

**Note on
a Management Review of the Joint
Nordic-Unesco Communication Project in Africa
(Phase 1)**

Prepared by

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A MANAGEMENT REVIEW OF THE JOINT
NORDIC-UNESCO COMMUNICATION PROJECT IN AFRICA
(PHASE 1)

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Annex: Project document

A MANAGEMENT REVIEW OF THE JOINT
NORDIC-UNESCO COMMUNICATION PROJECT IN AFRICA
(PHASE 1)

Participating Governments:

Botswana, Kenya, Lesotho,
Swaziland, United Republic
of Tanzania, Zambia,
Zimbabwe

Budget Total:
plus 14 per cent Agency
overhead costs

US\$ 1,524,500

213,400

1,737,900

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Financial support provided by:

Denmark	US\$	250,000
Finland		10,000
Iceland		100,000
Norway		550,000
Sweden		896,451

1,806,451

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Executing agency:

United Nations Educational,
Scientific and Cultural
Organization (UNESCO)

Start:

1 August 1979

Duration envisaged:

3 years

I. INTRODUCTION

1. The Joint Inspection Unit has undertaken this review of the joint Nordic-UNESCO Broadcasting Manpower Development Project at the request of UNESCO. The Inspector had conversations with a number of UNESCO officials; with representatives of three Nordic countries at a meeting kindly arranged in Stockholm by the Swedish International Development Agency; with agency and governmental representatives, including representatives of the planning ministries and the broadcasting authorities, in Nairobi, Lusaka and Dar es Salaam; and with groups of trainees in these three African capitals. Useful information was also obtained from the Economic Commission for Africa. The Inspector was also able, briefly but usefully, to observe one course in operation, in Dar es Salaam. He expresses his thanks to all concerned, who were generous with their time and their thoughts.

2. For many years the Nordic countries, individually and collectively, have co-operated with the developing countries of Eastern and Southern Africa in their efforts to improve the quality of life of their peoples. Co-operation has most often taken the tangible form of human and financial resource support of what these countries have set out to do. It was in the spirit of this tradition of co-operation that the Nordic countries decided to finance a project from which Botswana, Kenya, Lesotho, Swaziland, the United Republic of Tanzania, Zambia and later Zimbabwe were to benefit. The broad aim of this project is to make radio broadcasting in Africa more relevant to and supportive of development, especially rural development. UNESCO was chosen to execute the project, the evolution of which coincided with events leading to the promulgation by the United Nations of the Transportation and Communications Decade for Africa, consistently with African governments' growing awareness of the importance of communication in their economic, social and cultural development. The total budget of the project is US\$ 1.7 million including the 14 per cent programme support fee charged by UNESCO; this sum was originally to be spent over three years.

II. PROJECT DESIGN

3. UNESCO and the Nordic donor governments prepared, and committed themselves to, a "project document" setting forth what the project was intended to accomplish, and the methods to be adopted. A copy is attached. The document suffers the not uncommon fault of imprecision, which often produces results which are unsatisfactory to some extent. A section-by-section examination of it now follows.

Section I of the project document - Objectives

4. The document lists one "development objective" - the formation of a "corps of African communicators at all levels", which sets forth a reasonable long-term aim, and seven "immediate objectives", that is to say the objectives which the project is expected to achieve by itself. These are:

- (i) to collect material, to edit, update and eventually reproduce both written and audio-visual training aids;
- (ii) to assist in the transformation of radio broadcasting in Africa through the use of formative research, systematic evaluation and the production of programmes which in style and content are more relevant to development;
- (iii) to train trainers, producers and others involved in development work such as extension workers, programmers and formative researchers, who will assume full responsibility for preparing future manpower needs;
- (iv) according to a schedule of priority regions and priority tasks, to organize, conduct and evaluate both pre-service and in-service courses at basic and advanced levels, for creative management;
- (v) to experiment with methods of utilizing radio for rural technology, experiment and provide published test reports on low-cost, portable, simplified and newer techniques, provide supplementary, portable and experimental media equipment;
- (vi) to evaluate the training programme with a view to gauging the efficiency of this project, as well as to assist in the strengthening of national institutions which will eventually assume prime responsibility for training manpower; and
- (vii) research - formative and summative - will be closely integrated in order to evaluate the efficiency of this project, to ensure the relevance to country needs, to determine future phasing of sub-regional and media needs and to provide background data for the eventual continuation of country and regional level manpower training using resources on the continent.

5. Only (ii) and (iii) are objectives in the true sense, and even (ii) is rather more of a long-term aim, since it must be admitted that the project cannot on its own go very far in assisting the "transformation of radio broadcasting in Africa". All the other "immediate objectives" are methods of achieving objectives (ii) and (iii), not objectives in themselves. They would best be classified as "activities" of the project.

6. The project document, in the Inspector's view, would have been more accurately drafted if only one "immediate objective" had been stated, perhaps in the following terms (which draw on the wording used for the long-term objective):

The training of radio personnel at all levels (training, planning, management, production, programming, information and evaluation) and of others involved in development work such as extension workers, programmers and researchers, so as to prepare them to manage and operate radio broadcasting systems giving emphasis to the production of programmes which are in tune with the social, economic and cultural developmental goals of their respective countries, especially for the rural areas.

7. Even this definition of the immediate objective would still be deficient in two important respects: the number of radio personnel to be trained would not have been defined (tens? scores? hundreds?) and no time limit would have been explicitly stated though, admittedly, all parties envisaged a three-year period. The Inspector draws attention, in this connection, to the discussion of project planning and design in Chapter II, paragraphs 35-47, of JIU report JIU/REP/79/16, on the Technical Co-operation Activities of the United Nations System in Sri Lanka (some 11 UNESCO projects were included in this survey). In this connection, the donors, very understandably, have stressed the importance of evaluation on a number of occasions; evaluation, if it is not to be unduly impressionistic and even subjective, depends largely upon the establishment of measurable, time-limited objectives from the outset.

8. Section II - Background and justification explains clearly the genesis of the project; however, the Inspector feels impelled to say that the first two paragraphs, which are entirely "UNESCO centred", might have been better omitted.

9. The major criticism which the Inspector wishes to make about this section is that the words "African governments" nowhere appear in it. The section makes it all too clear that the project was to be applied to African countries from outside, not of course without their consent but certainly without their being involved in the most creative stages of the planning. The project document was in fact agreed between UNESCO and the donors alone (this is clear from the very title chosen for the project), and the Inspector has seen no evidence to suggest that the governments most closely concerned were properly consulted. Yet a suitable intergovernmental forum in the United Nations system was at hand, in the Eastern and Southern African MULPOC whose headquarters is in Lusaka. Or the meeting of Permanent Secretaries, which only took place after the approval of the project document, could have been called in the initial stages. The Inspector believes that if the beneficiary governments had been consulted and associated with the planning of the project at an early stage, some of the snags that later arose would have been avoided. For example, assumptions were made about the existing level of communications expertise in the beneficiary countries, which later proved to be much too optimistic. This optimism would have been revealed in the early discussions. The question of the importance to be assigned to research could also have been thrashed out and a clear understanding arrived at. A discussion of the time-frame would have revealed that over-optimistic assumptions had been made in this respect also. In addition, the beneficiary governments would have been enabled to relate this project to their individual development plans. Above all, the Inspector believes that such an intergovernmental discussion would have made it possible to write measurable targets into the "immediate objective" (see paragraph 6 above) in the form of a round number of people to be trained in phase I, and the time limit within which this would be done.

10. It is only fair to add that the omission to consult the governments most closely concerned occurs in many sub-regional and regional projects, not only in one executing agency and not only in Africa.

Section III - Institutional framework

11. The Inspector makes one comment in passing. It would have been useful if, in the last paragraph, reference had also been made to the desirability of maintaining liaison with the Economic Commission for Africa, especially in the context of the United Nations Transport and Communications Decade for Africa, to which the project in question is related. Suitable liaison has in fact been maintained with ECA and the project has not suffered in this respect.

Section IV - Outputs

12. Six outputs are listed. Most of these are sufficiently well articulated, but most are not measurable.

13. Output 1 Development of professional attitudes and working methods towards more interactive relations and more imaginative ways of engaging field personnel in communication, development problems and achievements. One might make the comment that it is difficult to measure attitudes and working methods, so that it would not be easy to ascertain, in the short run, how far this particular output had been attained.

14. Output 2 Development of a corps of African communication trainers who, within their own training and broadcasting organizations, can continue the programme for preparing future communication manpower. This output corresponds to part of the restated "immediate objective" in paragraph 6. This too is not measurable because no specific training targets had been set (see paragraph 7).

15. Output 3 Identification and quantification of training needs for country and for sub-region. This is linked to output 2. It is more of an activity (i.e. a means of obtaining an output) than an output. Training needs "for country" and "for sub-region" once identified (and they would assuredly be infinitely greater than this project could train), it would then be necessary to determine which of these and in what numbers the project would target for training.

16. Output 4 Systematization of in-country, sub-regional, regional and international training courses/workshops, tapping local facilities and expertise as much as possible. This seems to go beyond what was planned, i.e. a set of basically in-country and sub-regional training programmes. It also seems to be an activity, a method of achieving the desired output, rather than an output properly defined.

17. Output 5 Establishment of methods of evaluation to test course efficiency, overall output, relevance of the project and results within the radio organizations of the trainees; and

18. Output 6 Preparation and reproduction of written and audio-visual training materials for key course areas, taking existing material into account.

19. Outputs 5 and 6 are clearly stated.

Section V - Phasing

20. This section makes it clear that Phase I is to last for three years and is a first, sub-regional phase only, which is intended to lead to other phases covering other African sub-regions as well. This section is not strictly necessary, since its contents are repeated elsewhere, notably in section IX.

Section VI - Project activities

21. The activities of the project have been clearly articulated, but they should incorporate those activities which were classified as immediate objectives. Comments have already been offered, in paragraph 9 above, on the order in which the initial activities might more usefully have been pursued. The most logical would appear to be: (a) initial discussions between UNESCO and the donor governments on the outline of a project document; (b) initial discussions with African governments on the outline and development of the project document; (c) survey of training needs and elaboration of definitive final document incorporating number to be trained, time limit, detailed schedule of courses; (d) formal adoption of final document by donor and beneficiary governments and UNESCO; (e) start of training courses, thenceforward as envisaged in the project document.

Section VII - UNESCO inputs

22. These are well articulated.

Section VIII - Contribution of participating countries

23. This section could of course represent no more than an assumption until African governments had been consulted and had committed themselves to making their contributions.

Section IX - Future assistance

24. No comment.

Conclusion

25. Whilst the ideas and elements for the design of the project are to be found within the project document, the objectives have not been properly set forth and the sequence of events envisaged gave insufficient place to early consultation with the African governments. The project's immediate objective has been reformulated in paragraph 6 above. Current immediate objective (ii) would be incorporated in the long-term developmental objective.

26. Despite this, it seems clear from the Inspector's discussions with the African and Nordic governments and the executing agency, that certain basic, general though unquantified, ideas were understood all round. These are:

(a) that an effort should be made to improve the content and presentation of radio broadcasting in the countries concerned, so as to attune it better to the developmental aspirations of African governments - economic, social and cultural;

(b) that this effort should be directed in large part towards the rural population;

(c) that to achieve the above, radio personnel at all levels should be trained, with special emphasis on the training of trainers;

(d) that training in research would be an important element in course syllabi; and

(e) that any extension of the project after Phase I would depend on an evaluation of Phase I from various angles, for which research would be necessary.

III. PROJECT IMPLEMENTATION

27. It is now necessary to consider the extent to which these aims have been achieved, and how well the executing agency has carried out its responsibilities in managing the project.

The implementation of the project

(a) The training survey

28. Project operations began immediately after the planned date of commencement, 1 August 1979. By October, two consultants had been engaged to undertake the training survey of the six participating countries called for in the project document. The survey had the following objectives:

- (i) to ascertain and enumerate the training needs in radio broadcasting;
- (ii) to prepare training schemes and methods of training;
- (iii) to identify possible sites for training;
- (iv) to ensure the co-operation of radio decision-makers;
- (v) to produce a report, analysis and recommendations on each of the six countries concerned and a general report upon which the work plan of the project would be based; and
- (vi) to lay the groundwork for a meeting (the "First Seminar" in section VI of the project document) of Permanent Secretaries and Directors of Broadcasting which would approve the initial work plan for the first half of Phase I of the project.

29. One important objective foreseen in the project document, "to work out preliminary information for preparing an evaluation research design", was omitted from the survey. This objective was not addressed until eighteen months later. No good reason for this delay has been put forward. Despite the doubtless pressing need to focus attention on other aspects of the survey, an additional consultant could, if necessary, have been engaged to address this particular issue simultaneously.

(b) The "First Seminar"

30. Between December 1979 and March 1980, the two consultants completed the training survey. Their six reports (one on each participating country) constituted the main working documents for the First Seminar meeting, the purpose of which was to enable the Permanent Secretaries and Directors, jointly with the project staff, to prepare a detailed work plan, indicating the type of courses to be organized, their venue and details of participation. This meeting took place in March-April 1980. This aspect of the project's activities was successfully completed in good time, though it was not possible to "consolidate the methods for evaluation" as envisaged in the project document as this matter had not been covered in the survey.

31. This meeting provided the first opportunity for the African authorities to discuss the project in a joint gathering. It took place as scheduled; but it was not scheduled to take place until almost nine months after the project was launched.

(c) In-country and sub-regional courses

(i) General

32. The first work plan set a target of 41 courses (31 in-country and 10 sub-regional) for the period of 14 months between 1 May 1980 and 30 June 1981, representing roughly half the time-span of the project. A number of these courses were later re-grouped into sub-regional courses. The first course began on 5 May 1980: at it, 10 participants from the Voice of Kenya received training in radio news presentation. Thirty-two of the 41 courses were completed by the end of May 1981, and five more were due to be completed by the end of July 1981. The sudden illness of a consultant caused some postponements and in September 1981, when the second meeting of Permanent Secretaries took place, the Regional Adviser for Communication was still able to report the completion of only 32 courses to date. A revised work plan was then worked out for a time-span extended by 12 months to 31 December 1983, envisaging 18 more courses, seminars and workshops for the period to the end of the project in December 1983, including courses to be given in training units within individual broadcasting organizations. By the end of December 1983, a total of 45 courses (including those carried out by sub-contract), seminars and workshops had been completed; 1,180 trainee-months of training had been provided, at a total direct cost of US\$ 644,272, say US\$ 546 direct cost per trainee per month. A few more courses are being given in the first few months of 1984, a final extension to 30 June 1984 having been agreed.

33. It thus proved possible, in the 44 months from May 1980 to December 1983, to give only a very few more courses (45) than the number (41) originally envisaged for the 14 months of the first half of the project. What were the reasons for this slow delivery?

34. In the first place, the plan was too ambitious. The organizers seem to have thought that it would be possible to give the same in-country course in the various participating countries without adapting it to the needs of the individual countries. But events showed that each in-country programme needed to be extensively adapted, in the light of the level of knowledge of the different trainees, as well as in the light of each country's own circumstances.

35. Second, the smooth development of the project was impeded by unforeseen developments such as the adherence of Zimbabwe and the illness of one of the consultants.

36. Third, the project was without a full-time Project Co-ordinator from its inception until March 1982, a period of two and a half years. The Regional Communications Officer worked tirelessly, combining the functions of a project co-ordinator with his other responsibilities, but whatever his contribution, it could not be expected to nullify the disadvantage of the absence of a full-time Project Co-ordinator for so long. The executing agency has explained that it proved difficult to find the right person, and indeed this can have been no easy task; but the Inspector considers that a greater effort could have been made to locate and interview candidates.

(ii) Subjects of the courses

37. Almost from the start of the project it was realized that the existing level of expertise amongst trainees was in many cases lower than had been assumed. It was, therefore, decided to initiate some basic training courses in, for example, announcing, news presentation, radio librarianship and technical radio operations. These courses were beneficial to the trainees concerned and to their respective broadcasting organizations, but they constituted a diversion from the main objective of the project. More detailed groundwork in the train-

ing survey might have obviated this. If the courses in announcing, news presentation and librarianship are deducted from the figures set forth in paragraph 32 above, the total of courses given has to be reduced by 18 (40 per cent) and the number of trainee-months by 161 (14 per cent); the direct costs of these courses came to US\$ 86,700 (13 per cent of the total). These figures provide some indication of the diversion of resources brought about by the need to provide basic radio training instead of more advanced programming and production training.

(d) Research

38. The original project document states, under this activity, that "the study of target audiences, their tastes, preferences, levels of comprehension, etc., will be an integral part of programme production training. It is intended that this application of formative research to radio programme development will become an accepted process by the participating broadcast organizations". But a consultant, with the task of making a survey of communication research training needs in the participating countries, was not engaged until February 1982, halfway through the time-span envisaged for Phase I. His report indicated that there was a serious lack of appreciation of the role of research in the broadcasting organizations. And it did not prove possible to find a research expert and start the full-scale introduction of research into the appropriate courses, until May 1982. As with the project co-ordinator, the Inspector considers that a greater effort could have been made to locate and interview candidates. Even when a research expert was engaged, he did not stay with the project. The short-fall in the amount of research training provided can also be accounted for in part by the need to divert time to the basic training of trainees on some courses.

(e) Sub-contracts

39. Two contracts were awarded, totalling US\$ 66,400. One to Mass Media Trust, Harare, Zimbabwe, for the organization of courses in: (a) Radio Programme Production; and (b) Radio Technical Operations (Studio Management). The value of this contract was US\$ 51,400. The other was awarded to the Ministry of Manpower Planning and Development, Harare, Zimbabwe in the amount of US\$ 15,000 which would, inter alia, be used to:

(a) organize, through the services of the Zimbabwe Institute of Mass Communications, a Radio Programme Production and Research Course;

(b) prepare detailed syllabi and work plans for the course; and

(c) prepare a cultural and socio-economic profile of any selected rural areas of the country and utilise it as an essential input into the teaching of the courses.

40. The types of services contracted for appear to be similar to those arranged, under consultants, for the development and presentation of other in-country and sub-regional courses under the project. They appear to be different, at any rate in part, from those envisaged as being sub-contracted under the project document, namely "research support services and media production services for experimental programmes and preparation of training materials" (Section VII, paragraph 2).

(f) Equipment

41. Equipment, both expendable and non-expendable, has been purchased for US\$ 129,830. The UNESCO office in Nairobi maintains a handwritten list of non-expendable equipment, but UNESCO Headquarters, which has the responsibility

for overall financial control of this equipment, has never provided its Nairobi office with a listing of such equipment for verification, until it was suggested to UNESCO that this be done.

42. Certain improvements in the way the handwritten list is maintained in Nairobi have been suggested and accepted by that office.

43. The Inspector was informed that some FM receiving sets provided by the donors to enable villages in the Homa Bay area to receive the FM broadcasts of the Homa Bay experimental station, were, in March 1984, about to be distributed. The doubtful future of the broadcasting station had, he was informed, made it inadvisable to distribute the sets sooner.

(g) Budget

44. The original budget, drawn up in 1979, called for planned project expenditure of US\$ 1,524,000. This total figure has been maintained through several budget revisions, but the distribution of planned expenditure has been considerably altered. A comparison of these budgets is presented below:

<u>Component</u>	<u>Original</u> <u>1 August 1979</u>	<u>Latest</u> <u>31 Dec. 1983</u>	<u>Increase/</u> <u>(Decrease)</u>
	US\$	US\$	US\$
Experts	368,000	215,000	(153,000)
Consultants	202,000	537,911	335,911
Administrative support	47,000	70,967	23,967
Travel	120,000	45,000	(75,000)
Sub-contracts	70,000	71,400	1,400
Training	470,000	276,249	(193,751)
Equipment	200,000	145,464*	(54,536)
Miscellaneous	47,500	162,509	115,009
	<hr/> 1,524,500 <hr/>	<hr/> 1,524,500 <hr/>	

The increase in administrative support costs is to a large extent accounted for by the rental and installation of the project office in Nairobi. Much of the decrease in training is accounted for by the increase in miscellaneous costs, which were used for training in substantial amounts. But it does not appear that the donor governments were kept fully in touch with all proposed modifications.

* The figures in this paragraph are estimates. This explains the apparent discrepancy between the figure of US\$ 145,464 for equipment and the figure of US\$ 129,830 given in paragraph 41 above. The second figure is of actual expenditure.

IV. GENERAL IMPRESSIONS OF THE PROJECT

45. At a budget total of US\$ 1.7 million over three years, as originally contemplated, the project is quite a large one. It is designed to benefit a group of seven countries in Eastern and Southern Africa, some quite large, some very small. The intention of the donors is that the project should serve as an experimental, pilot project, in the expectation that experience with it would justify its continuation and also its broadening to the benefit of other African countries.

46. As a result of his investigations, the Inspector has formed the impression that the project has been genuinely useful to the beneficiary countries. It has, to some extent, been beneficial in ways not originally envisaged. A good deal of basic training in broadcasting techniques has been given, in order to bring trainees from a number of countries to the point where they could fully absorb the instruction originally planned: over 10 per cent of the direct expenditure on courses appears to have been absorbed by different forms of basic training. For the rest, the Inspector was struck by the widespread enthusiasm with which the trainees whom he interviewed spoke of the instruction that they had received. It was clear that the courses have opened their minds to a wide range of ideas that they had not come across before, and that radio programming and production are already going ahead with better understanding of, and responsiveness to, the needs and wishes of grassroots audiences. Directors of broadcasting also spoke with much appreciation of what has been achieved. Such criticisms as were made consisted most often, on the part of the trainees, of a wish that the courses could have been longer, and on the part of the Directors of a wish that more emphasis could be given to the training of trainers. The first criticism seems to indicate that the trainees had been genuinely stimulated by the courses they attended; if one may judge from the expertise and personality of the lady consultant conducting the course in radio production which the Inspector briefly observed, this must indeed have been so. The comments of the Directors of Broadcasting no doubt reflect the acute shortage of trained radio staff of all sorts of African countries, which may in some cases have priority as a problem even over the need to improve and develop the programming and production: during one of the Inspector's conversations with a group of trainees, a member of the production staff was suddenly called away to read a news bulletin. Keeping the station on the air today is indeed more urgent even than arranging a programme for tomorrow, and much more urgent than improving the programmes for next week. This shortage of trained staff, though it may have been attenuated by now in some countries, would need to be taken into account in any continuation of the project.

47. This urgency of the day-to-day needs of the broadcasting organizations together with the severe shortage of resources may also help to explain another way in which the project has not entirely fulfilled the intentions of the donors. Not only has a substantial percentage of the effort on courses been diverted to basic training; even in the courses that have been given, the time and teaching devoted to research have fallen short of what was intended. This shortfall is to some degree the result of the failure to make a research needs survey soon enough and of the failure to find a research expert who would stay with the project. But from the findings of the research needs survey it seems likely that from the point of view of the African countries concerned, training in research (however desirable) has at present a lower priority than other forms of training. It would have been desirable to discuss this fully with the recipient governments at an early stage. The trainees have turned their research training to good account, especially those who are devising developmental programmes in the various developmental ministries. One trainee from one of the Ministries of Health, for instance, showed the Inspector a useful quiz that he had devised to stimulate audience write-ins about methods of hygiene. Students from the

broadcasting organizations, however, sometimes referred to the frustrations they were experiencing in getting their superiors to accept new ideas; there may be work to be done in helping the higher echelons in some broadcasting authorities, preoccupied as they are with immediate problems, to recognize the benefits that would flow from giving research an appropriately wide role in the work of their organizations, and from making staff available for research training.

48. It seems, therefore, that the design of the project was too optimistic in two important respects. Fuller and earlier consultation with the recipient governments would probably have revealed this, and should have led to a more realistic appraisal of the design.

49. Reference has also been made in the previous chapter to the difficulties and delays caused to the programme of courses by the very late appointment of a project co-ordinator and a research consultant. It must be recognized that counterpart contributions from the host governments were also sometimes lacking. Transport failed to appear on more than one occasion, and acceptable accommodation was also not always forthcoming. The absence of transport was a particularly regrettable handicap, since the practical side of the research element in the courses consists largely of audience research in country districts, for which transport is essential.

50. In African conditions (and not only in Africa), such failures are sometimes inevitable. With the best will in the world, the host authorities are not always in a position to carry out their undertakings. Much can, however, be done in this regard to keep down the "failure level". It is necessary for the project staff to review, and keep reminding, host governments of their obligations well in advance of the beginning of a project. It is also necessary for a responsible officer to go to the site of a forthcoming project several days in advance in order to inspect and verify all arrangements made by the host country and, if necessary, to seek and improvise solutions to any problems. The Inspector does not consider that this was always done.

51. Homa Bay: It is necessary now to consider the question of the Homa Bay Community Broadcasting Station. This is primarily an ECA project, having been financed with US\$ 72,000 of ECA's funds-in-trust from the Netherlands Government, US\$ 8,000 from the ECA regular programme, nearly US\$ 17,800 from the UNESCO regular programme and US\$ 36,880 from the Nordic-UNESCO project. This US\$ 36,880 represents 2 per cent of the total Nordic-UNESCO project budget, and about 27 per cent of the Homa Bay budget.

52. Homa Bay is a rural area on the shore of Lake Victoria, about 300 kilometres from Nairobi. With the agreement and co-operation of the Kenya authorities, ECA and UNESCO set up a small local FM broadcasting station there, to serve as a kind of laboratory for the development of low-cost broadcasting equipment and for the development of research-based development-oriented programmes as prototypes for the development of programmes elsewhere in Africa. These aims are clearly very closely connected with those of the Nordic-UNESCO project, and the project managers saw that mutual benefit to both projects could flow from co-ordination. The ECA funds were used for the design of the equipment of the Homa Bay station, UNESCO regular budget funds were used for consultants and training programme staff, and Nordic-UNESCO funds were used for transport for training, for the installation of the broadcasting equipment and for the procurement of 100 low-cost receiving sets for use in the villages within range of the station.

53. The station went on the air early in 1982 and has broadcast programmes regularly since then. Its future however is not clear, as it is understood that the Kenya Government's policy on rural communication is under review. As a result, the 100 low-cost receiving sets had still not been distributed when the Inspector was in Nairobi in March 1984; he was, however, informed that they were going to be distributed in the near future.

54. The Inspector feels bound to express some misgivings over what has taken place in relation to the Homa Bay project. A connection undoubtedly exists between the aims of the Homa Bay project and the Nordic-UNESCO project, in the sense that both are designed to improve the quality of rural broadcasting in Africa. Yet there are also differences between them. In the first place, the Homa Bay project laid considerable emphasis on broadcasting equipment. This element finds no place in the Nordic-UNESCO project document, where the only reference that is at all relevant is "to experiment and provide published test reports on low-cost, portable, simplified and newer techniques, provide supplementary, portable and experimental media equipment"; this refers in the main to portable recording equipment for use in the field, not to broadcasting equipment. In the second place, the place of training in the Homa Bay project is relatively small, whereas it is the chief concern of the Nordic-UNESCO project.

55. The Inspector notes, from documents placed at his disposal, that the project staff of the Nordic-UNESCO project undertook "an in-depth research survey of the cultural and socio-economic aspects of the station's reception area", which "underscored the centrality of basic research in formulating relevant radio programming, especially for rural areas. Moreover, the research survey also helped to point out the implications for training, especially if the radio programme producers of the new station were to produce programmes that were in keeping with the perceived and expressed communication needs of the people of the station's reception area...". All of these points were fundamental to the whole conception of the Nordic-UNESCO project, and the Inspector doubts whether it was necessary to spend US\$ 36,880 to confirm them. The experience of the project staff at Homa Bay was no doubt of use in developing the training and research courses given under the Nordic-UNESCO project, but an alternative pattern of spending, preferably on training additional trainers, would probably have brought greater benefit to the recipient governments and broadcasting authorities.

V. CONCLUSION

56. A number of criticisms of the design and execution of this project have been made in previous pages of this report. A good deal more could no doubt have been achieved. Nevertheless, the Inspector does not consider the project as a failure and as a total waste of resources. The shortcomings mentioned must not obscure what has been achieved. The project has been, and is being, of great benefit to the African countries concerned.

57. There are several reasons for this. Above all, the project responds to a genuinely felt need. African governments recognize that radio communications are bound to play a large part in the future development of their continent: since it has many scantily-populated areas, with a still unsatisfactory level of literacy, and is still under-endowed with other means of communication, radio offers much the most effective and least expensive channel for reaching the bulk of the population. Second, the project responded to African governments' increasing awareness that, as one official has said, in Africa all development is rural development, and that this makes it increasingly necessary to improve communication with the rural areas. Third, although they recognized the need to develop radio communications, African governments had felt obliged, in the existing scarcity of development resources, to allocate the funds at their disposal to matters of even more immediate urgency. The project, therefore, offered a valuable supplement to their development plans. Its contribution has been welcomed and appreciated, and the governments concerned have done their best to play their part in its execution, within their very limited resources.

58. The Inspector perceives two ancillary, but nevertheless important, benefits flowing from this project, with a bearing on the future administration and execution of developmental projects. First, the project has been largely decentralized from UNESCO headquarters to the field. Despite the shortcomings in implementation mentioned, there is sufficient evidence to support the view that projects of this size and operational complexity can be carried out by field personnel. Second, the degree of involvement of governmental institutions in the actual conduct of these courses (some carried out under sub-contract arrangements) augurs well for the concept of self-execution of projects.

59. As a result of nearly five years' work, African governments and broadcasting authorities now have a body of some hundreds of communications workers who have grasped the essentials of programme producing for rural areas in Africa. This has already resulted in an improvement in programmes. Many trainees said that their courses had stimulated their imaginations as well as improved their technical abilities, and that members of the public had written to commend the improved programmes which they had devised. Some of these communicators (more often those in the radio organizations than those who develop programmes in the developmental ministries) complained of frustration resulting from the reluctance of some of their superiors to admit new ideas, so there may be work to be done in this direction; but the fact remains that a group of communicators - of course far fewer than is required - is now producing programmes with greater awareness of the needs of their audiences, especially rural audiences.

60. All the African authorities with whom the Inspector discussed the project expressed the keenest hope that it would continue. The Director of Broadcasting in one country said that for him the training of trainers would be the most valuable element in any extension. The Inspector feels impelled to say that he cannot but sympathize with these hopes. Some good work has been done in an important field, and in the light of experience up to now it would be possible to do much more in the future, if the project were continued.

JOINT NORDIC-UNESCO COMMUNICATION PROJECT

Title: Communication Development in Africa
Phase I (Radio)

Cost: US\$ 1,524,500 (+ Agency Overhead 14%) = \$ 1,737,900

Start: 1 August 1979

Duration: Three years

I. OBJECTIVES

The overall development objective is to form a corps of African communicators at all levels (planning, management, production, programming, information, utilization, and evaluation) who can manage and operate communication systems geared more effectively and creatively to the social and economic development goals of their respective countries, especially in the rural areas.

While it will be necessary to devote some of the resources to the development of skills and techniques, the project's emphasis will be on the end product - communication which responds to the educational and social needs of the population.

Immediate Objectives

In the first phase, the project will focus on the medium of radio, stressing the following immediate goals:

1. To collect material, to edit, update, and eventually reproduce both written and audio-visual training aids;
2. To assist in the transformation of radio broadcasting in Africa through the use of formative research, systematic evaluation and the production of programmes which in style and content are more relevant to development;
3. To train trainers, producers and others involved in development work such as extension workers, programmers and formative researchers, who will assume full responsibility for preparing future manpower needs;
4. According to a schedule of priority regions and priority tasks, to organize, conduct, and evaluate both pre-service and in-service courses at basic and advanced levels, for creative management;
5. To experiment with methods of utilizing radio for rural technology, experiment and provide published test reports on low-cost, portable, simplified and newer techniques, provide supplementary, portable, and experimental media equipment;
6. To evaluate the training programme with a view to gauging the efficiency of this project as well as to assist in the strengthening of national institutions which will eventually assume prime responsibility for training manpower;
7. Research - formative and summative - will be closely integrated in order to evaluate the efficiency of this project, to ensure the relevance to country needs, to determine future phasing of sub-regions and media needs and to provide background data for the eventual continuation of country and regional level manpower training using resources on the continent.

In this project, prospective trainees include practitioners already in a media organization, prospective practitioners, and those outside of a media organization but who will use or may use radio in their development work. These include agricultural field officers, information officers of various ministries and development agencies, and other development field agents in health, social welfare, community development, and adult education.

This is not an institution building project, but foresees heavy reliance on and co-operation with existing media and training institutions, with a view to utilizing these resources and strengthening them for their future roles.

Nor does this project seek to establish formal organizations or associations, but it does envision the creation of a professional environment and, through the project, an interchange of professional experiences.

The project per se does not envisage the planning, development, or establishment of radio broadcasting infrastructure, but does anticipate seminar training at senior levels to prepare manpower that can assume planning and management responsibilities.

The specific training needs will vary from country to country and for the various media. Courses will be scheduled according to sub-regional priorities and specific communication needs within these sub-regions. In general they come under the following headings:

1. Integration of radio into development projects and orientation of radio to development goals, utilization of radio for development information that is interesting and useful;
2. Broadcast journalism skills: news gathering, reporting, writing, editing, news evaluation, exposure to low cost equipment and their technology, creative formulation of radio programmes and experimentation with new forms, basic skills in radio production, use of portable, field orientated radio equipment;
3. Methods of using formative research in radio programming, production, and operations;
4. Introduction to communication for the "non-professional";
5. Training techniques;
6. Management and communication planning.

II. BACKGROUND AND JUSTIFICATION

For more than a decade, the UNESCO programme has been providing assistance to training programmes in developing countries and to help establish national and regional training centres.

Communication training is also a key focus of the UNESCO International Commission for Communication.

Throughout the Development Decades, communication work in Africa has had to face difficult, constantly changing situations brought about by: long colonial histories, the sudden creation of new states and the drive to modernize on a poorly prepared economic and technical base. Because of this, technical assistance in recent years has often been insufficiently prepared for, concentrated on elitist systems in capital cities, or thinly spread on isolated pilot projects which have yet to be rooted in a continuing, indigenously based infrastructure.

Although there have been a number of national and regional training programmes in Africa, they have suffered from several drawbacks: course syllabi followed models used in industrialized countries; regional courses failed to respond to specific local needs and changing situations; courses were sporadic and isolated, with little sense of continuity; few efforts were made to develop a team of African communication trainers, thus prolonging an unnecessary dependence on external assistance and irrelevant curricula. For these reasons, communication training

remains today one of the most urgent communication needs on the continent and at the core of almost any further thrust in communication development.

This project seeks therefore to build upon the insights and experience of the last decade and to utilize the existing institutional framework to train communication manpower and eventually establish a corps of African communication trainers.

III. INSTITUTIONAL FRAMEWORK

The Project will be executed under the general guidance of the UNESCO Regional Communication Adviser who is based at the UNESCO Regional Office for Science and Technology in Africa, at Nairobi, Kenya. The UNESCO Headquarters Division of Development of Communication Systems will provide legal, administrative, and technical support.

The Regional Adviser will be assisted by two project staff members and ad hoc consultants.

Since this project does not envision any institution building nor any permanent training base, aside from the project field office, sub-regional and regional course work will be arranged with the various training centres already in operation, in-country courses will be arranged with the media organizations in the countries concerned.

To ensure that sufficient training equipment is always available, the project will provide for portable, supplementary equipment.

For senior level management and planning courses, arrangements will be made with selected national or international agencies in an appropriate host country outside the African region.

When possible and appropriate, liaison will be cultivated with the appropriate regional bodies, such as l'Union des Radiodiffusions et Télévisions Nationales d'Afrique (URTNA), the African Council on Communication Education (ACCE), and the Association of Rural Journalists in Africa (ARJORA).

IV. OUTPUTS

The enhancement of skills and the application of research to programme development and production will result in improved radio programming.

More specifically the outputs will include:

1. Development of professional attitudes and working methods towards more interactive relations and more imaginative ways of engaging field personnel in communicating development problems and achievements;

2. Development of a corps of African communication trainers who, within their own training and broadcast organizations, can continue the programme for preparing future communication manpower;
3. Identification and quantification of training needs per country and per sub-region;
4. Systematization of in-country, sub-regional, regional, and international training courses/workshops, tapping as much as possible local facilities and expertise;
5. Establishment of methods of evaluation to test course efficiency, overall output, relevance of the project and results within the radio organizations of the trainees;
6. Preparation and reproduction of written and audio-visual training materials for key course areas taking existing material into account.

V. PHASING

Initial Phase

For the first three years one sub-region will be covered and the project will concentrate on in-country and sub-regional courses for basic radio production and related skills.

Future Phases

Towards the beginning of the third year, the project staff will prepare recommendations for future phases to cover other sub-regions.

VI. PROJECT ACTIVITIES

The project will be organized according to the following general schedule of activities.

1. Training Survey

The Training Co-ordinator and the Research Expert will survey the countries of the sub-region concerned to (1) ascertain and quantify the training needs in radio; (2) to ensure co-operation of media decision makers; (3) to prepare for the first seminar for media decision makers; (4) to work out preliminary information for preparing an evaluation research design; (5) to identify feasible sites for training.

2. First Seminar

The first seminar will gather the key decision makers and media managers for a short workshop to discuss the overall project, define the areas of innovation, seek co-operation and assistance, prepare criteria and methods of recruitment, consolidate the methods for evaluation, agree on a schedule of courses, and prepare these participants for the later international seminar on communication planning and management.

3. In-Country Courses

For the first two years, the project will concentrate on in-country courses in the sub-region. Course outlines and materials will be prepared by the project staff assisted by specialized consultants in co-operation with national consultants.

There will be about seven national courses per year, each lasting about four weeks, for 20 to 30 trainees on basic and intermediate levels.

In each case there will be return missions by the trainers to examine progress made by trainees, to assess additional training needs and to reinforce skills acquired during the initial course. Emphasis will be placed upon identifying nationals who can continue the training activity either on a full-time or on-the-job basis.

The training materials compiled and reproduced for each course will be edited into a set of standard materials and reproduced for future courses.

Certain in-country courses will concentrate on new methods and experiments in radio production. These programmes will be dubbed and the experiments written for evaluation and improvement.

4. Sub-regional Courses

In the third year, the project will schedule a number of sub-regional courses to be held at suitable training centres. These courses will focus on advanced techniques and more sophisticated problems of using radio for development goals. One, possibly two sub-regional seminars, will be held with senior media personnel to evaluate the effectiveness of the courses.

5. Seminars for Senior Management and Study Visits

Special seminars in a suitable host country will be held for senior management in the areas of forward planning, development of communication infrastructure, management techniques.

6. Research

The study of target audiences, their tastes, preferences, levels of comprehension, etc., will be an integral part of programme production training. It is intended that this application of formative research to radio programme development will become an accepted process by the participating broadcasting organizations.

7. Project Evaluation

Evaluation will be built-in from the beginning to cover effectivity of the courses in terms of acquired skills and improved programmes, relevance of courses to media situations and needs.

Regular evaluation missions will be carried out. Reports will be prepared on a semi-annual basis with a terminal report for the three years of Phase I. This report will also contain recommendations for future phases.

8. Forward Planning for Future Phases

In the third year, the training co-ordinator, and as necessary, specialized consultants will undertake missions to other countries to ascertain and quantify training needs and identify priorities for the next phase. A tentative programme of courses, areas (grouped into sub-regions), and possible training sites will be prepared.

VII. DESCRIPTION OF UNESCO INPUTS

1. Assignment of International Staff

UNESCO will make available the services of the Regional Communication Adviser in Africa to act as overall executive responsible for the project.

A training co-ordinator will be recruited for a period of three years to survey needs, organize and implement the training programme under the direction of the Regional Adviser. He should be a senior broadcasting expert with at least ten years' experience in radio production, management, and training.

A research and evaluation expert will be recruited also for a three-year period to design, organize and implement all aspects of internal research and evaluation for the project, and to organize and implement the various research courses in the countries concerned. As necessary, he will sub-contract research and clerical services. He should have a post-graduate degree and at least five to seven years in active communication research.

The project will also provide 39 man/months for specialist consultant services.

A sum will cover administrative and secretarial services.

Since the project requires considerable travel within the region, funds will be provided for travel at an average of US\$ 5,000 per month.

2. Sub-contracts

Under this item the project will arrange for the required research support services and media production services for experimental programmes and preparation of training materials.

3. Training Fellowships and Course Costs

Funds will be provided for in-country courses costs (accommodation, per diem, honoraria for local consultants, use of facilities, local support and technical staff) as well as for sub-regional workshops and seminars. On the average, these will cost as follows:

	US \$
- in-country courses (for 10-20 participants)	10,000
- sub-regional workshops (15-20 participants)	25,000
- international seminars (12-15 participants)	40,000
- individual study visits (per month + travel)	1,500

While the schedule in the first year may be limited because of the lead time required to prepare these courses, the second and third years will be more heavily programmed.

4. Equipment

The project will provide equipment both for the field office (typewriters, calculator, copy machine) and for portable radio operations in each of the countries of the first two regions. These will usually comprise: portable tape recorders and cassettes, single side band radio, microphones, sound mixers, tapes and accessories.

5. Miscellaneous

Under this item, the project will cover operational expenses, project inspection visits, and reporting costs.

VIII. CONTRIBUTION OF PARTICIPATING COUNTRIES

Participating African Governments will provide media facilities, conference space, local transportation, support and technical staff during the conduct of courses provided by this project. In the longer term, Governments and their media organizations will be expected to carry out the major objectives of the projects, that is to support development broadcasting, particularly in rural areas. This will include maintaining staff who have been trained under the project and, so far as possible, providing the infrastructure and other means necessary for them to carry out their work.

IX. FUTURE ASSISTANCE

At the beginning of the third year, the project team, in consultation with the donor countries or their designated representative and UNESCO will prepare an assessment of the project so far and identify priority sub-regions and media for the second phase. A report on these priorities, proposed schedules, manpower and equipment requirements will be prepared by mid-year so that the project can continue into the second phase without any disruption.

JOINT NORDIC-UNESCO COMMUNICATION PROJECT
Regional Broadcasting Development in Africa (Phase I)

	TOTAL		<u>1979</u>		<u>1980</u>		<u>1981</u>		<u>1982</u>	
	m/m	\$	m/m	\$	m/m	\$	m/m	\$	m/m	\$
10. PERSONNEL										
- Experts (2)	(72)	368.000	(8)	50.400	(24)	109.000	(24)	124.000	(16)	84.600
- Consultants	(39)	202.000	(10)	47.000	(13)	66.000	(13)	71.600	(3)	17.400
- Admin. Services		47.000		7.500		15.500		16.000		8.000
- Travel		120.000		13.400		40.000		40.000		26.600
Component Total	(111)	737.000	(18)	118.300	(37)	230.500	(37)	251.600	(19)	136.600
20. SUB-CONTRACTS										
- Research/Evaluation		30.000		10.000		10.000		10.000		
- Media Production		40.000		10.000		20.000		10.000		
Component Total		70.000		20.000		30.000		20.000		
30. TRAINING										
- In-country		220.000		8.000		65.000		106.000		41.000
- Sub-regional		100.000		8.500		25.000		32.000		34.500
- International fellowships		150.000		10.000		60.000		65.000		15.000
Component Total		470.000		26.500		150.000		203.000		90.500
40. EQUIPMENT		200.000		150.000		40.000		10.000		
50. MISCELLANEOUS										
- Operations		30.000		10.000		10.000		10.000		
- Inspection Missions		15.000		-		6.000		9.000		
- Reporting		2.500		-		-		2.500		
Component Total		47.500		10.000		16.000		21.500		
Budget Total		1.524.500		324.800		466.500		506.100		227.100
Agency Overhead Costs (14%)		213.400		45.500		65.300		70.900		31.700
GRAND TOTAL		1.737.900		370.300		531.800		577.000		258.800