \$1,500,000 of IPDC funding (Table 8, Annex 5).

More important in assessing progress on the UNESCO Priority Africa, however, are the results achieved in CI; the EX4 reporting for the biennium indicates the following key results in Africa:

MLA 1

- Increasing understanding and documenting of practices in FOE and FOI through a specific CI publication on women's rights and FOI in Africa.
- Policy advice provided on information and communication legislation in DR Congo and Nigeria

MLA 2

- Awareness raising on the importance of ICT in learning and teaching through promoting and sharing the ICT-CFT in South Africa and the development of a national policy on ICT and education in DRC.

MLA 3

- Supporting journalism training centres and centres of excellence: almost 100 journalism schools across Africa were mapped and 21 journalism training centres potential centres of excellence identified. 12 of these have been supported by UNESCO to upgrade their capacities with training equipment, reference and text books.
- Creating and supporting CMCs and community radios: UNESCO supported the establishment of media and multimedia centres in 19 countries in Africa.
- 45 new media development projects were launched through IPDC in April 2008 and in February 2009.
- A declaration calling upon governments to establish legal provisions for licensing and requesting the facilitation of multi-stakeholder dialogue was adopted at a sub-regional workshop on community media in Southern Africa, held in Windhoek in May 2009

These results support the picture described in 2.1 above of media development being the focus of most CI interventions in Africa, and the particular impact during the biennium of the roll out of the Model Curriculum for Journalism Education.

3.6.2 Gender equality

Interviews with CI staff and the UNESCO Gender Unit confirmed a commitment in CI in principle to gender equality and efforts to address gender issues in programming, in particular in terms of ensuring gender balance or representation of women in training.

However, the Preliminary Assessment of 2008-2009 Workplans done by BSP/WGE revealed that only 3 RP activities out of 345 specifically targeted gender or women¹⁸. Our analysis of EXB activity titles¹⁹ indicates that 13 activities appeared specifically to target gender or women, 11 of which were being funded through IPDC.

A constraint on assessing CI progress is that most RP and EXB activities (89%) responding to the Priority Gender Equality did not identify any gender equality indicators or results. Nor were they able to use the UNESCO Gender Action Plan for 2008-2013 indicators, since this was only adopted in 2009. This is indicative of a more general limitation on gender mainstreaming in UNESCO's activities.

Activities addressing gender equality in CI tend to focus on women specifically, such as the training of women journalists, rather than on gender equality. However, there have been attempts to address gender equality more holistically through the training of men and women journalists on reporting on gender issues, on the MDGs or on gender sensitive reporting, and through publications such as *Getting the balance right, gender equality in journalism*.

Community radios have proven an effective media to disseminate information relevant for women, or addressing gender equality. In many countries, community radios set-up by UNESCO have been used by UN agencies and NGOs to broadcast clips or programmes about HIV/AIDS, gender-based violence, health, gender equality and women's and girls' rights. Similarly, community radio volunteers or staff have been trained to produce programmes on these topics that are relevant to the needs of their audience and to engage meaningfully with audiences in debates.

3.7 Internal organisation, programming and procedures

3.7.1 The challenges of moving ahead on all CI fronts

Because of the great diversity and wide range of its remit CI is rarely able to progress on all fronts in every country of operation. It is a major challenge for one CI Adviser or National Programme Officer in a CO or FO to take forward activities across all (or as many as are relevant) CI fronts, dealing with and understanding widely differing target audiences, partners and end beneficiaries (see Table 1).

Developing country contexts

In the least developed countries, which are a key target group for UNESCO, CI work necessarily takes on a different character than in other more developed regions and countries. CI in this context acts more as an 'implementing agency' than a 'facilitating agency'; focusing more on 'downstream' rather than 'upstream' work.

For example, in African countries CI EXB in the last biennium was characterised by the heavy use of the IPDC to fund projects in media development in Africa (see Table 9, Annex 5) and the emphasis in the RP on support to community media. 'Cutting-edge' issues in particular around e.g. ICT or internet governance, are rarely addressed as they are not current priorities in developing country contexts. In contrast, CI's RP and EXB in Bangkok focused on empowering information professionals to support information policy development, information literacy training for school and university students, and access to scientific knowledge.

Pragmatic choices

CI work in the potentially sensitive areas relating to FOE, impunity, safety of journalists and media regulation, while accepted as strategic priorities by Member States, can often be constrained by political realities on the ground. Taking a pragmatic approach in these circumstances, CI will work on other, less controversial CI fronts, such as ICT for education or library development (e.g. North Korea) and raise FOE and FOI issues within the context of WSIS, and supporting IFEX in a region or country.

De facto, then, CI programmes in the field respond to different regional, national and developmental contexts, interpreting the same set of strategic and programmatic objectives, priorities and expected

¹⁸ Priority Gender Equality. Preliminary Assessment of 2008-2009 Workplans Prepared by BSP/WGE. 19 December 2007.

¹⁹ From 34 C/5 programming data provided by CI Executive Office

results in a flexible and pragmatic way to fit them into country (and possibly personnel/staffing) realities and maximise their relevance.

One CI Adviser commented that in the RP generally they have to manage two tensions – they have to be relevant to countries but programme priorities are set by HQ – HQ will say “in this region or this country we want you to work in.....” They therefore try to shape what they do within this framework.

3.7.2 Programming, planning and sustainability

Given this acknowledged pragmatic approach, the C/5 biennial programme within the C/4 medium-term strategy appears to provide CI staff in the field with a planning and programming framework that many find adequate to their needs, and indeed sufficiently flexible and broad to enable them to interpret to suit local contexts.

Short term planning and implementation

Others, however, would like to see even greater flexibility to allow some ‘field driven’ programming. Most CI staff feel that the short two-year planning and implementation horizons for RP and some EXB (IPDC in particular) is a constraint, especially where implementing partners are weak, government partners often slow to arrive at decisions and release funds, and when UNESCO’s own bureaucracy can impose lengthy procedures on approval and release of funds. CI staff in HQ and in the field do make efforts to ensure continuity over biennia, and this will be further facilitated by the clear progression built into the C/5 programming progressing the SPOs for the Medium-term Strategy 2008-2013.

Integrating RP and EXB more effectively

The evaluation has found some evidence of RP and EXB being effectively integrated to support feasibility and sustainability; for instance, RP being used for needs analysis, mapping exercises, project preparation, piloting and evaluation (e.g. in Ramallah). In countries where few opportunities exist to attract EXB in CI, or where significant resources in time and effort are required to exploit such opportunities, IPDC can provide the funding mechanism, and here it is reasonable to assume that significant integration of activities in the two funding streams is an achievable goal, that would maximise the sustainability and impact of CI interventions (see 3.4.1 above).

The UNESCO Country Programming Document

The UNESCO Country Programming Document (UCPD) introduced in 2007 is a new programming tool to highlight UNESCO’s contribution to a country’s development efforts and to the UNDAF. The documents are strategic in the sense they identify priorities for UNESCO’s work in each sector and they are useful to communicate to governments, the UN and other partners what are UNESCO’s priorities and contributions in a given country. They are programmatic to the extent that some identify expected results and UNESCO’s responsibilities in delivering these.

The UCPD’s reviewed for this evaluation showed that FOs interpret the HQ guidelines on preparation of the plan quite widely, with some getting down to high levels of detail, some including indicators of progress etc. Overall the UCPD appears to be focused outward rather than inward; presenting what UNESCO is doing in its key sectors to the outside world rather than a tool for FOs to plan, implement, monitor and evaluate.

UNESCO Country Programming Document in Cameroon

The Cameroon office prepared a UCPD in 2007 for the biennium 2008-2009. The document clearly identifies UNESCO sectors’ contribution to country development goals and priorities and to the UNDAF, and outlines RP and EXB activities for the biennium. However, in practice the UCPD was used neither as a planning tool by UNESCO staff, nor as a communication tool to inform partners of UNESCO’s mandate and key activities in the country (no implementing partners met during the mission were aware of the existence of the document). The UCPD was largely a paper exercise and document was not revised despite major changes in activity implementation and had not been reviewed at the end of the 2008-2009 biennium to measure progress and inform programming for the next biennium.

3.7.3 Multi-level interventions

To be really effective in achieving progress towards the SPOs 12 and 13, CI interventions in several key areas (such as FOE, FOI and access to information) would benefit from being multi-level, using several entry points for the same broad intervention. For example, addressing the enabling environment for FOI through advising the government or legislature on FOI legislation, at the same time addressing journalist skills in information seeking and gathering, addressing media and information literacy issues in schools, and working with community organisations to raise awareness of their right to information and types of public domain information.

While examples can be found from the field of partial multi-level interventions this kind of coherence and focus is difficult to achieve at cluster and country level when

- CI resources of money and staff time are very limited;
- The planning and implementation period of one biennium is so short;
- There is an expectation that each field office will undertake some kind of intervention within each broad CI area (represented by the MLAs), though the balance may shift.

3.7.4 Lesson learning: the effectiveness of CI interventions

Evidence about the outcomes of any CI interventions (in RP particularly but also in EXB) is not required, sought or systematically gathered by UNESCO and rarely by funding partners in EXB projects. Most IPDC projects, however, are evaluated soon after completion, and evaluation reports are submitted biennially to the IPDC Intergovernmental Council meetings. Reports are of varying quality and utility and their findings are not cumulated and disseminated within CI in any constructive way.

Lessons learned over time about what works and what doesn't work in different contexts are not systematically identified and documented; there are no opportunities for transferring lessons learned across programmes or initiatives (until an initiative is perhaps evaluated at the global level, such as the evaluation of the CMCs) or between regions and countries.

Having said this, it is clear that individual CI staff build up experience and learn lessons about what works, but informally and not in any systematic way. When staff are rotated out of a post, their experience goes with them and is not usually documented.

In discussion with CI staff the idea of adding further procedural layers to introduce such systems immediately rings alarm bells. Within the two-year planning and implementation timescale there is little opportunity for field staff to try to 'find out what happened' beyond the most rudimentary financial and output reporting. Nor do CI staff on the whole have the necessary skills to do effective monitoring and evaluation.

4 Conclusions

4.1 Making progress towards the achievement of the SPOs

Figure 1: Overall progress towards SPOs 12 and 13

SPO	Expected outcomes	Level of progress			
		Little	Limited	Some	Significant
12	Conditions for freedom of expression and universal access to information and knowledge enhanced in all regions.				
	Capacities and competencies of media and information professionals enhanced				
	Linguistic diversity in media and information networks enhanced				
	Marginalized populations and populations with special needs empowered to participate in development processes by providing access to media, in particular community media.				
13	Integrated communication and information policies conforming with the principles of press freedom, independent and pluralistic media and contributing to the development of infostructures adopted by Member States.				
	Communication and information components integrated in United Nations interagency strategies for conflict prevention, peace-building and good governance				
	Assistance provided to Member States, especially in Africa and SIDS, on pluralistic media and infostructures supportive of democratic practices, accountability and good governance				

4.1.1 SPO 12: Enhancing universal access to information and knowledge

Modest progress has been achieved in those areas relating to the policy and legislative environment for FOE and FOI, mainly through CI's normative and standard-setting work; there is little documented evidence but some anecdotal evidence that links this work with actual positive policy and legislative change at country level.

However, only limited progress has been achieved in the non-rights and non-legislative aspects of FOI that relate to the development of effective public information provision and management (the 'infostructures' upon which access to information relies).

Significant progress has been made in enhancing the capacities and competencies of media professionals, particularly in Africa, to underpin universal access, though less progress was made in supporting information professionals.

The development of and continued support to CMCs and community radio facilities has significantly enhanced community access to media (as both broadcasters and audiences) and to information, among isolated communities and marginalized population groups.

4.1.2 SPO 13: Fostering pluralistic, free and independent media and infostructures

CI has made significant progress in important normative and standards-setting work through, for instance the development and deployment of the Media Development Indicators and the template for national information policy development.

CI has worked collaboratively with UN agencies in C4D initiatives and forums, though progress here is constrained by the lack of a common understanding of C4D concepts.

The development of community media and CI's support to media networks and professionalisation of the media (through IPDC in particular) has made a significant contribution to progress, as has CI's normative and standard-setting work related to media regulation and media literacy.

There was a clear emphasis on support to media development, particularly in Africa, during the biennium, though there is little evidence from any region to identify a link between these activities and improved democratic practices, accountability or good governance (e.g. in more widespread and effective use of official and public domain information by specific target groups).

4.2 CI is spread too thinly

CI is one of the smallest sectors in UNESCO in terms of people and funds available. It is also probably the most complex and diverse in its range of responsibilities and given the cross-cutting nature of its work (see Table 1 above). In some of these areas, particularly in INF division's responsibilities, CI has just about managed to maintain UNESCO's visibility but has ceased to be a significant international player, either because the CI environment has shifted around them, internal priorities have been redefined or available resources have been reduced (for instance, by continued post vacancies).

Since it is unlikely that these resources will be significantly increased in the medium-term, the sector needs to become more focused – doing fewer things, in areas that are most relevant to achieving progress in meeting the expected outcomes of the SPOs, and doing them more effectively within the available resources. This will require some hard decisions and difficult negotiations. We suggest the following broad approaches should come under consideration:

- Mainstreaming ICT as an enabler across all UNESCO sectors, building up (or on) capacity within each sector to harness and develop ICT in support of its own work, thus removing from the CI sector the under-resourced responsibility of being ICT leaders. CI's continuing interest in ICT is, of course, certain, but it should focus on using ICT as an enabler to further its own sectoral objectives and not those of other sectors where it lacks both funding and staff resources.
- Consolidation of information society and knowledge society work under only the WSIS banner; mainstreaming WSIS follow-up to be effective across CI divisions through improved resourcing and structuring.
- Considering where in the INF range of responsibilities UNESCO CI can add most value as an international standard-setting, normative and facilitating agency, and where those functions are being done or might be done more effectively by other national and international agencies. For instance, UNESCO CI is uniquely placed to promote holistic and coherent approaches to national information policy development, drawing together government agencies, information providers and repositories such as library systems and public archives, technology and media developers and regulators, and organisations representing users and civil society. However, in preservation of documentary heritage, digitisation or development of archival, library service or ICT standards, its added value is less obvious and other competent organisations exist to take these agendas forward.

These issues are considered in more detail in the following paragraphs and in section 5 Recommendations.

4.3 CI is not ICT: collaborating with other sectors

Intersectoral work is difficult to do in UNESCO for several structural and organisational culture reasons, and CI is no exception. Working with other sectors is (or should be) of particular importance to CI because its stakeholders and target communities represent professionals and bodies working on media, communication and information provision within many different sectors (education, culture, science and technology, social and economic development etc.). We have found evidence that this is

recognised by external stakeholders as a potential comparative advantage among other more narrowly focused international agencies.

While it is true that CI already works with other UNESCO sectors on many fronts, it is most often in the context of ICT innovation and application. ICT has been the driver for the availability of funds for such work.

But ICT is not a sector – it is an enabler that increasingly underpins the work of UNESCO in all sectors. While the influence of emerging and changing ICT is perhaps greatest on CI, within each UNESCO sector competence in and planning for the use of ICT are now essential features. Two examples illustrate the issue at stake:

- CI certainly has an interest in supporting and promoting the use of FOSS in information management within e-governance, libraries and archives; but why should CI lead on the development of FOSS in support of education?
- CI has much to offer in guiding and influencing national and institutional policies to improve access to scientific and technical research information (e.g. mobilising advice on bandwidth management, the use of open source materials and authentication software), but would it be expected to lead in the development of scientific data management solutions?

We recognise that this may be a fundamental conceptual shift for CI, and one with implications wider than the remit of this evaluation. Untangling ICT from CI will be challenging and possibly controversial among CI and other sector staff. However, it lies at the heart of effective intersectoral working to support the achievement of UNESCO's SPOs, which demands a focus on **content** and **outcomes** not on tools and enabling mechanisms.

4.4 Simplifying the CI message: not just presentational

We have noted the 'coherence' in the presentation of the CI sector and key messages in the 34 C/4 and C/5 documentation, and the breakdown of this coherence at programmatic and operational levels, causing considerable confusion, over exactly what CI is all about, among external stakeholders, staff in UNESCO and other UN agencies.

A determined effort to simplify and clarify the CI sector is overdue. It will quickly be realised that this is not just a presentational issue – it has operational and resource implications as well.

In particular there are two areas of CI where this lack of clarity has had an impact upon the effectiveness of CI in its progress towards achieving SPOs 12 and 13: the relationship between WSIS and IFAP; and the use and understanding of the terms C4D, I4D and ICT4D.

4.4.1 WSIS and IFAP

The CI sector, building on IFAP and its other expertise in CI, put a great deal of effort into developing the coherent vision of the Knowledge Society for WSIS. UNESCO's follow-up responsibilities for WSIS (in the six action lines) have been more or less seamlessly matched with these pre-existing CI interests. However, activity in the field that contributes to these action lines is rarely identified with or as WSIS follow-up.

The WSIS Action Lines C3 and C8 and IFAP priorities are almost exact duplicates, both of which are also integrated into the 34 C/4 strategy and C/5 programmes. IFAP appears to have been, to a large extent, subsumed into the higher profile WSIS and its follow-up agenda. Efforts by IFAP to align and identify its activities more explicitly have yet to bear fruit in terms of IFAP's visibility internationally or nationally outside of the information professions (librarians, information managers, archivists and IT managers).

By maintaining both WSIS follow-up and IFAP as a separate programme CI is mixing and diluting its message, efforts and slender resources. While both IFAP and WSIS have a current focus on 'upstream' interventions, WSIS and the concept of the Knowledge Society is the stronger 'brand' endorsed in the high-level Summit itself by governments, and supported (on paper at least) by most UN agencies through forums such as UNGIS. Many and diverse NGO stakeholders are also signed up to the WSIS agenda.

4.4.2 C4D, I4D, and ICT4D: confusion about definitions

The use of these three labels in different contexts and programmes intuitively confuses an already confusing landscape for external stakeholders, including other UN agencies.

- **C4D** is a concept still evolving from the visibility and dissemination of development programme messages within the UN system. There are legitimate differences in definition and understanding between UN agencies; for instance, UNESCO's definition encompasses most of the key areas of the CI sector, while UNDP addresses C4D "through the four pillars of its access to Information work: strengthening legal/regulatory environments, developing capacity, raising awareness, and strengthening communication mechanisms available to vulnerable groups"²⁰.
- **Information for Development (I4D)** is a weak concept, used only within IFAP (I4D is one five IFAP priority areas in furthering national information policy and knowledge strategy formulation). The I4D concept appears to be more or less synonymous with UNESCO's definition of C4D as it encompasses a range of key areas in the CI sector, such as the importance of access to information, access to digital technologies and ICT, advocating for the Internet to remain as an open platform, and the benefits of investing in developing human capacity and in providing access to information and knowledge for development.
- **ICT for Development (ICT4D)** is strongly associated by UNESCO with CMCs and extending access to ICT through such initiatives as 'ICT-enabled learning'. ICT4D is also a key area in the C4D preoccupations and discussions.

4.5 Improving CI effectiveness through consolidation of resources

Through simplifying and reducing its wide-ranging agenda, CI has the opportunity to improve the effectiveness and coverage of several CI priorities that speak directly to the SPOs 12 and 13.

4.5.1 WSIS

WSIS has been described to the evaluators as (potentially) the CI equivalent of Education for All (EFA) in the education sector. A good starting point for planning for greater effectiveness would be to strengthen the CI message and support for the WSIS agenda, to approach the power and ubiquity of EFA within UNESCO, among Member States, UN agencies and other external stakeholders.

The WSIS agenda and action lines need to be advanced together, as parts of a coherent policy on developing knowledge societies, and they cut across all CI divisions: There is a real danger in the current under-resourcing that only selected (and perhaps the least challenging) parts of the agenda will be advanced. WSIS follow-up should cross CI divisions more effectively in terms of structure and resources.

4.5.2 A more active role for CI in C4D

The C4D agenda, which includes the development of media and ICT4D, is critical for UNESCO to position itself in the UNDAF and One UN system, but it is currently a diffuse and misunderstood concept (see 4.4.2) within CI and UNESCO itself.

If CI in HQ were able to take a more active role a first step would be to get consensus on what C4D should mean within and for CI, and where its priorities for action should lie to complement and enhance other approaches, other UNESCO sectors and UN agency programmes. The main task then required would be to develop an effective framework of C4D concepts and definitions, rationalising and recognising what C4D means in different contexts to underpin greater clarity for FOs and UN partners, to assist in defining intervention objectives, and roles and responsibilities among UN agencies. Work was started on country level comparative analyses of C4D approaches (using the Media Development Indicators), but with results of very varying quality. It provides, however, a basis to build on.

²⁰ Communication for development programmes in the United Nations system: Report of the Director-General of UNESCO on the implementation of General Assembly resolution 50/130, including the recommendations of the tenth United Nations Inter-Agency Round Table on Communication for Development A/63/180 28 July 2008

4.5.3 FOI

FOI has quite deliberately been conflated with FOE (the rights and legislative aspects) in strategic planning, dialogue with governments and CI reporting. This conflation may obscure the rather limited amount of CI activity that has focused on the more varied activities that support FOI; a wide range of 'access to information' activities, focused on the structures and practices of collection and sharing of official data, e-governance, publishing and re-use of public domain information through existing library and archival networks, the Internet, community media and information facilities etc.

Without robust national policies, strategies and practices in these areas adopting FOI legislation can be only a gesture. These policies and 'infostructures' fall within the INF division areas of responsibility (under IFAP in particular) and thus have suffered from under-resourcing and lack of focus. We would contend that this kind of support to FOI capacity forms a more legitimate focus for INF, and one that will progress achievement of the SPO 12 and 13 expected outcomes more effectively, than its current work in MOW and WDL (see 4.5.4).

4.5.4 Documentary archives

The key global archival challenge in support of knowledge society development is to get critical mass of important documentary material digitised and catalogued online so it can be used by the public, for instance to support FOI. As already noted this is an area that we feel has been somewhat overlooked in the 2008-09 biennium.

A more highly visible and, perhaps, glamorous need is to identify and preserve significant historical documentary collections as part of national cultural heritage. MOW and the WDL are both concerned with this second aspect. MOW with its national and regional committee structure, has been effective in raising issues and supporting actions in countries where documentary and other heritage materials are at risk or historically undervalued (e.g. in the Palestinian Territories, Southern Africa). It provides an excellent platform for CI intersectoral work with UNESCO Culture.

The WDL is arguably an initiative (lead by some of the richest and most advanced library and archival institutions in the world) that would have been done without UNESCO CI's involvement, though undoubtedly the UNESCO 'brand' and influence helped to ensure its extension to non-Western collaborators.

Both MOW and WDL might currently be seen as contributing more towards the achievement of SPO 11 - Sustainably protecting and enhancing cultural heritage – than to SPOs 12 and 13.

4.5.5 Knowledge sharing and communication

From a purely presentational, as well as a dissemination point of view, the CI sector should be a leader in the use of the web as a multi-level channel of effective communication. The CI web pages are a critical (perhaps the main) channel of communication with external stakeholders at all levels, and as such are not currently functioning well.

Many of the structural and organisational changes suggested in the preceding paragraphs will necessarily prompt a thorough review and reorganisation of the CI web pages, thus addressing the problems of terminological confusions, out-dated material and complexity identified in 3.4.4. This review should include the library and archival professional portals currently hosted by CI, which have been largely superseded by emerging technological and environmental change (the rise of professional and social networking on the web, the increasing visibility of online communities of practice etc).

4.6 Capacity-building as CI modality

There is an evident risk that the capacity building functional priority in CI may be being used to cover too wide a range of activities, each of which can have poorly defined aims and objectives and frequently demonstrate a poor grasp of effective capacity building methodologies on the part of CI field staff and partners.

Perhaps in common with other UNESCO sectors, CI needs to make careful review of its various interpretations of capacity-building and ensure that field staff, in particular, has better guidance on and understanding of the limits of capacity-building within short-term project funding programmes.

4.7 IPDC cost effectiveness

IPDC is an effective intergovernmental programme and the main instrument through which CI progresses towards the SPOs in the fields of media development, community participation and professionalisation in media.

CI staff are encouraged and expected to maintain considerable control over the IPDC project cycle and each project can involve a lot of work for CI staff in the field. Evidence from discussions with staff suggests that they routinely assist (and often negotiate with, to ensure that the project would fit in CI priorities and MLAs) NGO and other partners to develop project ideas, write and revise the project proposals. In this sense, IPDC is a labour-intensive programme, taking up a large proportion of CI field staff time, when they also need to initiate and progress activities in the very wide range of other CI areas (see Table 1) under MLAs 1 and 2.

Though there is considerable anecdotal evidence indicating the value and long-term, cumulative impact of IPDC projects, not enough systematic documented evidence about project outcomes and impact is available to make a proper judgement about

- the cost effectiveness of all the effort put in to small-scale projects of two years duration;
- the right balance of staff effort between IPDC and other areas of CI interest; and
- whether actions could be taken to further improve the programme's efficiency and effectiveness.

Moreover, the findings of project evaluations that are done are not disseminated in useful and digested forms for staff to benefit from lessons learned.

4.8 Effective programming and planning at country level

At present to develop their work plans in line with agreed MLAs, CI field staff relies upon a mix of interaction and discussion with their colleagues at the biennial retreat, consultations with the National Commissions, line ministries, key implementing partners and a dialogue with individual HQ CI staff about identified country priorities. In reality this can turn into a 'pick and mix' exercise, in which all MLA boxes are ticked for both RP and EXB, even though this may involve some 'massaging' of project proposals and ideas to fit. All this is done within a short two year timescale, and once the biennial exercise is done the CI staff member then concentrates on implementing the programme and spending all the money before the end of the biennium.

Reflection on lessons learned and changing local strategic priorities are shown to be challenging in this process, though there are many other factors that militate against more effective country-level planning – not least CI staff shortages, heavy workloads and limited administrative support, lack of strategic planning skills and experience, etc.

However, CI staff do make contributions to the UCPD, involving, no doubt, a degree of strategic planning and reflection. Though UCPD has the potential to develop into a vehicle for effective planning and review within countries and clusters, spanning more than one biennium, for CI staff at present it seems little more than a paper exercise. If the UCPD process could be made more effective and relevant to CI staff, undoubted benefits to the quality and effectiveness of CI country programmes would accrue, such as:

- more effective integration of RP and EXB interventions;
- better exploitation of potential opportunities for countries in a cluster to work together more effectively and achieve economies of scale, and transfer of knowledge and expertise;
- planning multi-level interventions, with better sustainability chances.

5 Recommendations

Based on the findings and conclusions outlined in the preceding sections the evaluation makes the following recommendations.

5.1 Reforming the scope and structure of CI

5.1.1 Mainstreaming ICT across UNESCO sectors

- CI's response to intersectoral work should be reconfigured so that it is no longer driven by ICT applications, triggering a consequent redeployment of resources within (from the ICT and Education, Science and technology and Culture Section) and CI in general.
- As current lead sector of the Intersectoral Platform, CI should initiate and lead a debate with other UNESCO sectors on how to mainstream and support ICT activities within each sector, on the premise that ICT itself is an enabler and not a particular or exclusive feature or responsibility of the CI sector alone. IFAP
- IFAP should be discontinued as an intergovernmental programme, and its goals, objectives and resources fully integrated into CI RP and WSIS follow-up. This should include the cessation of use of conceptual terms such as 'Information for All' and I4D.
- The IFAP national committee structure has many positive aspects, which should not be lost by CI. Active committees should be integrated with MOW national committees to form more effective and broad-ranging advisory bodies for CI, possibly branded as WSIS committees, with potential for efficiency savings.
- The IFAP Observatory on the Information Society portal and information service should be maintained as part of CI's knowledge sharing and clearing house function.

5.1.2 WSIS

- CI should increase and re-structure staffing and resources in HQ for WSIS follow-up, taking advantage of the release of IFAP resources and capacity. This restructuring should focus on more effective cross-divisional cooperation and a more active programme at international and national levels to take forward the WSIS Action Plan.
- RP CI activities and budgets that support WSIS Action Lines should be clearly branded as WSIS or explicitly linked to the WSIS agenda to raise the WSIS profile among stakeholders at all levels.
- WSIS follow-up should become the only 'brand' for international and national engagement of stakeholders in the pursuit of Information Society and Knowledge Society goals.

5.1.3 Library and Archive portals and networks

- Activity to maintain the Libraries portal and the Archives portal, nominally maintained by CI INF, should cease and the portals should be closed down and removed from CI's web pages.
- The UNESCO Network of Associated Libraries (UNAL), also a notional INF responsibility is now moribund and should be formally closed and removed from the CI web pages.

5.1.4 MOW

- CI should improve the relevance of MOW to CI SPOs by changing the current exclusive focus on documentary cultural heritage, using the powerful MOW 'brand' in a broader range of information, archive and records related activities that contribute to the more effective management, preservation and dissemination of official and public records and information, contemporary and historic.
- The MOW budget should be used to fund the collaborative development of normative tools and guidelines to assist governments and collection managers, in both cultural heritage and wider public information roles, to assess and prioritise for preservation, to plan and cost preservation strategies and to develop effective business cases for funding.

5.2 Improving the presentation of CI

- CI must undertake an urgent and comprehensive exercise to simplify and clarify the CI messages and presentation. The reforms recommended in 5.1 will put CI in a better position to undertake this exercise, focusing on
 - a) reconciliation of terminology and concepts in all its official outputs and communication at all levels;
 - b) clarification of the status, currency and authority of web-only documentary outputs and publications;
 - c) rationalisation of the CI web pages to enable the more effective dissemination of published outputs and knowledge sharing.

5.3 Capacity building modality

- CI HQ should take serious account of the issues outlined in the Evaluation of UNESCO's Capacity Building Function (2007), with a view to articulating definitions, standards and guidelines for CI staff in the field to follow.
- These standards and guidelines should then be communicated to all implementing partners, to embed a common understanding of what will become the basis for CI support in capacity building projects.

5.4 More effective evaluation of IPDC

- CI should improve and increase the systematic evaluations of IPDC projects through
 - a) improved quality control over the specification, commissioning and management of evaluations to ensure relevant and useful results from project evaluations;
 - b) undertake more regional and country level evaluations to provide robust and cumulative evidence of IPDC projects' long-term cost-effectiveness, impact and sustainability;
 - c) disseminate the lessons learned from evaluations more effectively within CI to influence future choices about developing and selecting project proposals.

5.5 Effective programming and planning at country level

- CI HQ should consider how best to improve CI field staff skills and capacity to engage fully in strategic planning exercises to maximise the effectiveness and benefits of the UCPD process.

Annex 1: Evaluation Terms of Reference

Summary

Strategic Programme Objectives (SPOs) were adopted in the UNESCO Medium-Term Strategy for 2008–2013 (34 C/4). SPOs 12 and 13 are implemented by UNESCO's Communication and Information Sector and cover the breadth of the sector's work. Evaluations at the level of the SPO were decided upon as a vehicle to respond to Executive Board decision 175 EX/Decision 26: "ensure provision for systematic evaluation of all programmes within the C/4 cycle".

Background

UNESCO's 2008–2013 Medium-Term Strategy is framed around fourteen strategic programme objectives (SPOs) that capture the entire programme of UNESCO through articulating overarching objectives. SPOs 12 and 13 are implemented by the Communication and Information Sector with the two SPOs covering the breadth of the sector's work. The Medium-Term Strategy is delivered through three consecutive programme and budget documents, starting with the 2008–2009 period (34 C/5), which contain expected results, performance indicators and benchmarks.

The expected outcomes for SPO 12 are as follows:

- Conditions for freedom of expression and universal access to information and knowledge enhanced in all regions
- Capacities and competencies of media and information professionals enhanced
- Linguistic diversity in media and information networks enhanced
- Marginalized populations and populations with special needs empowered to participate in development processes by providing access to media, in particular community media.²¹

The expected outcomes for SPO 13 are as follows:

- Integrated communication and information policies conforming with the principles of press freedom, independent and pluralistic media and contributing to the development of infostructures adopted by Member States
- Communication and information components integrated in United Nations interagency strategies for conflict prevention, peace-building and good governance
- Assistance provided to Member States, especially in Africa and SIDS, on pluralistic media and infostructures supportive of democratic practices, accountability and good governance.²²

Programmatic activities are delivered from both Headquarters and UNESCO Field Offices. In the current 2008–2009 programme period, the work of the Communication and Information Sector is captured under four main lines of action:

- promoting an enabling environment for freedom of expression and freedom of information (\$2,267,300);
- fostering universal access to information and the development of infostructures (\$4,178,700);
- promoting the development of free, independent and pluralistic media and community participation in sustainable development through community media (\$4,178,700);
- strengthening the role of communication and information in fostering mutual understanding, peace and reconciliation, particularly in conflict and post-conflict areas (\$2,058,200).

Regular Program funds allocated to programmatic activities for 2008–2009 total \$12,682,900. Extrabudgetary funds amount to \$42,205,300.²³

²¹ 34 C/4.

²² 34 C/4.

²³ 34 C/5.

Purpose

As with all SPO evaluations, the purpose of the evaluation of SPO 12 and 13 is to assess progress towards achieving the expected outcomes of the two SPOs and to examine how progress might be enhanced through improving programme policy, design and delivery.

The SPO 12 and 13 evaluation should assist UNESCO's Governing Bodies, Senior Management and the Communication and Information Sector by making evidence-based recommendations, covering the following:

- Whether the current level of funding is adequate for the programmes that contribute to the SPOs; if possible, the evaluation will give indications as to whether funding should be increased or decreased for any projects or programmes or terminated on the basis of lack of relevance, ineffectiveness or inefficiency
- Whether the current geographical spread of programmes and activities are addressing the needs of the SPOs
- Whether new programme delivery mechanisms or modalities need to be developed or existing ones used less
- Which capacities need to be built in order to more effectively meet the expected outcomes of the SPOs
- Whether changes need to be made to internal structures and organizational policies/procedures to more effectively meet the expected outcomes of the SPOs
- Which relationships, both inside and outside UNESCO and the UN, need to be strengthened to meet the expected outcomes of the SPOs
- Where UNESCO's comparative advantages currently lie and where they potentially lie
- Evolving areas of strategic importance to which UNESCO may need to pay more attention
- The extent to which the two global programme priorities of Africa and gender equality have been addressed through the SPOs.

Scope

The evaluation will focus on programmatic activity of the biennium in which the evaluation is taking place (2008-09). Given the timing of the evaluation, however, part of the evaluation will focus on programme activities planned and carried out in the previous biennium (2006–2007). It may be necessary to go back to even earlier biennia, particularly for capturing the key events in the evolution of the programmes under study.

The evaluation will cover Regular Programme funding and extrabudgetary funding that is expected to contribute to the SPOs.

It is anticipated that the evaluation will include three (3) country visits, one to each of the following regions: Africa, Asia and the Middle East or Latin America. The final list of countries to be visited will be determined during the inception phase in consultation with the Reference Group. Possibilities include Kenya, South Africa, Cameroon, the Palestinian Territories, India, Indonesia, Thailand, the Republic of Korea, Costa Rica and Jamaica²⁴.

The sample will vary depending on the nature and distribution of programme activities. As a guideline, the sample should contain 20%–40% of the programmatic financial resources dedicated to the SPOs, and take into account the following:

- high representation of programmatic activities that have not recently been subject to external evaluation;
- priority areas identified by the Evaluation Reference Group;
- wide geographical coverage based on the financial allocations, with special consideration given to Africa;

²⁴ Details on UNESCO's Field Offices can be found at

http://portal.unesco.org/en/ev.php-URL_ID=34004&URL_DO=DO_TOPIC&URL_SECTION=201.html

- balance between programmes and projects managed by Headquarters and field offices;
- joint initiatives with other UN agencies.

The evaluation is expected to reach findings and draw lessons learnt²⁵ on progress made towards achieving the expected outcomes of the SPOs, the two global priorities of Africa and gender equality and the degree of intersectoral and interdisciplinary work.

Evaluation Questions

An indicative list of questions to be answered by the evaluation is presented in Annex I. The evaluation team will be expected to further develop this list during the inception phase in consultation with the Reference Group. The questions will be presented in the first deliverable, the inception report, as part of the overall evaluation framework and methodology.

Methodology

The methodology will include:

- A desk study, comprising: (1) mapping of activities, projects and programmes that fall under the two SPOs; (2) summary of findings and recommendations of previous evaluations that relate to the SPOs; (3) a listing of all normative instruments (declarations, recommendations and conventions) that relate to the SPOs; (4) a listing of related evaluations undertaken by other organizations; (5) review of documentation, including: Report of the Director-General on the activities of the Organization (document C/3); Report by the Director-General on the Execution of the programme (document EX/4); project documents, annual progress reports, final reports and evaluations of extrabudgetary projects; mission reports; internal think pieces; UNESCO Country Programme Documents; UNDAFs; evaluations, studies and research of other UN organizations and stakeholders on the subject being evaluated.
- Analysis of data extracted from SISTER, a database containing all work plans and monitoring data;
- Questionnaires and surveys;
- Interviews, discussions and workshops;
- Field office visits to a limited number of UNESCO field offices.

Roles and responsibilities

IOS is responsible for the overall management of the evaluation and quality assurance of the deliverables. The external consultant and IOS will form a team to conduct the evaluation. Where resources permit, IOS will participate in the field missions. IOS will work closely with the consultant in data collection and analysis, the drawing of conclusions and formulation of recommendations and drafting of the report.

IOS has established a Reference Group for the evaluation comprising staff from the Communication and Information Sector, the Bureau of Strategic Planning and IOS. The Reference Group has advised on the Terms of Reference will advise on the selection of the external consultant, provide comments on the draft evaluation report and provide guidance on appropriate actions to be taken in response to evaluation recommendations.

Logistics

The external consultants will commonly be responsible for their own logistics: office space, administrative and secretarial support, telecommunications, printing of documentation, etc. Suitable office space will be provided for the consultants when they are working from UNESCO offices (in Paris Headquarters or in the field). The external consultants will also be responsible for dissemination

²⁵ Lessons learnt are generalizations based on evaluation experiences with projects, programmes, or policies that abstract from the specific circumstances to broader situations.

of all methodological tools such as surveys, but IOS will facilitate this process to the extent possible by providing contact information such as email addresses.

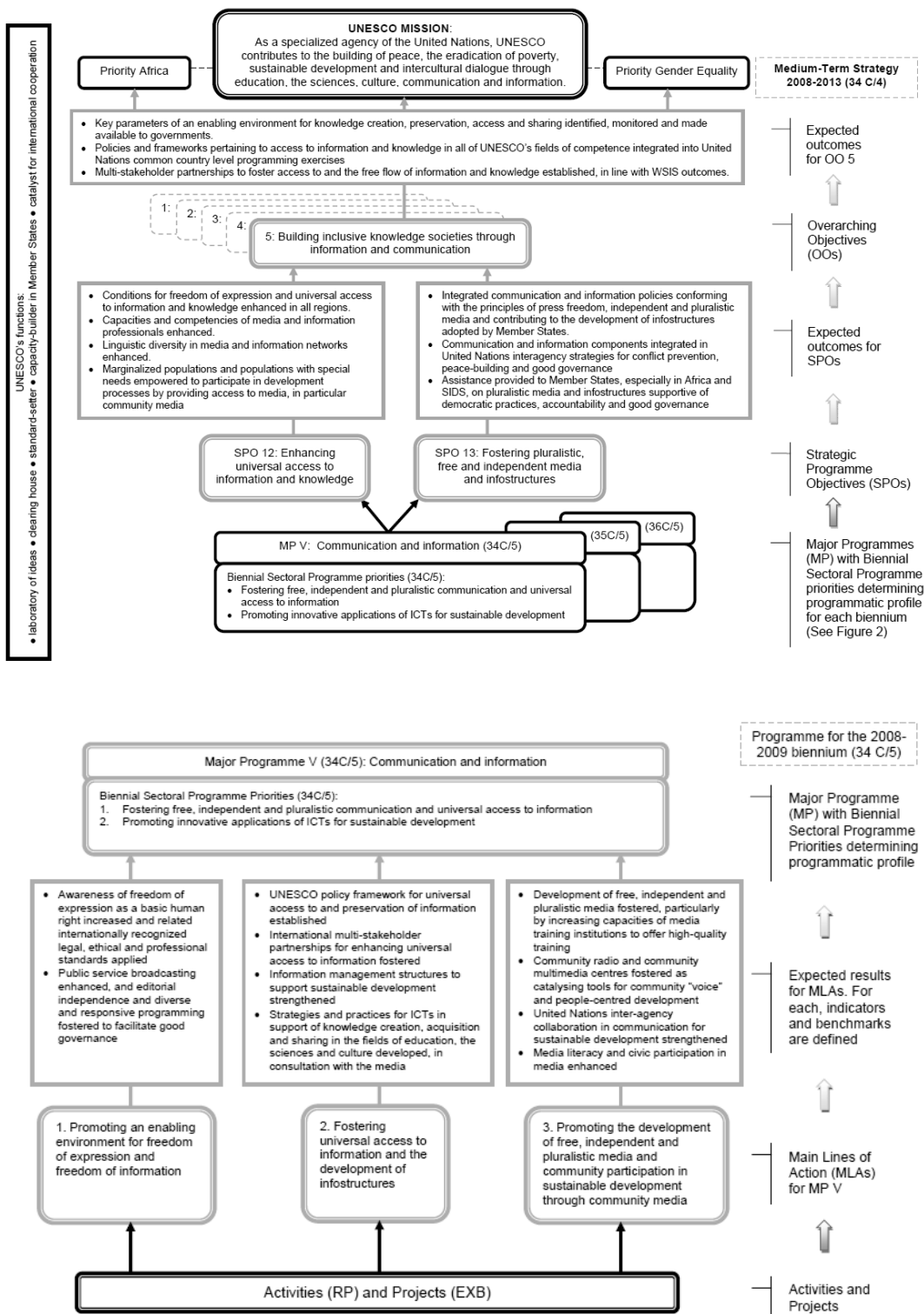
With regards to field visits, the relevant Field Office and IOS will assist the evaluation team in providing documentation, setting up meetings and providing security clearance documents, etc. The external consultants are responsible for all travel related costs, including transport to and from the airport and transport to and from interviews. The travel costs should be itemized in the financial proposal.

Deliverables and Schedule

The evaluation team will be required to deliver three key deliverables in English or in French. Any parts relating to Spanish-speaking countries (e.g. country reports, case studies, project-based reports) may be written in Spanish with summaries in English or French.

- Inception report: containing the evaluation framework, detailed evaluation methodology, project/programme sample, work plan and logistical arrangements.
- Workshop: to present findings and tentative recommendations to the Reference Group.
- Evaluation report of between 25–35 pages (excluding annexes) to be structured as follows:
- Executive Summary (3–4 pages)
- Description of the SPOs
- Evaluation purpose
- Evaluation methodology
- Main findings (structured against each of the points in Paragraph 0 and presented in terms of achievements and challenges)
- Lessons learnt
- Recommendations
- Annexes (including interview list, detailed data, details of the data collection instruments, key documents reviewed, Terms of Reference, synthesis report from the review of past

Annex 2: SPOs 12 and 13, MLAs and priorities for 34 C/5



CI Main Lines of Action and expected results for 34C/5

The CI sector is expected to achieve SPOs 12 and 13 through three consecutive biennial programmes and budgets, starting with the 2008-2009 period (34 C/5), each of which has biennial sector priorities and MLAs with expected results and (mainly quantitative) performance indicators to guide activity planning for the biennium (see summary diagrams in Annex 1). The MLAs for the 34 C/5 biennium were as follows:

Main line of action 1: Promoting an enabling environment for freedom of expression and freedom of information

- Awareness of freedom of expression as a basic human right increased and related internationally recognized legal, ethical and professional standards applied
- Public service broadcasting enhanced, and editorial independence and diverse and responsive programming fostered to facilitate good governance

Main line of action 2: Fostering universal access to information and the development of infostructures

- UNESCO policy framework for universal access to and preservation of information established
- International multi-stakeholder partnerships for enhancing universal access to information fostered
- Information management structures to support sustainable development strengthened
- Strategies and practices for ICTs in support of knowledge creation, acquisition and sharing in the fields of education, the sciences and culture developed, in consultation with the media

Main line of action 3: Promoting the development of free, independent and pluralistic media and community participation in sustainable development through community media

- Development of free, independent and pluralistic media fostered, particularly by increasing capacities of media training institutions to offer high-quality training
- Community radio and community multimedia centres fostered as catalysing tools for community “voice” and people-centred development
- United Nations inter-agency collaboration in communication for sustainable development strengthened
- Media literacy and civic participation in media enhanced

UNESCO's strategic priorities and CI

The CI sector is also expected to address the overarching UNESCO priorities of Africa and Gender Equality. The 34 C/5 included the following expected results in these areas.

5.5.1 Addressing the needs of Africa

- Information policy frameworks for universal access to information established, and advice given for the adaptation of media laws to international standards
- ICT competencies of teachers at all levels, and capacities of media and training institutions to offer high-quality training increased, including through intersectoral cooperation
- Community radio and community multimedia centres fostered as catalysing tools for community “voice” and people-centred development
- Capacity of free, independent and pluralistic media to report according to professional standards, as established by journalists themselves, enhanced in post-conflict environments.

5.5.2 Gender equality / women's empowerment

The UNESCO Gender Action Plan for 2008-2013, adopted in 2009, provides expected outcomes and corresponding indicators for each sector. Those for CI are:

Annex 2

- Gender equality perspectives fully integrated into communication and information related policies and strategies
- Enabling environment for equal accessibility to information and knowledge promoted through media and ICTs
- Women empowered to participate to development and public life through access to information and knowledge
- Gender perspective in media content increased
- Capacities of media institutions enhanced to offer high-quality and gender-responsive training
- Women's involvement in conflict-resolution and peace building processes, as well as reconstruction efforts, strengthened through better access to information
- Safety and security of female media professionals and journalists in conflict and post-conflict situations strengthened.

Annex 3: Organisation and structure of CI

Divisions

The Assistant Director-General CI's office and the CI Executive Office account for 20 posts in HQ. The three HQ divisions of CI have a complement of 65 staff posts²⁶:

- Communication Development Division (COM); 14 posts, including one post for the Secretariat for the International Programme for the Development of Communication (IPDC). Two of the posts in the COM Division were vacant at the time of writing;
- Division for Freedom of Expression, Democracy and Peace (FED); 11 posts of which one was vacant at the time of writing;
- Information Society Division (INF); 20 posts, including one post as the Secretariat of the Information for All Programme (IFAP), of which seven were vacant at the time of writing.

Cluster and Field Offices

The CI sector is represented in 33 field offices, as follows:

- **Africa:** 12 posts: CI Adviser posts in seven COs; National Programme Officer posts in three COs; National Programme Officer posts in two FOs. At the time of writing, three of these posts were vacant.
- **Arab States:** 6 posts: CI/Media Adviser posts in three CO and one FO; National Programme Officer posts in two FO. At the time of writing, two of these posts were vacant.
- **Asia and Pacific:** 8 posts: CI Adviser posts in five CO and National Programme Officer posts in three CO. Two posts were vacant at the time of writing.
- **Europe:** 1 post in a CI Adviser post in the Moscow CO
- **Latin America and the Caribbean:** 7 posts: CI Adviser posts in four CO, National Programme Officer posts in two CO, one FO. One post was vacant at the time of writing.

²⁶ Communication and Information Sector Organizational Chart 2010-2011: as at 27th October 2009

Annex 4: List of persons consulted and met

HQ staff

Abdul Waheed Khan	Assistant Director-General CI	
Axel Plathe	Chief Exec Office	Executive Office CI
Cordula Gaschutz	Chief of Unit, Coordination & Evaluation	Executive Office CI
Krisanthi Rondon-Fuentes	Chief of Administrative Unit	Executive Office CI
Wijayananda Jayaweera	Director of Division	COM
Alton Grizzle	Programme Specialist	COM
Valeri Nikolski	Programme Specialist, IPDC Secretariat	COM
Venus Easwaran Jennings	Programme Specialist	COM
Mogens Schmidt	Deputy ADG CI and Director of Division	FED
Sylvie Coudray	Senior Programme Specialist	FED
Hu Xianhong	Assistant Programme Specialist	FED
Tarja Turtia	Programme Specialist	FED
Indrajit Banerjee	Chief of Section	INF
Abel Caine	Programme Specialist	INF
René Cluzel	Programme Specialist	INF
Irmgard Kasinskaite	Programme Specialist	INF
Boyan Radoykov	Programme Specialist	INF
Joie Springer	Senior Programme Specialist	INF
Cedric Wachholz	Programme Specialist	INF
Saniye Gülser Corat	Director, Division for Gender Equality	BSP
Mariama Saidou-Djermakoye,	Senior Planning Officer, Division of Programme, Planning, Monitoring and Reporting	BSP

CI field staff

Rosa Gonzalez	CI Adviser	Quito CO
Sergey Karpov	National Professional Officer	Almaty CO
Michel Kenmoe	National Professional Officer	Libreville CO
Hezekiel Dlamini	CI Adviser	Nairobi CO
Gervasio Kaliwo	CI Adviser	Harare CO
Suzanne Ornager	CI Adviser	Bangkok CO
George Awad	National Professional Officer	Beirut CO
Al-Amin Yusuph	National Professional Officer	Dar es Salaam CO
Paul Hector	CI Adviser	Apia CO
Guenther Cyranek	CI Adviser	Montevideo CO
Andrew Radolf	Head of CO	San Jose CO

Jaco Du Toit	CI Adviser	Windhoek CO
Misako Ito	CI Adviser	Rabat CO
Isabel Viera Bermudez	National Professional Officer	Havana CO
Iskra Panevska	CI Adviser	New Delhi CO

Field missions

Yaoundé 30th November-4th December 2009

CI staff UNESCO

Jean Pierre Ilboudo, CI Adviser
Cletus Tabe Ojong
Sophie Ahanda Beyala, Community Radio Coordinator
Celine Abomo , Gender Focal Point
Secretary General NatCom

Other UNESCO staff

Albert Mendy, Chief Education
Raymondine Rakotondrazaka, Education
Delphine Hiol, Education, HIV/AIDS

Community Radio Esse

Meeting with the administrator and one animator

CIRTEF

Hubert Atangana

Ministry of Communication

Mme Njoya, Communication Publique et Action Gouvernementale

ESSTIC (University of Yaoundé)

Mme Michele Ngo Yol et Lisette Tchienteu

Conseil National de la Communication

Pr Boyomo, Secretary General

Conseil Camerounais des Medias

Patrice Nde, Director and Pierre Essama Essomba, President

UNDP

Mr Zephirin Emini, Governance and Crisis

CFPA (Centre de Formation Professionnelle Appliquée)

Madeleine Daitsawe Mitlassou, Directeur Adjoint
Prosper Nkouantchoua, Technical Engineer

RCA telephone interviews

Haut Conseil de la Communication (HCC) en RCA

Jean Paul Sankagui, Haut Conseiller (telephone interview)

Association des Femmes Professionnelles de la Communication, RCA

Sylvie Panika, President

Ministry of Communication, RCA

Guy Tampon Junior, Charge de mission en matière de communication

CNLS (Comité National de Lutte contre le SIDA)

Therese Belobo (now freelance consultant)

NatCom, RCA

Andre Denamse-Kette, Secretary General
Bangui University, Department of Sciences and Communication
Jean-Claude Redjeme, Chef de Département
Union des Journalistes Centrafricains
Mr Maka Gbossokoto, President
Observatoire des Medias Centrafricains
Pierre Debato II, President
UNESCO, Antenne RCA
Mahamat Ahmad Alhabo, Chef d'antenne
David Bozouma, Assistant Projet Radios Communautaires

Chad telephone interviews

NatCom Chad
Abdel Kerim Adoum Bahar, Secretary General
Haut Conseil de la Communication (HCC) au Tchad
Moustapha Aki Alifei, President
Association des Editeurs de Presse Tchadiens, AEPT
Michael Didama, Secretaire General
UNESCO Antenne, Tchad
Yambaye Telnodji Delodji, Chef d'Antenne

Kingston 11th-15th January 2010-03-04

UNESCO staff

Isidro Fernandez-Aballi, CI Adviser for the Caribbean

NatCom UNESCO

Everald Hannam, Chairperson

HEART Trust NTA

Elizabeth Terry, Chair ICT4D Jamaica

Roots FM

Rosamond Brown, Manager,

Trevor Gordon- Somers, Chairperson, Mustard Seed Communities

Jeffrey Town Farmers Association

Sharon Fyffe Cybercenter Manager, Radio station manager

Wordsworth Gordon (Chairman),

Ivy Gordon, Secretary

CARIMAC- The Caribbean Institute of Media and Communication

Canute James, Director

University of the West Indies, Mona

Professor Hubert Devonish, Jamaican Language Unit Head of Unit

Dr. Hopeton Dunn, Mona School of Business (MOIB)

Allison Brown, Research Assistant MIOB- Caribbean Programme in Telecommunications
Policy Management programme

Container Project, Palmers' Cross, Clarendon

Mervin Jarman

National Library of Jamaica

Mrs. Winsome Hudson, Member of the MOW regional Committee for Latin America and the Caribbean (MOWLAC) and Director of the Jamaica Library Service

Telephone interviews

UNESCO NatCom Trinidad and Tobago

Mrs. Susan Shurland, NATCOM Secretary General

Caribbean Broadcast Media Partnership on HIV/AIDS, Barbados

Dr. Allyson Leacock, Director

Caribbean Broadcasting Union (CBU), Barbados

Patrick Cozier, Secretary General

Ramallah 1st-5th February 2010

UNESCO staff

Louise Haxthausen, Head of Office

Irmeli Seipajarvi, Media Adviser

AMIN Media Network

Mr. Khaled Abu Aker, General Manager and staff members

Birzeit University, Media Development Center

Ms. Nibal Thawabteh, Director of Media & Development Center

Ms. Reem Abed Alhammed, Project Coordinator

Ms. Shahed Banodeh, Project Coordinator

Sahafa Club

Mr. Montaser Hamdan

Mr. Ali Batah

Wafa News Agency

Mr. Raed Al-Hassan, Chairman

Mr. Ali Hussein, Editor in Chief

Palestinian Authority Ministry of Information

Mr Mahmoud Khalefa

MAAN Network

Mr. Raed Othman, General Director

Ms. Valentina Al-Ama, Communications & Projects Director

Telephone interviews with five beneficiaries of the Women taking the Lead project

International stakeholders and partners

Etienne Derue,	CIRTEF
Paula Claycomb	Senior Advisor, Communication for Development, Division of Policy and Practice, UNICEF HQ
David Leitch	Secretary-General, International Council on Archives (ICA)
Jennefer Nicholson	Chief Executive Officer, International Federation of Library Associations and Institutes (IFLA)
Stuart Hamilton	Senior Policy Advisor IFLA
Jaroslav Ponder	Officer responsible for WSIS follow-up, International Telecommunications Union (ITU)
Agnes Callamard	Director, Article 19
Ivan Nikoltchev	Head of Media Unit, Council of Europe
Lee Hibbard	Media and Information Society Division, Council of Europe
Jean-Marc Fleury	Executive Director, World Federation of Science Journalists
Elizabeth Smith	Secretary-General, Commonwealth Broadcasting Association
Oliver Money-Kyrle,	Projects Director, International Federation of Journalists
Andrew Puddephatt	Director, Global Partners and Associates
Toby Mendel	Freelance consultant, ex-Article 19

Annex 5: Budgetary data analysis tables

Table 3: 34 C/5 CI sector budget

Main Line of Action	Regular Budget		TOTAL 34 C/5 Approved	Extrabudgetary
	Activities	Staff		
	\$	\$	\$	\$
MLA 1 Promoting an enabling environment for freedom of expression and freedom of information	2 267 300	3 589 100	5 856 400	–
MLA 2 Fostering universal access to information and the development of infrastructures	4 178 700	6 567 800	10 746 500	36 483 700
MLA 3 Promoting the development of free, independent and pluralistic media and community participation in sustainable development through community media	4 178 700	5 491 100	9 669 800	5 721 600
MLA 4 Strengthening the role of communication and information in fostering mutual understanding, peace and reconciliation, particularly in conflict and post-conflict areas	2 058 200	3 589 000	5 647 200	–
Total, Major Programme V	12 682 900	19 237 000	31 919 900	42 205 300

Regular Programme 2008-2009 allocations

Table 4: RP 34 HQ / regional allocations within MLAs and overall (Columns 100%)²⁷

	USD and %			Overall
	MLA 1	MLA 2	MLA 3	
HQ	992,305 41%	2,005,389 43%	1,820,588 42%	4,818,282 42%
Africa	538,177 22%	765,146 16%	864,476 20%	2,167,799 19%
Arab States	200,759 8%	454,738 10%	316,256 7%	971,753 8%
Asia and Pacific	363,942 15%	725,349 15%	699,263 16%	1,788,554 16%
Europe and North America	49,063 2%	71,445 2%	88,345 2%	208,853 2%
Latin America and the Caribbean	260,709 11%	677,987 14%	529,364 12%	1,468,060 13%
Liaison Office	15,000 1%	10,000 0%		25,000 0%
Grand Total	2,419,955	4,710,055	4,318,291	11,448,301

²⁷ **Data source:** An overview of allocation and expenditure for 2008-2009 in the Regular Programme received from IOS with 373 budget lines and a total allocation of \$ 32,791,953 (excluding staff costs \$13,332,553). In our tables and analysis we do not include the following budget lines:

- 3 budget lines for staff costs in HQ and field (allocation \$19,459,400),
- 5 budget lines without allocation (expenditure of \$ 512,923 but no allocation)
- 57 budget lines for MLA4 (allocation \$1,884,252)

Our RP tables and analysis are based on final allocation data for **308** lines for MLAs 1, 2 and 3 (total allocation **\$11,448,301**) as received from IOS (extracted from FABS on 27 January 2010).

Extrabudgetary Projects 2008-2009 expenditure

Data from FABS²⁸

Table 5: EXB 2008-2009: expenditure and counts by region and total. (Columns 100%)

	USD and %	Count and %
Global/inter-regional	1,373,503 11%	23 8%
Africa	4,076,302 34%	97 34%
Arab States	2,041,195 17%	27 10%
Asia and the Pacific	2,473,378 20%	74 26%
Europe and North America	659,395 5%	9 3%
Latin America and the Caribbean	1,475,208 12%	54 19%
Grand Total	12,098,981	284

Table 6: EXB 2008-2009: overall and regional expenditure by MLAs 1, 2 and 3. (Rows 100%)²⁹

	USD			Total
	MLA1	MLA2	MLA3	
Global/inter-regional		410,652	126,283	536,936
	0%	76%	24%	
Africa	354,594	337,481	1,769,054	2,461,129
	14%	14%	72%	
Arab States		28,715	404,529	433,244
	0%	7%	93%	
Asia and the Pacific	7,179	19,635	971,874	998,688
	1%	2%	97%	
Europe and North America	113,746	94,344	66,440	274,530
	41%	34%	24%	
Latin America and the Caribbean	41,638	75,980	660,838	778,456
	5%	10%	85%	
Overall	517,157	966,807	3,999,019	5,482,983
	9%	18%	73%	

²⁸ **Data source:** An overview of extrabudgetary (EXB) expenditure assigned to 2008-2009 was received from IOS. It presents 299 projects with assigned expenditure of \$ 19,870,195. In the tables and analysis we exclude:

- 11 budget lines for self benefiting funds (assigned \$ 7,254,086)
- 4 budget lines for MLA 4 (allocation \$ 517,127)

Our EXB tables and analysis are based on expenditure data for **284** projects (total expenditure **\$12,098,981**). Where we present or analyse EXB data by MLA, we use a subset of **152** projects (total assigned expenditure **\$ 5,482,983**) where the data source indicates that these are attributed to MLAs 1, 2 or 3 for the 34 C/5 biennium.

²⁹ Based on FABS data for 152 EXB (expenditure \$ 5,482,983) projects with SISTER codes starting with 4 received from IOS. This represents 45% of EXB expenditure excluding self-benefiting funds and MLA 4 in the biennium.

Table 7: EXB 2008-2009: expenditure within regions and overall by donor type (Rows 100%)³⁰

	% USD				
	UNESCO ³¹	UN (Other) ³²	Bilateral ³³	Other / private ³⁴	(unknown)
Global/inter-regional	15%	15%	64%	5%	
Africa	37%	24%	38%		0.3%
Arab States	18%	41%	39%	2%	
Asia and the Pacific	54%	4%	42%	0.2%	
Europe and North America	62%	6%	17%	15%	
Latin America and the Caribbean	61%	7%	28%	4%	
Overall percentage	39%	19%	40%	2%	0.1%
Overall USD	4,754,355	2,246,509	4,817,699	266,418	14,000

Table 8: EXB 2008-2009: IPDC / non-IPDC expenditure within regions. (Rows 100%)³⁵

	USD		Count		Total USD	Total Count
	IPDC	Non-IPDC	IPDC	Non-IPDC		
Global/inter-regional	36,168	1,337,335	1	22	1,373,503	23
	3%	97%	4%	96%		
Africa	1,476,961	2,599,342	71	26	4,076,302	97
	36%	64%	73%	27%		
Arab States	363,647	1,677,548	15	12	2,041,195	27
	18%	82%	56%	44%		
Asia and the Pacific	1,290,977	1,182,402	59	15	2,473,378	74
	52%	48%	80%	20%		
Europe and North America	96,290	563,105	4	5	659,395	9
	15%	85%	44%	56%		
Latin America and the Caribbean	893,762	581,446	44	10	1,475,208	54
	61%	39%	81%	19%		
Grand Total	4,157,805	7,941,177	194	90	12,098,981	284
	34%	66%	68%	32%		

³⁰ Based on FABS data for 284 EXB projects with a combined expenditure of \$ 12,098,981 in the 34 C/5 biennium. This excludes self-benefiting funds and MLA 4 expenditure.

³¹ Donor codes: IPDC, VOL.CONT.

³² Donor codes: ONE UN MOZAMBIQUE, ONE UN PILOT, ONE UN RWANDA, UNAIDS, UNCF, UNDEF, UNDG, UNDP, UNICEF, UNOG/OCH, UNOPS, PBF, IFAD, PHRP

³³ Donor codes: for individual countries, also including EUR.COM. and EUROPE

³⁴ Donor codes: FORD FOUND, PRIV. FUND., AGFUND

³⁵ Based on FABS data for EXB expenditure assigned to the 34 C/5 biennium. This excludes self-benefiting funds and MLA 4 expenditure.

Table 9: Key areas for investment of IPDC by region

THEMES	AFRICA	ARAB STATES	ASIA PACIFIC	LAC	EUROPE
FOE	3	1		4	
Community Media Centres	5		1	3	
Community radio	14		7	4	
Professionalisation of journalists	20	1	10	8	1
Professionalisation of media	5	6	13	10	1
Media law/legislation	2				
C4D programmes	2		1	3	
Distribution of newspapers	1				
Sound archives		1			
TOTAL	52	9	32	32	2

Management Response

Recommendation 1: CI's response to intersectoral work should be reconfigured so that it is no longer driven by ICT applications, triggering a consequent redeployment of resources within (from the ICT and Education, Science and technology and Culture Section) and CI in general.

Management Response: Partially accept. The recommendation is not fully coherent. The CI sector is already working on several specific intersectoral initiatives such as the Open Educational Resources platform that is being jointly developed with the Education Sector. CI is also currently implementing a project on Open Access to Scientific Information with the Science Sector. Intersectoral initiatives are not driven by ICT applications but rather by the specific mandate, as approved by the General Conference.

Recommendation 2: As current lead sector of the Intersectoral Platform, CI should initiate and lead a debate with other UNESCO sectors on how to mainstream and support ICT activities within each sector, on the premise that ICT itself is an enabler and not a particular or exclusive feature or responsibility of the CI sector alone.

Management Response: Accept. Regular discussions are underway with the other programme sectors in order to identify common areas of interest where ICTs can be used as enablers to reach the respective programmatic objectives.

Recommendation 3: IFAP should be discontinued as an intergovernmental programme, and its goals, objectives and resources fully integrated into CI Regular Programme and WSIS follow-up. This should include the cessation of use of conceptual terms such as 'Information for All' and I4D.

Management Response: Neither accept nor reject. In compliance with the decision taken by the Executive Board at its 180th session in 2008 to endorse the Strategic Plan for IFAP with the proposed objectives and expected outcomes for the period 2008-2013, a decision will be taken by the governing bodies at the end of this period as to whether to continue or phase out this Programme.

It should also be noted that to consider the priorities of a major international multi-stakeholder event (WSIS) and those of a strictly UNESCO intergovernmental programme (IFAP) as "almost exact duplicates" (page 36 of the evaluation), and to then recommend that the latter be discontinued for this reason, is to not take into account the diversity and scope of the implementation mechanisms at the disposal of the Organization in reaching the goals fixed respectively by the General Conference and by the World Summit.

Recommendation 4: The IFAP national committee structure has many positive aspects, which should not be lost by CI. Active committees should be integrated with Memory of the World national committees to form more effective and broad-ranging advisory bodies for CI, possibly branded as WSIS committees, with potential for efficiency savings.

Management Response: Accept as concerns the first sentence. The future of the very differently constituted national committees can be decided only by the competent national authorities. The proposal to possibly integrate these committees within MOW committees which are concerned only by one of the five priorities covered by IFAP (information preservation) seems unrealistic.

Recommendation 5: The IFAP Observatory on the Information Society portal and information service should be maintained as part of CI's knowledge sharing and clearing house function.

Management Response: Accept.

Recommendation 6: CI should increase and re-structure staffing and resources in HQ for WSIS follow-up, taking advantage of the release of IFAP resources and capacity. This restructuring should focus on more effective cross-divisional cooperation and a more active programme at international and national levels to take forward the WSIS Action Plan.

Management Response: Accept in general, and pending a decision by the Executive Board as far as

<p>the proposal to take advantage of the release of IFAP resources is concerned.</p>
<p>Recommendation 7: Regular Programme CI activities and budgets that support WSIS Action Lines should be clearly branded as WSIS or explicitly linked to the WSIS agenda to raise the WSIS profile among stakeholders at all levels.</p> <p>Management Response: Accept. The CI Sector is committed to creating greater linkages between CI activities and WSIS Action Lines. In order to accomplish this, the Sector will highlight and strengthen the activities and budgets that are geared towards the WSIS Action Lines.</p>
<p>Recommendation 8: WSIS follow-up should become the only 'brand' for international and national engagement of stakeholders in the pursuit of Information Society and Knowledge Society goals.</p> <p>Management Response: Reject. Ensuring "branding" for a non-exclusive activity for engagements that are not under the competence of UNESCO is impracticable.</p>
<p>Recommendation 9: Activity to maintain the Libraries portal and the Archives portal, nominally maintained by CI Information Society Division, should cease and the portals should be closed down and removed from CI's web pages.</p> <p>Management Response: Partially accept. The results of a WebWorld portal survey targeting 18,000 users indicated that the UNESCO Libraries & Archival portal was a useful working tool and that the users could not identify alternative sources for obtaining relevant information in this particular domain. Nevertheless, the CI Sector is currently evaluating all CI portals and will undertake a rationalization process whereby those portals which are moribund will be closed down and removed.</p>
<p>Recommendation 10: The UNESCO Network of Associated Libraries (UNAL), also a notional Information Society Division responsibility, is now moribund and should be formally closed and removed from the CI web pages.</p> <p>Management Response: Partially accept. A review of UNAL will be undertaken and a final decision as to whether it should be formally closed will be taken in consideration of the findings.</p>
<p>Recommendation 11: CI should improve the relevance of Memory of the World to CI Strategic Programme Objectives by changing the current exclusive focus on documentary cultural heritage, using the powerful MOW 'brand' in a broader range of information, archive and records related activities that contribute to the more effective management, preservation and dissemination of official and public records and information, contemporary and historic.</p> <p>Management Response: Accept. Efforts will be undertaken to strengthen the Memory of the World Programme within the scope of its mandate.</p>
<p>Recommendation 12: The Memory of the World budget should be used to fund the collaborative development of normative tools and guidelines to assist governments and collection managers, in both cultural heritage and wider public information roles, to assess and prioritise for preservation, to plan and cost preservation strategies and to develop effective business cases for funding.</p> <p>Management Response: Partially accept. Efforts have always been made in this area, namely through the Sub-Committees of the MoW Programme. Thus, the Sub-Committee on Technology has for several years worked on, and continues to contribute to, the development of guidelines on preservation issues. For instance, currently under preparation are: a preservation manual for the layperson; recommendations for long-term storage of different types of documents; preservation of 'non-western' materials; the pilot phase of open-source digital preservation system.</p>
<p>Recommendation 13: CI must undertake an urgent and comprehensive exercise to simplify and clarify the CI messages and presentation. The reforms recommended above will put CI in a better position to undertake this exercise, focusing on</p> <p>a) reconciliation of terminology and concepts in all its official outputs and communication at</p>

all levels;

b) clarification of the status, currency and authority of web-only documentary outputs and publications;

c) Rationalisation of the CI web pages to enable the more effective dissemination of published outputs and knowledge sharing.

Management Response: Accept. An Information Committee will be established for the Sector (chaired by ADG/CI) to make strategic decisions pertaining to information knowledge management with the aim of simplifying CI's presentation, thereby increasing the Sector's visibility.

Regarding point c), the existing data on the use of the various CI portals is to be reviewed by the Information Knowledge Management team. The Sector carried out a taxonomy study in 2009 to ensure that content structure and terminology on the website are rationalized and tailored to professional audiences and to the main stakeholders. The results of this study are in the process of being deployed, but this has currently been put on hold, pending the website's migration to UNESCO's new website content management system.

Recommendation 14: CI HQ should take serious account of the issues outlined in the Evaluation of UNESCO's Capacity Building Function (2007), with a view to articulating definitions, standards and guidelines for CI staff in the field to follow.

Management Response: Partially accept. Following the 2007 Evaluation on Capacity Building, the Sector has focused on institutional capacity building, introducing instruments such as the criteria for institutional excellence in media training, media development indicators, model curricula on journalism education, and the curricula on media literacy and information literacy for teacher training institutions, for CI staff to use in their institutional development efforts. The Sector is of the view that it is erroneous to define capacity building purely as training. Capacity building encompasses a variety of interventions, from building the capacities of Member States, to introducing appropriate policies to improve the capacities of media and information institutions to offer quality services, and the capacity building of institutions offering professional training.

Recommendation 15: These standards and guidelines should then be communicated to all implementing partners, to embed a common understanding of what will become the basis for CI support in capacity building projects.

Management Response: Partially accept. The CI Sector has already issued well articulated guidelines to all partners. For example, IPDC capacity building assistance guidelines are available on the website and have been distributed widely via the field offices. Considering the complexity of the issues that CI handles and the need for operational flexibility, the Sector will consider this recommendation in a favourable manner, exploring the possibilities with other Sectors and services to issue house-wide guidelines on capacity building.

Recommendation 16: CI should improve and increase the systematic evaluations of IPDC projects through

a) improved quality control over the specification, commissioning and management of evaluations to ensure relevant and useful results from project evaluations;

b) undertake more regional and country level evaluations to provide robust and cumulative evidence of IPDC projects' long-term cost-effectiveness, impact and sustainability;

c) disseminate the lessons learned from evaluations more effectively within CI to influence future choices about developing and selecting project proposals.

Management Response: Partially accept. The recommendation fails to adequately take into account media development as a process of empowerment. The outcomes or impact of media development are not necessarily evident in the immediate aftermath of media development project interventions. While such interventions are important in maintaining the empowerment process, media development is largely determined by a number of other factors which are beyond the direct control of a particular

IPDC project.

It must be pointed out that the impact evaluations proposed by this recommendation are linked to the long-term development objectives to which a project would contribute, while the current IPDC project evaluation assesses only the achievements of immediate objectives which can be guaranteed within the project. The Sector wishes to underline the fact that IPDC projects are not isolated interventions; they are part and parcel of MLA V.2 '*Promoting the Development of free, independent and pluralistic media*'. Therefore, any evaluation of the impact of IPDC support must take into account the complementarity of IPDC projects and the CI Sector's overall programme on media development.

- (a) The IPDC project evaluations are carried out on the basis of decisions taken by the Bureau of the Intergovernmental Council, who determines which projects are to be evaluated, and the amount to be allocated from the IPDC Special Account for this purpose. Currently, an average of ten IPDC projects is selected by the Bureau every two years, and \$20,000-25,000 is allocated to cover their total cost. These evaluations are conducted by external evaluators, who visit project sites and verify the achievements. The selection of the evaluators and the preparation of the terms of reference for the evaluations (which include elements on cost-effectiveness and the sustainability of project outputs) are carried out in consultation with the Internal Oversight Services, in accordance with the instructions contained in memo IOS/2007/009 (sent to the directors and heads of Field Offices) on the management of evaluation at UNESCO.
- (b) Evaluations of the cumulative impact of IPDC projects have been carried out occasionally in the past, as directed by the IPDC Bureau. A case in point is the evaluation completed in Nepal, which confirmed the impressive results achieved through IPDC support in catalysing the development of the community media sector in the country. But such evaluations require additional resources to collect reliable data on the media sector as a whole. In most of the countries that the IPDC works in, national statistical institutes do not collect data on relevant media development issues on a regular basis. To address this issue, the CI Sector has already collaborated with UIS to produce country-specific media development data sets to be collected and published annually as of 2011. The Sector is of the view that the availability of such data would enhance IPDC project evaluations.
- (c) Evaluation findings are discussed with the CI staff responsible for project implementation, particularly if and when findings do not correspond to the project objectives. These are presented to the Intergovernmental Council of the IPDC for examination. The IPDC Bureau is responsible for the selection of projects to be supported and the evaluation findings are taken into account when new projects are submitted from the same country. The lessons drawn from the project evaluations are summarised and published along with the evaluation reports. They are distributed to the field staff and made available on the IPDC website for reference.

Following the decision taken by the IPDC Bureau in 2009 to align project support with the IPDC-endorsed Media Development Indicators, and given the initiative launched with UIS to collect standardized data on media development on a regular basis, the Sector believes that there is a possibility to increase the scope and quality of project evaluation. However, this will depend on the ability of the IPDC Bureau to allocate additional financial resources to evaluations from the IPDC Special Account.

Therefore, the Sector will draw the attention of the IPDC Bureau to this recommendation.

Recommendation 17: CI HQ should consider how best to improve CI field staff skills and capacity to engage fully in strategic planning exercises to maximise the effectiveness and benefits of the UCPD process.

Management Response: Accept. The Sector is in process of improving its global CI training plan, based on a survey to identify staff capacities and deficiencies. A training committee will be established to develop a new strategy for staff skills development, both in the field and at Headquarters. This will include short-term and long-term proposals, namely through targeted human resources development programmes focusing on skills and competencies for project development, strategic planning, and the use of common programming tools and approaches.