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**EVALUATION OF THE
COMMONWEALTH
MEDIA DEVELOPMENT FUND**

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Acronyms

| | |
|-------|--|
| BAFTA | British Academy of Film and TV Arts |
| CBA | Commonwealth Broadcasting Association |
| CHOGM | Commonwealth Heads of Government Meeting |
| CJA | Commonwealth Journalists Association |
| CMDf | Commonwealth Media Development Fund |
| CPAD | Communications and Public Affairs Division |
| CPU | Commonwealth Press Union |
| DFID | Department for International Development |
| GTASD | General and Technical Assistance Services Division |
| GIDD | Governance and Institutional Development Division |
| IPAD | Information and Public Affairs Division |
| MDGs | Millennium Development Goals |
| POC | Point of Contact |
| SPED | Strategic Planning and Evaluation Division |

Definitions

Media Training Programme: a series of courses aimed at teaching persons who are responsible for the collecting, writing and reporting on news items in the press or on television or radio or other media professionals such as managers, technicians and editors.

Media Development Programme: a series of initiatives that support the development of media policy, media regulations, media law, media training schools and universities as well as the training of practising journalists and other media professionals such as managers, technicians and editors.

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Acknowledgement is also made of the excellent co-operation received from the five other Secretariat staff who participated in this review, and the invaluable support of Ms Carmaline Bandara, who found the documents related to CMDF early years.

The evaluation was conducted by Ms Isla Paterson under the management of the Evaluation Section of the Strategic Planning and Evaluation Division (SPED) of the Secretariat. Staff in SPED provided professional oversight and coordination of the study, attending the meetings with the Secretariat staff in London, South Africa, DFID and the UK based Commonwealth media associations.

Executive Summary

Twenty-five years ago the Commonwealth leaders had the foresight to recognize the importance of media for development and to set up the Commonwealth Media Development Fund (CMDf). Initially established to foster exchange visits between Commonwealth media professionals, CMDf has matured into a reputable programme of initiatives aimed at strengthening the mass media: radio, television, newspapers and increasingly, the internet in Commonwealth developing countries. Over the past ten years, £1.9M has supported 281 projects with over 4,700 participants in a variety of short term courses, consultancies, conferences and media awards. CMDf provides its support mainly through the Commonwealth media associations: the Commonwealth Broadcasting Association (CBA), the Commonwealth Journalists Association (CJA) and the Commonwealth Press Union (CPU) and the Thomson Foundation. It is administered by the Secretariat's Communications and Public Affairs Division (CPAD).

In 2003, the crucial role of the media in development and democracy was re-affirmed in an Experts Group report, accepted by the CHOGM in Abuja where the media was described as "a vital pillar" in giving voice to the citizens of the Commonwealth, and in acting as a watchdog on the government and the corporate sector. In view of this important role, the commissioning of the CMDf evaluation by the Secretariat's Strategic Planning and Evaluation Division (SPED) is both timely and relevant.

The evaluation's two main objectives were to review CMDf goals and objectives to establish whether they are in line with the Secretariat's Strategic Plan; and to review CMDf operations and establish the effectiveness, efficiency, sustainability, relevance and impact of its activities.

From its inception until 1999 and perhaps even as late as 2003, CMDf had only one goal: to deliver a high quality, short term training programme for mid-career media professionals at a reasonable cost. The evaluation finds that CPAD has essentially achieved this goal.

However, neither CPAD nor the training institutions have any method to determine whether the skills and knowledge learned in the courses was actually applied and therefore from a development perspective the impact of CMDf is largely unknown. Nearly all the people who attended the courses rated them as excellent, leading one to conclude that there was personal benefit to the experience. Few CMDf initiatives however were planned to maximize the transference of the learned skills and knowledge, and therefore the impact of CMDf support on institutional or sectoral change is considered to be low, as is its sustainability.

Notably, the evaluation found several initiatives that CMDf supported which were highly innovative and likely produced significant institutional and sectoral changes. Unfortunately these were "atypical" in what is primarily a "one-off" programme of training activities and support to conferences and awards, where the impact is unknown.

The media has been an area that until recently, received little donor attention. As donors have begun to seriously examine the role of the media in development and democracy, they have come to the conclusion that while training is necessary, it is insufficient as a programme approach because it leaves unexamined the policy and regulatory framework which fundamentally determines how the media operates. There has been little recognition of this changed approach in CMDF programming, largely due to the low priority given to the development of the media in the Secretariat as a whole.

The evaluation found that there is recognition by CPAD, DFID and the Secretariat that a new approach to media development is necessary. Within this perspective for change, the evaluation has three major recommendations:

The first is that the Secretariat re-examine the adequacy and appropriateness of its entire media development programme (not just that of CMDF) given the identification of the media as a vital pillar of development and democracy.

Second, either: (a) equip CPAD with the capacity for more effective and efficient development programming so that CMDF governance and its project and financial management are brought into conformity with Secretariat standards for development cooperation; **or** (b) transfer CMDF from CPAD to one of the Secretariat's other development divisions where the development programme capacity, human resources and standards already exist.

Third, if for valid reasons (for example, other organizational priorities, lack of resources, insufficient interest by member states), media development remains a lower priority, it is suggested that CMDF become a highly targeted fund in support of an ongoing Secretariat programme. The possibilities could be any one of the following:

1. If a small states focus - located in Economic Affairs Division;
2. If follow-up to media issues from the Election Observer Missions is a priority - CMDF could be placed within the Political Affairs Division;
3. If policy and regulatory initiatives are important - located in the Legal and Constitutional Affairs Division;
4. For the development of media messages in health, education and gender to support the implementation of the MDGs, the CMDF could be located in Social and Transformation Programmes Division.

Of these four, the Secretariat's comparative advantage lies in options one to three.

If the Secretariat decides that provision of training through a training programme is the limit of its support to media development, then CMDF should be transferred to the Commonwealth Foundation where grant programmes with characteristics similar to those of CMDF are managed as part of its core business. This decision should be taken in consultation with DFID.

Chapter One: Introduction

1. Background

The mass media - radio, television, newspapers and increasingly the internet - are fundamental to democracy and as recent studies have shown, play a key role in reducing poverty and boosting economic development. Recognizing its significance a quarter of a century ago, the 1979 Commonwealth Heads of Government Meeting (CHOGM) created the Commonwealth Media Development Fund (CMDf). In 2003 the crucial role of the media was re-affirmed in an Experts Group Report, accepted by the CHOGM in Abuja, in which the media was described as a "vital pillar" in providing a voice for Commonwealth citizens and in acting as a watchdog on government and the corporate sector. Given this role and the requirements for higher professional standards within the media, the commission of an evaluation of the Secretariat's major support vehicle to the media is timely and relevant.

2. Brief description of CMDf

CMDf was launched at the CHOGM in Lusaka, Zambia in 1979. It was established out of a recognized need for a more impartial and independent media to support democracy and human rights, particularly in countries newly democratic or independent, by assisting in developing the capacity of local media and journalists to support democratic principles. Over the ensuing years, this initial objective was broadened and linked to the achievement of the Millennium Development Goals (MDGs), supported by all Commonwealth governments.

Though it was envisioned as a pan-Commonwealth fund supported financially by all member states, the main contributors to the CMDf have been the United Kingdom, Australia and India, with the UK, through DFID, being the largest single contributor providing 90% of the funding. India has been supporting a series of workshops implemented by the Commonwealth Secretariat's Communications and Public Affairs Division (CPAD), while Australia has supported CMDf projects in the Pacific.

CMDf does not offer scholarships or grants to individuals but provides support to specialized, non-governmental media agencies to undertake initiatives aimed at strengthening the broadcast and print media in Commonwealth developing countries. These organizations have mainly been the Commonwealth Broadcasting Association (CBA), the Commonwealth Press Union (CPU), the Commonwealth Journalists Association (CJA), the Thomson Foundation and ScriptNet.

In the past ten years, £1.9 million has supported 281 projects, with over 4,700 participants in all developing countries of the Commonwealth. Since its inception, CMDf has been managed and administered by the CPAD.

3. Purpose of the evaluation

The evaluation is to assess the performance levels and achievements of the CMDf funded activities, to identify lessons to be learned and to make recommendations to improve CMDf future performance.

4. Clients of the evaluation

This evaluation is being undertaken within the Strategic Planning and Evaluation Division (SPED) mandate to undertake periodic independent evaluations of the Secretariat's activities, aimed at contributing towards enhanced organizational performance; hence the primary client is the Secretariat management. However, as the evaluation focus is the CMDF, its administrator – CPAD, its principal funding source – DFID, and the participating organizations - CBA, CPU, CJA, ScripNet and the Thomson Foundation, are all equally important clients.

5. Objectives of the evaluation

The evaluation's objective is to review CMDF operations and establish the effectiveness, efficiency, sustainability, relevance and impact of its activities and identify the lessons to be learned. The study is to:

1. Review the goals and objectives of the CMDF, establishing whether they are in line with the strategic plan of the Commonwealth Secretariat.
2. Assess the effectiveness and impact CMDF projects have had on beneficiaries and how far these have been sustainable.
3. Determine the extent to which CMDF activities took into account cross cutting themes such as small states and gender equality.
4. Assess the cost effective uses of resources, administrative arrangements and management procedures used to administer CMDF grants.

In addition the report is to provide guidelines and procedures for monitoring and evaluating media orientated projects.

6. Scope and focus of the evaluation

The study covers the ten year period from 1994/95 to 2003/04 (CMDF project cycle April-March). Based on discussions with stakeholders, an analysis of the ten year portfolio, and a selected sample of the projects implemented, the review was mandated to provide conclusions and recommendations on two basic issues:

- ***Performance of projects*** - the extent to which the project's outputs and immediate objectives have been achieved; the soundness of the approach used in project implementation and the extent of stakeholder participation.
- ***Development impact of projects*** - the contribution of the projects to the stated development objectives of CMDF and the extent of their contribution to capacity building and institutional development.

7. Evaluation methodology and approach

The evaluation was conducted under the direction of Mr. Tyson Mason, Evaluation Officer of SPED Evaluation Section. A 10 day trip was made to the Secretariat's offices in June 2004 to meet with the relevant divisions and with DFID and the UK based implementing organizations; to review CPAD files; and to plan the field work. From late September to mid October 2004 field missions were carried out in Ghana and in South Africa to

interview participants, recipient organizations, and Commonwealth Points of Contact (POC) to discuss the CMDF.

A sample of 51 projects - 18% of all those approved - was selected for the impact assessment. These included all of the projects implemented in 2002/03 and in 2000/2001, and projects in Ghana and South Africa in relation to the field visits. The application and end-of-project report for each proposal was reviewed.

In addition, a 10 year database was created so that the portfolio of projects could be examined by year of implementation, cost, implementing organization, type of media, number of participants and consultants (M/F), and by region and target countries. The data for this came from CPAD annual list of projects. The database included only DFID funded projects as this was thought to typify CMDF work and therefore under-reports work in the Pacific Islands and in India. In addition, the projects were classified according to delivery type - training, consultancies, conferences and awards, and by their content focus - technical (related to skill development), developmental (related to the MDGs) and political (related to elections and parliamentary coverage).

Mr. Tyson Mason participated in the meetings with the Secretariat staff and the UK based implementers and in the field visit to South Africa. The evaluation methodology used is typical for Fund projects of this nature.

8. Summary of the report

The report begins with an assessment of the "fit" of CMDF within the Secretariat's strategic plans and programmes, followed by a detailed description of the Fund's ten years of operations. Subsequently, the impact of CMDF is assessed, including the extent to which it had dealt with cross cutting themes. This is followed by a review of CMDF selection methods, and its management and administration, before presenting the evaluation's findings, conclusions and recommendations.

Chapter Two: The Role of Media Development in the Commonwealth Secretariat's Strategy and Programmes

1. The role of the media in development and democracy

The crucial role of the media has recently been stated in the October 2003 Report of the Commonwealth Experts Group on Development and Democracy, titled *Making Democracy Work for Pro-Poor Development*. Presented to the CHOGM in Abuja, Nigeria in December 2003, this report considers the media to be one of the vital pillars in the achievement of democracy and development:

Civil Society is the third pillar of pro-poor development and democratization. Building the capacity of citizens' organizations and a free and well-informed media are critical for promoting citizen participation, holding government to account and empowering poor communities.¹ The media plays an important role in giving voice to citizens and in holding government and the private sector to account on their behalf... The media have a responsibility to set high professional standards and to encourage and reward responsible journalism.²

According to the report, a key role for the media is to promote the representation of disadvantaged groups, enhance tolerance, and strengthen the cohesion of diverse and multicultural societies.³ The report calls two groups to action: the media itself, to maintain appropriate standards of their own accountability and transparency;⁴ and member states to ensure freedom of information, speech and political association and to guarantee a free and independent media through their legal and political framework.⁵

2. The "fit" of media development initiatives in the Commonwealth Secretariat's strategy and programme framework

The Secretariat has a high potential to assist in the development of the Commonwealth media through its 2004/05-2007/08 Strategic Plan approved by the Board of Governors in May 2004. Fully nine of the Secretariat's sixteen approved programmes could potentially impact on various aspects of the media. The key word here is "high potential to assist", not actual plans of assistance because of the nature of the Secretariat's work which is to respond to member's requests within its prioritized work programme. Notably, only one of the Secretariat's 16 programmes mention the media: programme 16 titled *Secretariat Governance, Management and Communications* which states that one of its priorities and results is to ensure that the Commonwealth is more frequently and more positively mentioned in media outlets. Programme 16 essentially combines the work of the Secretariat's three support divisions - Strategic Planning and Evaluation, Corporate Services and Communications and Public Affairs. Within programme 16,

¹ The other pillars are the States, markets and the international community.

² *Making Democracy Work for Pro-Poor Development*, p. ix.

³ *Making Democracy Work for Pro-Poor Development*, p. xiii.

⁴ *Making Democracy Work for Pro-Poor Development*, p. 9.

⁵ *Making Democracy Work for Pro-Poor Development*, p.13.

CPAD's approved strategies and priorities are to develop and maintain effective and appropriate communications systems and a culture of information sharing across the Secretariat – suggesting it is an unlikely place to house a development programme.⁶ Table 1 shows the nine programmes where media development could potentially occur, with the possible subject matter focus shown in italics.

Table 1
The “fit” of a Media Development Programme
Within the Secretariat's Strategic Plan of 2004/05 -2007/08

| No. | Programme Name | Proposed Priorities and Results/Activities Related to the Media |
|-----|---|--|
| 1 | Good Offices for Peace | Enabling environment for increased ownership and respect for democratic institutions and culture, the rule of law and human rights improved in selected countries. |
| 2 | Democracy & Consensus Building | Democratic processes strengthened and key institutions strengthened, <i>including observation of the media during elections</i> |
| 3 | Rule of Law | Rule of law strengthened in selected countries, <i>including reform of the legal and institutional framework for the regulation of the media in line with international human rights obligations</i> |
| 4 | Human Rights | Member countries adopt and implement human rights standards <i>relating to freedom of the media and the rights of journalists to practice their profession responsibly without persecution</i> |
| 6 | Investment | Assistance to member countries to improve FDI and inward investment <i>related to the media industry</i> |
| 8 | Public Sector Development | Strengthen public sector institutions <i>related to media regulation and monitoring</i> |
| 9 | Small States | Attention to the concerns of small states <i>regarding their media industry</i> |
| 10 | Gender Equality and Equity | Mainstreaming gender <i>in the media policies, programmes and practices of members states</i> |
| 15 | Capacity Building & Institutional Development | Transfer of skills and knowledge to fill strategic gaps <i>in the public sector responsibilities for the media including training</i> |

⁶ Commonwealth Secretariat Strategic Plan: 2004/05-2007/08 Annex 1 Programme 16, p.34-35.

3. The existing Secretariat programme of action related to media development

With the central prominence given the media and adequate channels for assistance in the Secretariat Programme Framework, one would expect to find a vibrant programme in support of the media development⁷. Broadly speaking, evidence of a programme would be in two main categories: documents that would assist in programme design and development; and capacity building reports on training, consultancies, conferences, and research assignments. Examples of the types of documents dealing with the structural aspects of the industry and the role of the member states would likely be:

- A statistical report containing basic information about the press, radio, television and internet activity in the 54 member countries including insight into areas of specific concern to member states (a situational and needs analysis);
- A variety of discussion papers, research reports and experts group documents on thematic issues in the media such as diversity of ownership; freedom of expression and media independence; a survey of legislation, standing orders and regulations that prohibit the media performing its functions; balance in media coverage; sensationalism and what can be done to minimize it; marginalization, misrepresentation and exclusion of people and views from the media and how this might be addressed (programme strategies and options);
- An analysis of the issues of the media in small states;
- A summary of best practices in Commonwealth Countries related to the international framework of media regulation including broadcasting;

Examples of documents dealing with capacity building would be reports from CFTC and other divisional activities supported by the Secretariat's core budget and, of course, CMDF annual reports.

An extensive search for evidence of a media programme was made by the evaluator, with the assistance of SPED. Except as noted below, few of the expected documents were found. Many Commonwealth documents make reference to the media's central role as a main source of information for Commonwealth citizens, but they provide little information about the media beyond stating its importance.

There are some notable exceptions: importantly, all Commonwealth Election Observer Mission reports contain sections on the role of the media and an assessment of its coverage during the election. These reports are insightful as to the media conduct, and usually contain recommendations for follow up by the State and the Secretariat, often suggesting the involvement of the Commonwealth media groups.⁸ These reports however are limited to the media coverage of the electoral campaign: the last two months of a possible four or five year electoral period which, while important to the electoral process, do not address the issue of balanced political coverage that is expected in Commonwealth democracies from all media at all times.

⁷ The 2004/05 - 2007/08 Programme Structure is similar to the Secretariat's Programme Framework for the period of 2002/03 - 2003/04, therefore it is reasonable to assess past programmes against the new framework. The similarities of the past strategy to the new one are discussed in Document EC4/BG/(03/04)2 of the Meeting of the Board of Governors and its Executive Committee, May 2004 p. 27.

⁸ See for example *The Report of the Commonwealth Expert Team: Mozambique Local Elections*, 19

An extensive search of Commonwealth publications and queries related to divisional activities found only five items related to the media: an outdated experts report from 1980; a set of conference proceedings, not yet published; a consultant's end of assignment report related to independent media monitoring in the recent 2004 Malawi election; an expert's report concerning broadcasting legislation and regulation, prepared as a background issues brief for the October 2004 meeting of Law Ministers and Attorney Generals of Small Commonwealth States, and CMDF annual report to DFID listing the projects supported. Except for CMDF report, the other Secretariat documents are summarized in Annex A.

As for programming, of the over 500 activities conducted in 20 countries in 2002/03⁹ and supported by the £22M CFTC, only one assignment was related to the media. This was Media Assistance to the Elections Commissioner in Malawi, two years in advance of the 2004 elections, to update the Media Guidelines and to recruit and train 60 reporters in election reporting (PMAA117/PAD). The Elections Commissioner subsequently requested that the Commonwealth send an adviser to plan, set up and supervise a systematic media monitoring operation within the Electoral Commission from January to May 2004 to cover the two months campaign. (This report was one of the five media programme documents found and summarized in Annex A.)

One other project supported by CFTC related to government communications: the public relations and information side of government (often mistakenly associated with the profession of journalism). A communications expert was provided to the Sri Lanka Government Media Centre to assist in reviewing the Government's media operation and to propose a new structure that would play an important role in future government communications about the peace process and economic reform.

The only other Secretariat activity for FY 2002/03 related to media development was the 20 initiatives sponsored by CMDF for a total funding of £165,425. These included 15 three-to-five day training workshops attended by 284 media professionals; a consultancy to the Government of Ghana to develop a film policy; support for participants to attend the membership conferences of CBA and CJA; and the award of fellowships to two senior journalists to attend a one month course in the UK.

While one year of data may not be indicative of the Secretariat's programme activity, the lack of documentation that normally accompanies a substantive programme, suggests that Secretariat assistance in support of media development is not a high programming priority, notwithstanding its stated importance as a pillar of democracy and development.

4. Possible reasons for the low priority to media development

There are many possible reasons why this vital pillar has received little attention. First, an aspect of human rights conspicuously absent from Commonwealth Declarations is that of freedom of opinion and expression at it relates to the media, although

November 2003 p. 21. The media groups interviewed were unaware of these reports.
⁹ The latest available report.

Commonwealth States are signatories to many human rights declarations that refer to the media.¹⁰

Second, the Secretariat has other priorities, and its limited human and financial resources force it to be selective about the issues it addresses. These choices need to be respected, as the Secretariat's workplan is approved by its Board of Governors. The approved four year strategy for 2004/05 - 2007/08 makes no mention of media development nor has reference to any related results statements or performance indicators.

Third, there appears to be a limited demand from member states for media related services. This is likely for two reasons. Member states are not aware of the Secretariat's capacity and resources in media as they have not been advertised. In only one place in the 2002 Point of Contact (POC) Manual (the member guide for seeking Secretariat assistance) is the media mentioned - a one page information sheet on CMDF which presents confusing advice on how members should apply for media development support.¹¹ Secondly, the Secretariat has no document suggesting what kind of public policies might enhance media development, thereby alerting governments to the need to re-examine their media policy and regulatory framework, with Secretariat assistance if required.

Fourth, many member governments subscribe to the view that state ownership of the media is important and necessary to ensure that broadcasts of locally produced content in local languages is available. Opponents of public ownership argue that government control of the media can be used to manipulate people and distort the information supplied in the incumbent government's favour, and argue strongly in favour of private ownership. There are problems with both sides of the argument, especially for small states. The Commonwealth has not examined this issue of state media, and therefore member states with media primarily in public ownership do not seek Secretariat assistance. The extent of state owned media in the Commonwealth is not known, but it is thought to be low and decreasing.¹²

Fifth, CPAD (the Secretariat's professional media group) is very busy with its key role of raising public awareness of the Commonwealth, and of the Secretariat's programmes

¹⁰ The Commonwealth Parliamentary Association (CPA) in collaboration with the World Bank Institute held two study groups in 2002 and 2003 on Parliament and the Media. Their report listed six international covenants that protect the fundamental human rights related to the media that have been signed by several or all Commonwealth member states. These are: the UN Declaration of Human Rights (Article 19); the International Covenant on Civil and Political Rights (Article 19); the African Charter of Human and Peoples' Rights (Article 9); the American Convention on Human Rights (Article 13); and the European Convention on Human Rights (Article 10) Bouchet and Kariithi, *Parliament and the Media* (p. 31). The 2002 POC Manual contains the Commonwealth's main declarations. None of them refer to the media.

¹¹ From a POC perspective the procedures for accessing CMDF assistance are not clear. The manual states that requests for CMDF assistance should be made through the POC to GTASD (page 85); however, the description of the CMDF on the next page, suggests that CMDF funding support is awarded through CBA, CJA, CPU and the Thomson Foundation who submit project lists for CMDF support, suggesting that governments would need to find NGO sponsors to seek assistance, or that CMDF assistance is only for NGOs.

¹² The CMDF research found no data exclusively covering all Commonwealth countries. According to the World Bank's survey of 97 developing countries, on average African governments' control 61% of the top five daily newspapers and reach 85% of the audiences of the top five television stations. As well, two thirds of African countries have state monopolies in TV broadcasting. *The Right to Tell*, World Bank Institute Chapter 8 (Media Ownership and Prosperity).

and activities to undertake the type of programme design and planning and Secretariat co-ordination that a development programme for the media would entail.

Sixth, media development programming is considered to be the responsibility of civil society groups, so therefore the Secretariat as an intergovernmental body has a limited role to play. CMDF gives expression to this "limited role". This opinion is supported by the fact that media development programmes were found to be flourishing as initiatives of the civil society groups of the Commonwealth family, almost all supported to some degree by the Commonwealth Foundation. According to information available on web sites, eight Commonwealth professional and non-government organizations and associations work separately and often together in media related areas. Although they do not decide on the policies of the Commonwealth, they are actively working for a vigorous and professional Commonwealth media. These civil society organizations are listed below with a summary of their programmes found in Annex B.

The Commonwealth Broadcasting Association (CBA)
The Commonwealth Human Rights Initiative (CHRI)
The Commonwealth Journalists Association (CJA)
The Commonwealth Lawyers Association (CLA)
The Commonwealth Parliamentary Association (CPA)
The Commonwealth Press Union (CPU)
The Royal Commonwealth Society (RCS)

5. Summary of findings

1. According to the Report of the Commonwealth Expert Group on Development and Democracy, a free and well informed media is critical for promoting citizen participation and democracy, helping to build public consensus to bring about change and holding the government and the private sector to account. The Commonwealth as an inter-governmental body, supporting the desire of member states to achieve development and democracy, has a mandate and one might argue a strong imperative to include media development among its programmes.
2. There is no impediment to including programmes for media development among the Secretariat's four year approved strategy from 2004/05 - 2007/08.
3. Except for CMDF, media development programming is practically absent from the Secretariat's strategy and programming.
4. As the mandate of CPAD relates directly to public affairs, it is not considered the natural or appropriate division to manage a development programme.

Chapter Three: Description of CMDF

1. The beginnings of CMDF

CMDF was launched at the CHOGM in Lusaka in 1979. Initially, proposed by the Australian delegate, the aim was to establish a voluntary fund to support media exchange visits between the Commonwealth media, coordinated by the Secretariat, and the Commonwealth Foundation¹³. This was in the context of the 1979 debates in the United Nations, UNESCO and the Non-Aligned Movement on the new world information and communications structure to which, in the delegate's opinion, the Commonwealth could offer a unique intergovernmental viewpoint because of its membership from both developed and developing countries¹⁴. Australia recommended that the Commonwealth set up an expert group to examine the issue.

The nine person expert group¹⁵ submitted their report to the Secretary-General in August 1980, recommending that the Fund mandate be expanded beyond staff exchanges to include on-the-job training, consultancy services and specific projects in training, professional development and establishing links between the Commonwealth media through projects formulated by the Commonwealth's professional media organizations and its member states¹⁶. The Committee's report was presented at the 1981 CHOGM in Melbourne and agreement was reached to broaden the operations of the media exchange fund. The UK Government announced its first contribution to the Fund. The 1981 Secretary-General's Report commented on the success of nine exchange visits, one workshop and one attachment that had occurred in the previous two years, though it acknowledged that progress in working with the Commonwealth media organizations had "taken some time to build up steam" - implying that the details of how the Fund's enhanced mandate would operate had not been worked out¹⁷.

These are the only historical documents related to the CMDF establishment found in the Secretariat records; CPAD files are only retained for five years as a matter of Secretariat policy. However, there were a few documents found that suggest the following about CMDF evolution:

1. The name was changed from a Media Exchange Fund to CMDF in July 1983 when the Director of Information sent a letter to the Australian High Commission outlining the Fund's essential structure. The letter contained what could be called a 'project description document'. It included a statement of objectives, the description of the Secretariat's functions, the activities to be funded, how projects would be proposed and funded and the allocation among the types of activities. The 1983 letter from the CPAD Director to the Australian High Commission was

¹³ CHOGM Final Communiqué, Lusaka 1979, paragraph 68.

¹⁴ Communication and the Media in the Commonwealth. Memorandum by the Delegation of Australia. HGM (79) 21. page 381.

¹⁵ The members were a curious choice, more slanted towards communications than the media, and more suited to discuss the Fund's future than necessarily media issues. The representatives were: the four NGOs who are now the biggest recipients of CMDF: CPU, CBA, CJA and the Thomson Foundation; the Australian Ambassador to UNESCO (a donor representative); two government representatives - one from a Government Information Department and one from a state owned radio; and two private sector representatives - one from a news agency and the other a former editor-in-chief of a daily newspaper.

¹⁶ Report of the Commonwealth Committee on Communications and the Media HGM (81)16 September 15, 1980 (Recommendations 4 and 9).

¹⁷ Report of the Commonwealth Secretary-General, 1981 page 79.

the only governance type of document found in the file review. For purposes of the evaluation, a governance document is: **one** document agreed to by all financial supporters of a programme that outlines: the programme's goals, objectives, eligible activities, expected results (outcomes and impacts), its performance measurement framework, including the indicators used for reporting results; the description of the Secretariat's management, administrative and reporting functions; in the case of a responsive fund, eligibility and selection criteria, how proposals will be submitted and evaluated, monitoring and evaluation procedures; and, the process by which the Governing document is updated and revised.

2. CMDF objectives in 1983 and up to January 1999 were strictly related to carrying out training and were not in any way connected to a needs statement or a broader goal statement. The CMDF goal statement in 1987 was simple and straightforward: CMDF is a fund offering support for the training of staff in newspapers, broadcasting service, news agencies and public information services in Commonwealth developing countries.¹⁸
3. It is not clear whether the Commonwealth Foundation was ever involved with the CMDF and if so, when this may have ceased. Currently it is not involved even though it provides funding support to six of the recipient organizations.

The 1999 change in CMDF programme goals was likely the direct result of the major rethink of the Commonwealth's role in the 21st century that occurred in the late 1990s. Despite recent historical descriptions of CMDF for at least 20 of its 25 years it operated basically as a Fund for short term training. Even when CMDF's goals and objectives were changed in the May 2004 Strategy Paper, there was little that changed in the submissions in 2004/05 from those of other years, though the approval and financing of proposals was undertaken more efficiently.

2. The ten year history of support¹⁹

Over the ten years from 1 April 1993 to 31 March 2004 a total of 281 initiatives were supported at a cost of £1,903,304. For the first seven years until 2000 CMDF supported between 30 and 45 initiatives a year, however, this was reduced to 20 per year by 2003 as the level of funds provided remained basically the same. An estimated 4,724 Commonwealth citizens have benefited under the CMDF, with 320-390 benefiting per year over the last three years: 69% male and 31% female. A historical overview of CMDF activity is presented in Table 2.

¹⁸ There were only two promotional file brochures found in the file review: one issued in March 1987 and the other in January 1999. The latter is the first to mention that the fund is in any way connected to supporting an independent media, democracy and development. On January 17, 1996 the Director IPAD wrote to the Australian High Commissioner attaching the 1987 leaflet, stating that since CMDF activities were well known there was no need for an update of the brochure.

¹⁹ This database is for DFID funding only. Although other donors contribute to CMDF, each donor's contributions is managed and reported separately and, due to the different currencies and the different fiscal years for contributions, no consolidated report of all donors is prepared.

Table 2
CMDF: Number and Costs of Projects Supported
& Participation Rates: 1994-2003

| Year | No. of Projects | Cost (£) | M | F | Total |
|--------------|-----------------|------------------|-------------|-------------|-------------|
| 1994 | 19 | 171,758 | 224 | 100 | 324 |
| 1995 | 28 | 172,396 | 371 | 153 | 524 |
| 1996 | 28 | 180,003 | 311 | 144 | 455 |
| 1997 | 44 | 223,931 | 441 | 200 | 641 |
| 1998 | 36 | 203,901 | 409 | 162 | 571 |
| 1999 | 31 | 198,710 | 399 | 198 | 597 |
| 2000 | 29 | 203,475 | 398 | 128 | 526 |
| 2001 | 26 | 190,136 | 245 | 135 | 380 |
| 2002 | 20 | 165,425 | 232 | 85 | 317 |
| 2003 | 20 | 193,555 | 244 | 145 | 389 |
| TOTAL | 281 | 1,903,290 | 3274 | 1450 | 4724 |

Source: CPAD CMDF files.

3. The regional distribution of CMDF support

Over the decade, approximately 50% of the funding and initiatives have been for the 19 Commonwealth African countries, with roughly 15% for the 13 Caribbean and 10 Pacific States combined. The 8 Asian countries have received close to 20% of the initiatives and 15% of overall funding and the Pan Commonwealth initiatives account for 13% of activities and 22% of funding. The regional distribution of CMDF is shown in Table 3.

Table 3
Regional Distribution of CMDF Support: 1994-2003
Number of Projects and Costs

| Region | No. of Projects | % of Total | Cost (£) | % Total Cost |
|------------------|-----------------|------------|------------------|--------------|
| Africa | 148 | 53.0 | 913,409 | 48 |
| Asia | 57 | 20.0 | 276,009 | 15 |
| Pacific | 21 | 7.0 | 156,957 | 8 |
| Caribbean | 19 | 7.0 | 131,314 | 7 |
| Pan Commonwealth | 36 | 13.0 | 425,613 | 22 |
| TOTAL | 281 | 100 | 1,903,302 | 100 |

Source: CPAD CMDF files.

CMDF is a responsive fund and therefore does not have a policy of planning its funding be allocated among regions or individual countries at the beginning of each fiscal year. According to the CMDF managers, there is a yearly attempt to “balance” the funding among the regions. Annex C shows the annual trends among the regions over the ten years. There are two notable trends. First, support for the Pacific States has been the most varied, from 0% to 22% of the annual allocation, due to the influence of the other main CMDF donor, Australia. For the years when Australia contributed, nearly all proposals in the Pacific region were presented first to Australia before submitted for support from the DFID grant. In July 2004, Australia ceased its support to CMDF thereby reducing CMDF resources by a further £18,000 (9%).

The second trend has been the dramatic increase in Pan Commonwealth support which has risen from 4% of total yearly allocation in 1999 to 51% in 2003. This is due to the greater financial support given to conferences and awards rather than to training.²⁰ There was no policy or programming reason found for this change.

Table 4
Awards and Conferences as a Percentage of Overall Annual Funding

| Year | Awards (£) | Conferences (£) | Total Awards & Conferences (£) | % of Annual Total |
|------|------------|-----------------|--------------------------------|-------------------|
| 1994 | 13,500 | 12,500 | 26,000 | 8 |
| 1995 | 20,000 | 0 | 20,000 | 11 |
| 1996 | 15,000 | 35,652 | 50,652 | 28 |
| 1997 | 25,500 | 375 | 25,875 | 12 |
| 1998 | 5,000 | 20,414 | 25,414 | 12 |
| 1999 | 13,500 | 7,516 | 21,016 | 11 |
| 2000 | 0 | 39,000 | 39,000 | 20 |
| 2001 | 0 | 13,581 | 13,581 | 7 |
| 2002 | 13,500 | 44,707 | 58,207 | 35 |
| 2003 | 20,000 | 68,521 | 88,521 | 46 |

Sources: Annual funding is taken from Table 2 with conferences and awards funding found in Annex D.

In Africa the most popular method of programme delivery has been through national events as regional courses/workshops account for only 27% of the total Africa funding. By contrast, over 70% of support to the Pacific and 62% for the Caribbean is delivered through regional courses, with Asia having only 6% of its funding through this mechanism.

The top five national recipients of CMDF support have been South Africa, Ghana, Bangladesh, Malawi and Pakistan.

4. Types of media supported

CMDF supports four types of media activities - those exclusively targeting the press, TV or radio, and those that have a mixed target (two or more of press, radio and TV). Table 5 shows the distribution among these media types over the decade.

²⁰ CPAD statistics are not broken down among training courses, consultancies, conferences and awards. This has been done by the evaluation for purposes of analysis.

Table 5
Distribution of Type of Media Supported: 1994-2003
Number and Cost of Projects

| Year | MIXED | | PRINT | | RADIO | | TV | |
|--------------|-----------|----------------|------------|----------------|-----------|----------------|-----------|----------------|
| | # | Cost | # | Cost | # | Cost | # | Cost |
| 1994 | 5 | 32,905 | 8 | 93,550 | 1 | 8,047 | 5 | 37,256 |
| 1995 | 9 | 71,382 | 9 | 42,188 | 6 | 38,285 | 4 | 20,540 |
| 1996 | 8 | 56,272 | 12 | 73,521 | 6 | 33,378 | 2 | 16,831 |
| 1997 | 8 | 41,782 | 20 | 99,560 | 9 | 46,782 | 7 | 35,805 |
| 1998 | 6 | 34,251 | 19 | 95,403 | 4 | 31,333 | 7 | 42,912 |
| 1999 | 3 | 23,190 | 15 | 97,117 | 4 | 18,638 | 9 | 59,763 |
| 2000 | 5 | 42,671 | 14 | 93,232 | 3 | 19,576 | 7 | 47,996 |
| 2001 | 12 | 80,563 | 6 | 59,829 | 1 | 8,000 | 7 | 41,744 |
| 2002 | 10 | 88,585 | 4 | 37,986 | 2 | 12,355 | 4 | 26,498 |
| 2003 | 10 | 113,968 | 7 | 60,409 | 1 | 5,629 | 2 | 13,549 |
| TOTAL | 76 | 585,569 | 114 | 752,796 | 37 | 222,025 | 54 | 342,896 |

Source: CPAD CMDF files.

Among all types of media, the citizens of the Commonwealth developing countries have the greatest access to radio, however this type of media has received the least support in the past three years: only 1-2 courses/year, overall 13%. The reasons for this appear to be: (i) the perception that the majority of radio stations provide primarily musical entertainment, rather than political or educational information and therefore do not warrant technical assistance from a development fund; (ii) radio courses require both studios and classrooms for training purposes which are not frequently available, so courses are not proposed; and (iii) according to CBA, they have been asked to provide courses in radio transmission maintenance and technical development but these have been discouraged by CMDF as they are not in line with the MDGs.

Support to print is the largest - 41% overall, with TV receiving 19%. Recently, the largest growth has been in the mixed category: from 5 proposals supported in 2000 to 10 in 2003, half of all proposals for the year. A study of these proposals shows that many are a combination of TV and radio, dealing with management issues (no equipment needed). Included as well are courses for reporters from all three media where the emphasis is on the content such as health reporting and HIV/AIDS and the technical skills of journalism: researching, interviewing and writing. Little attention appears to be given to presentation skills which vary considerably among the three media types. As well, this category is used as the "miscellaneous" one, where awards and conferences are listed.

5. The types of delivery channels

CMDF supports four types of initiatives: training courses, consultancies, support to conferences and support to awards to selected participants. In the past decade fully 82% (230 of the 281 initiatives) and 75% of the funding has been for short term training courses, making the central feature of CMDF a short term training fund. Roughly 6% of the initiatives and funding are for consultancies. The remaining 12% of the initiatives,

utilizing approximately 19% of the funding, are for awards and conferences. The distribution among the media types is shown in Table 6.

Table 6
Types of Initiatives Supported: 1994-2003
Number and Cost of Projects

| Type | Total No. | % Total Initiatives | Total Cost £ | % Total Cost |
|---------------|------------|---------------------|------------------|--------------|
| Training | 230 | 82 | 1,431,919 | 75 |
| Consultancies | 18 | 6 | 116,616 | 6 |
| Conferences | 20 | 7 | 242,269 | 13 |
| Awards | 13 | 5 | 112,500 | 6 |
| Total | 281 | 100 | 1,903,304 | 100 |

Source: CPAD CMDF files.

Training

Except for the one course given through the internet, all of the remaining 229 courses were given in member countries, with the trainer coming to the trainees. The smallest course was 2 days in length and the longest 10 (two consecutive weeks). The typical course length is 3 to 5 days as most participants are mid-career media professionals and cannot be away from their employment for longer periods. Close to 90% of training courses require only minimal equipment: a table, chairs and a presentation screen for PowerPoint; and are sometimes held at the British Council, or a sponsoring media house. Courses for TV, radio and the new media that require equipment - cameras, computers and editing equipment - are held in rented premises or the studios of the sponsoring organization that is responsible to provide the equipment.

The only non-traditional course was a three months distance education course for sub-editors offered by CPU through the internet, where registrants had interactive contact with a tutor based in the UK. CPU is the only CMDF service provider with interactive distance learning courses; however these courses are only available when the tutor is engaged. None of CMDF service providers offer self directed on-line training or the variety of tools, tip sheets, case studies, articles and on line courses which are available from other internet sites²¹.

Course content: All 230 courses were primarily focussed on technical issues related to improving basic journalistic skills: research, interviewing, writing and the related ethics, principles and journalistic standards involved in the subject matter (such as health or political reporting). To these basic skills were added the specialized skills and knowledge associated with the presentation (words, pictures, voice, web sites) and sometimes management. About three in 20 courses (15%) were focussed on development content including health reporting, HIV/AIDS, malaria, gender issues, environment and human rights; a further 19 specialized in political reporting, the coverage of elections, budgets and parliamentary activity (8%).

²¹ See www.poynter.org and www.journalism.org and other resources on linked web sites.

Types of participants: Except for gender disaggregated data compiled by CPAD, neither CMDf nor the service providers have cumulative information on the trainees who takes their courses. Generally trainees are working professionals, not media students without work experience, coming from the ranks of senior editors and producers, technical personnel (engineers, camera operators, and maintenance personnel) and junior, intermediate and senior level reporters and managers. Seldom are course participants media academics or continuing education trainers from developing countries. Occasionally, attendees will be from Ministries of Information, the Public Affairs Departments of a line Ministry like Health or from a NGO.

As well, neither CMDf nor the service providers have cumulative information on whether the local organization requesting or sponsoring the training is a private, state owned or a publicly funded media house, making it impossible to determine what amount of CMDf support has been provided to either the public or the private sector. From the 281 course titles however, only one could be clearly identified as support to Government. This was a consultancy on the elements for a film policy for the Government of Ghana. Such an initiative could also have been funded by CFTC as could the training of all media professionals from state owned and public funded media outlets.

Access to courses: CPAD has virtually no information on how the participants are selected. Two service providers, CPU and CBA, have a policy that when allocating places on training courses, priority is given to applicants working full time for media houses or agencies who are members of their organization. Interested applicants not from membership groups can apply, if they know about the course and are allocated places. Only one service provider posts a schedule of upcoming courses on a web site: CBA. For distance learning courses, CPU requires that the employee's editor sign the application form, agreeing to support the request and to monitor his/her progress during the 16 week course. It is unlikely other service providers use similar forms given the frequency whereby trainers report the absence of trainees due to work pressures. CJA has a similar type of allocation policy, although its membership categories are individual journalists or members of CJA affiliated groups in member states. Only the Thomson Foundation and ScripNet offer everyone equal access to their courses assuming applicants meet the technical eligibility criteria. Beginning in 2004, CMDf instituted a policy that all participants must be from the Commonwealth countries. The service providers should have no problem complying with this policy.

Trainers/consultants: Over the past decade, a total of 366 consultants and trainers were engaged by the service providers: 290 men (79%) and 76 women (21%). CMDf does not track information on the country of origin of the trainer, but from the 51 reports studied for the impact analysis, only one was sourced outside the UK - from Ghana. Most assignments are conducted by one person except in the case of the Thomson Foundation, who almost always provide two for quality purposes and individual attention. Other resources persons have attended events on occasion, these being academics with specialized knowledge (such as professors in media self regulation or local experts - election commissioners or UNDP/WHO HIV/AIDS officers). On occasion, UK based staff of the service providers have attended the sessions or conferences with their travel and accommodation, but not their daily fees, paid by CMDf.

Consultancies

Eighteen of the 281 initiatives (6% of the total) have been for consultancies. Primarily for TV and radio, they have typically been for one week in length with the consultant acting as an in-house coach, trainer, a management advisor and occasionally, a technical repairman. All of the consultancies but one (the skills audit survey done in South Africa) was dedicated to one organization. In 1997 there was one attachment of a UK undergraduate student to Radio Tanzania.

According to training organisations, for the last four years consulting assignments appear to have been discouraged by CMDF because they are exclusively to one client and appear to favour one media house over another. Only 3 consulting assignments have been funded in the last four years (including the audit).

Awards

This category includes the annual grant to the One World Fellowships Scheme which brings senior broadcast professionals from Commonwealth developing countries to the UK for a 2 ½ week tour with senior counterparts in the UK broadcast media. Another area of support is for fellows to attend a one month course in Advanced Journalism in the UK, through the Thomson Foundation at its training facility in Wales. In all, 13 grants were awarded for a total of £112,500. Each grant supports between 5 to 12 fellows. The 1999 CMDF brochure states that it does not offer scholarships or grants to individuals to pursue courses of study or for travel, and while CMDF technically does not make individual grants, the fellowships funded are in essence individual types of study grants.

Conferences

Over the decade, support to 20 conferences has totalled £242,269. Sixteen of these were provided to the three Commonwealth media organizations - CJA, CPU and CBA to cover the travel and accommodation/meals and conference costs of the 8-15 participants at their general membership meetings. With DFID agreement, two grants were used to support journalists to attend CHOGM while the other two grants were to a New Media Conference in South Africa (2001) and a Conflict in the Commonwealth conference held in Belfast (2003), organized by CJA. The 1999 CMDF brochure does not state that conferences are eligible for funding.

6. CMDF implementers

Over the ten years CMDF has provided implementing grants to 14 organizations. All but one of these organizations SANEF - the South Africa National Editor's Forum - is based in the UK. The major recipients have been four media training organizations, three of whom are Commonwealth family organizations - the Commonwealth Press Union (CPU), the Commonwealth Broadcasting Association (CBA), and the Commonwealth Journalists Association (CJA). The fourth is the Thomson Foundation, a media training institution set up in 1963 to improve media standards around the world. Recipients since 1983, these four groups have received 90% of CMDF funds and are routinely invited by CMDF to submit proposals each year.

Only two new organisations have received funding since 2000 - ScriptNet in 2001 and SANEF in 2002. Since its entry, ScriptNet has received 12 grants for the two countries it

works in, Ghana and Sri Lanka. After its initial grant SANEF was apparently not invited to re-apply. Other institutions receiving one time grants were - two universities (Wolfson College, University of Cambridge and Centre for Journalism Studies, University of Wales), the Royal Guild, the Royal Commonwealth Society, and Mentac. In 1994 there was one award given to an individual to complete a Master Degree in the UK. The grants provided to BAFTA include those for the Elizabeth R Broadcasting Fund for the One World Fellowship Programme. The Secretariat was responsible for managing the two grants for CHOGM. Table 7 shows the number of grants and the value of funding received by each of CMDF major service providers.

Table 7
CMDF Implementing Organizations: 1994-2003
Number of Grants and Value

| Implementing Organization | # | Value | % # | % £ |
|---------------------------------------|------------|------------------|------------|------------|
| Commonwealth Press Union | 82 | 532,269 | 29 | 27 |
| Commonwealth Broadcasting Association | 76 | 495,084 | 27 | 26 |
| The Thomson Foundation | 63 | 461,420 | 22 | 24 |
| Commonwealth Journalists' Association | 32 | 227,568 | 11 | 11 |
| ScriptNet | 12 | 73,533 | 4 | 3 |
| The British Academy of Film & TV Arts | 7 | 40,000 | 2 | 2 |
| Others | 9 | 73,417 | 3 | 3 |
| Total | 281 | 1,903,283 | 100 | 100 |

Source: CPAD CMDF files.

7. CMDF administrators/managers

Since its inception, CMDF has been an extra budgetary Fund managed by the Secretariat's Information and Public Affairs Division (IPAD), since 2001 called the Communications and Public Affairs Division (CPAD). The Fund was the responsibility of the Director until 1994, when the two major donors, Australia and UK, were considering suspending contributions because of accounting and reporting problems. To address this, an Executive Officer was assigned the responsibilities for handling the financial and administrative aspects in 1994, with the Director retaining responsibility for decisions, including submitting proposals to donors and managing relations with donors and fund recipients. There has been continuity of this office holder for the past ten years there have been three changes in the IPAD/CPAD Director over the same period. In mid-2003, the Director assigned what would be considered programme management responsibility to an Assistant Public Affairs Officer in the Division, with the Executive Officer handling the financial matters only. Approximately one person/year is spent on CMDF, including as executing agency for India's contribution.

8. CMDF donors

One of the Secretariat's functions was to seek additional support for CMDF to give it continuity and make it more broad based.²² From the available records it was impossible to reconstruct a total of CMDF revenues from inception. The reasons are: (i) a complete set of the early files have either been destroyed or are in archives and were not easily

²² Statement of CMDF Objectives and Functions of the Secretariat: letter from the Director of Information to the Australian High Commissioner in London, 6 July 1983.

examined in the time available; (ii) CMDF has not been managed as a pooled fund of contributions as each donor's contribution was managed and reported on separately; (iii) The periodic financial reports for a donor's contributions and expenditure were not based on a standard financial year - some have used the fiscal year of the Secretariat (July to June), others that of DFID (April to March) and others a calendar year (January to December).

Funding at inception was £50,000, increasing to £100,000 within five years by 1985/86. Eight years later, by 1993/94, CMDF annual funding had reached £212,000.

Australian support: Australia provided grants of A\$75,000 annually from 1980/81 until 1993/94 when its funding stopped due to budget pressures and in the light of poor reporting from CMDF. One year later, it renewed its support with A\$40,000 which remained the level of its annual contribution until July 2004 when it announced its funding to CMDF would cease and the equivalent level of funding added to the CFTC contribution. From inception, the Australian grant was for Pan Commonwealth support with an emphasis on Pacific Island countries.

UK support: UK funding through ODA began with £25,000 in 1980/81 and increased to £50,000 two years later. In March 1986, ODA increased its annual contribution to £100,000, the additional funds available when ODA withdrew from UNESCO. The additional funding was conditional on an annual review, a refinement of operational criteria with more specific targeting of groups and themes and the implementation of a monitoring and evaluation plan. From the files, it is not clear if these conditions were satisfactorily met. Over the next seven years, the UK grant was gradually increased to £180,000 by 1993/94. It remained at this amount until 1997/98, when it was increased to £200,000, its current level.

ODA suggestions for "target refinements" included programmes supporting the media in non-formal education, women in the media, aid for the media in LDCs, the rehabilitation of the media in Uganda, and the funding of study fellowships for courses offered by UK institutions.

Fundraising efforts: In 1997, faced with increasing requests for support and declining revenues, the Secretary General launched a fundraising appeal for voluntary contributions to CMDF at the Edinburgh CHOGM, and followed this with a direct appeal letter. Four governments responded with commitments of annual support: Gambia US \$1,000, New Zealand NZ \$20,000, Mauritius £3,000 and India US \$30,000. The Secretary-General acknowledged these pledges but progress reports and follow-up requests for the continuation of the commitment to the next year were not found on the files of either IPAD or the Secretariat's Finance Department. Consequently, these annual pledges became a once-only contribution of support.

The Indian contribution was made in non convertible Rupees equivalent to the amount pledged in US dollars and conditional on the technical assistance/attachment training being provided by the Indian Institute of Mass Communication. The Director/IPAD visited the Institute and decided that as it had sub-standard implementing capability the CMDF would not programme the funds. In 2001 the new CPAD Director re-negotiated with the High Commission of India an appropriate use of the funds. For activities related to this contribution the Secretariat is the implementing agency responsible for the organization

of the events including nomination and/or selection of participants, trainers and design and approval of the curriculum (notwithstanding the 1999 CMDF brochure statement that the Secretariat does not organize training events).

Files show that as a result of the Secretary-General's 1997 fundraising appeal, Malta and Canada expressed an interest in learning more about CMDF. Both were sent the 1987 brochure and a list of the projects recently funded. The evaluator is familiar with the Canadian CIDA programme criteria and considers that a training fund with no strategic goal or programme framework would not have interested CIDA.

Chapter Four: CMDF Impact

1. The methodology used to assess impact

The evaluation TOR required an assessment be made of the impact of CMDF projects. This assessment was done by interviewing CPAD staff, 8 representatives from CMDF service providers and 25 trainees. As well, 51 end-of-project reports were reviewed, 47 were for projects completed in the last five years, 40% of all projects completed in this period. The reports were on the South African and Ghanaian courses and the trainees were met on the field missions.

2. The definition of impact

According to the Secretariat's Project Management Manual "impact" concerns the effects that remain in place in the long term for the intended beneficiaries.¹ Consequently, this requires some measurement of the "before" and "after" status using performance indicators that are linked to the project goal.

From CMDF start up until the 2003/04 project cycle schedule was approved, CMDF did not require that any performance indicators be used. Consequently for this review an assumption was made that the purpose of any funded initiative was to bring about change. Accordingly, the evaluation looked for quantitative or qualitative evidence that change had indeed occurred; where projects had indicators these were used.

3. The projects with performance indicators

Performance indicators were found in 2 out of 19 reports (11%) in 2003/04. In both instances, the indicators were created after the fact (not submitted in the plan) and were entirely related to the event itself and not to the use made of the acquired skills and knowledge after the course - they were process indicators, not impact indicators. In fairness to the training organizations, CPAD instructions were being followed in which examples were given of acceptable performance indicators, such as: "attendance at training sessions"; "enthusiasm of participants"; or "specific skills imparted to participants". These are all event specific.² Given that 6 to 7 implementing organizations did not use indicators one could conclude that CMDF stakeholders do not understand development outcomes or impact. However, interviews revealed otherwise: they did understand outcome indicators but felt they were inappropriate when used to assess short term training courses. It would seem probable that CMDF initiatives were planned without reference to any context of expected organizational or systemic change and therefore it was difficult to develop appropriate outcome indicators.

4. Assessment of CMDF impact

None of the training organizations has any internal system for monitoring the impact of their initiatives. Their efforts to assess impact are limited to the end of course evaluation sheets, commonly called "happy sheets". Almost all the individuals completing these sheets state they had learned something and that the course was worthwhile. Although

¹ Commonwealth Secretariat Project Management Manual 2000, Section 7.4.5

² The 01 June 2004 letter to organizations approved for the receipt of funds.

not all reports had evaluation sheets (or a complete set of them), of those that did none recorded a view that the training event was a waste of time. However, one cannot conclude that after a successful learning event the learning has actually been applied in the work environment. Neither can one conclude that it wasn't. The best one can say is that eyes were opened, ideas discussed, attitudes changed and techniques practised. But one needs to go back after a period of time to prove that this has actually happened and the follow up, usually after three to six months, should include both course participants and their managers, or a sample of both.

The training organizations do not do this but each said that they could if this was included in the costing of the project. It is likely, however, that such follow up would show a typical bell curve distribution of effect: some participants would have applied the learning and others not – an inconclusive outcome. The application of learning is extremely random, unless the teaching curriculum has been adapted and customized to both the organizational and to the trainees needs at the outset.

The main finding is that the impact of CMDf is unknown.

Projects with positive impact

Notwithstanding the above finding, the review did find nine initiatives that have a high degree of probability to produce positive change following the end of CMDf funding. They are, however, considered atypical of the CMDf portfolio which consists of mainly traditional training courses for 15-20 participants, support for conferences and awards.

Project 1: DFID/03/08 (C): Sub-Editing Training in the Caribbean and the Pacific (CPU) [£10,314].

Reason for probable impact: This was a three month on-line course with 26 trainees enrolled from the Caribbean and the Pacific. CMDf funded the course development and the on-line tutor. The course had eight modules, each with a training objective related to skills and knowledge acquisition. Each module had assignments to be submitted for marking. The project report showed the grade marks for each module (evidence of skill learning). The trainee evaluations stated that their work skills had improved over the three month period. One person was promoted.

Skill learning is essentially a self activity. Although most CMDf teaching is done in a group setting, there is no such thing as "group learn". Just because the group all heard or saw the same thing at the same time does not mean that the participants "learned" that information or skill as and when it was presented. This course was the only one where individual skill learning could clearly be seen and measured. This was also the only on-line course funded, even though on-line training is a well advanced method frequently used by other media training groups.

Project 2: DFID/02/18 Module 1, Rounds 1 &2, Screenwriting [£13,500]; and Project 3: DFID/03/18 Directors and Producers

Workshops [£8,657]. Both of these projects were in Sri Lanka, executed by ScripNet.

Reasons for probable impact: Five films were produced by trainees in this series of training workshops, and shown to 800 people in Sri Lanka and at several international film festivals. Aiming to contribute towards conflict resolution, the films were made in the first ever collaboration of Tamil and Sinhalese media professionals. A national competition was announced for the first workshop (round 1) and of the 120 applicants, 40 were selected. Those wishing to qualify for the second round had to submit a short drama, from which 20 writers were chosen. The same qualifying process was used for the third workshop of 12 writers funded by the British Council. These twelve attended the Directors and Producers Workshop at which five scripts were selected for production.

These courses were atypical for CMDf as they were a series of progressive training events. Most CMDf courses are "one-offs". Refresher or follow on courses with the same attendees are rare. As well, the training was carried out in the context of the production of a script or a film, forcing the trainees to apply the skills learned. Most other broadcast products made by CMDf trainees were for training purposes only.

Projects 4 & 5: DFID/99/20 Management Skills at the Newsdesk [£3,237] and DFIF/00/18 - "Bite Without Teeth Marks" - Campaign Journalism [£4,145], both by CPU in South Africa.

Reasons for probable impact: These two courses were given in 1999 and 2000 to employees of one media house which owns 30 community papers. They were provided as supplementary courses to their in-house training programme, drawing on external professional resources not available in South Africa. The participants were senior managers and editors (decision makers) and therefore the changes promoted in the training were actually adopted. At least five of the community papers took on campaigns to improve water and garbage services, to support a vacation for seniors at the ocean, and to get air service to a growing town. These outcomes were only documented through the field interviews as the CMDf reports did not contain reference to these results.

Project 6: DFID/01/01 - Internet Broadcasting Course: New Media Initiative held in Brunei in November 2001 [£, 4500 - partial funding], implemented by CBA.

Reasons for probable impact: From the CMDf report the workshop was attended by 14 participants, 10 from one institution including the station manager, 2 senior producers, 2 senior editors, 2 IT engineers and 4 senior maintenance technicians - a complete working team. This was a critical element in the strong outcomes of this project. As CMDf courses of 15-20 participants generally have only 1 or 2 attendees from each media house and virtually no involvement of management, this workshop was in contrast to the general approach. While there can be a rich sharing of experience in a broadly represented group, this rarely leads to institutional change because of the absence of management involvement

or the lack of a critical mass of personnel trained in the new skills and knowledge. Of the 25 trainees interviewed most asserted that what they had learned could not be applied because of the absence of management support or that few of their colleagues understood what they had learned.

The tutor on Project 6 reported that each trainee had their own computer, with the necessary software, linked so that the training exercises were done by everyone simultaneously and viewed by the tutor. This was practically the only training course where the training equipment was adequate as most trainers reported sub-standard equipment and a sub-optimal trainee/equipment ratio.

This course was judged to have a high probability of a successful outcome because of the support from management and the appropriate environmental change (new technology learned by everyone involved in using it). In addition, a lecturer from the National Institute of Technology attended the course, indicating the possibility of a transfer of skills and knowledge to a local institution. From the 51 reports reviewed, only two other courses listed a participant from a national media training school.

Project 7: DFID/01/27 - National Skills and Training Audit - SANEF (The South African National Editor's Forum) [£15,609].

Reasons for probable impact: SANEF commissioned a research project to conduct a situational analysis of journalism reporting, writing and accuracy skills among South African reporters with between 2 and 5 years experience. This was the only project funded by CMDf through a non UK based institution. It required local knowledge and could only be carried out by a national body, representing all of the press; the three Commonwealth membership associations do not have such national bodies as their members.

The survey results were compiled and presented in a 90 page report in May 2002, published on the SANEF website and sent to all of the media houses and journalism training schools. Four months later, in September 2002, SANEF held a two day, national skills *Indaba* (retreat and brainstorming session) attended by 100 people. On the first day of the *Indaba*, the industry representatives and trainers met separately to discuss the recommended solutions that were relevant to their specific environments. This was followed by a dinner and socialising in the evening leading into the second day, when the two groups met jointly to discuss how the industry and the training institutions could raise the skills of South African journalism. Minutes were kept of all sessions and publicised on the SANEF website.

Although it is not SANEF role to implement the report's recommendations (it is essentially a professional lobby group), interviews with SANEF representatives and with senior media personnel in South Africa confirmed that the survey had an impact and that many of the *Indaba* recommendations are being implemented. The cost of the *Indaba* was covered by participants, not CMDf. This was the only project that attempted to address the training deficit in a systemic manner and to bridge the gap between the newspaper industry

requirements and the focus of national training schools. CMDF support was the equivalent of two short term training courses attended by 30 participants. The impact of this project is much greater than that suggests as there are 890 journalists employed in South Africa and five training schools.

Project 8 - DFID/99/07 Television Production Focusing on Rural Coverage, (CBA) [£13,746].

Reasons for Probable Impact: CMDF funded a consultant/trainer/coach to work for two weeks at each of three publicly owned TV stations: CGTV in Cameroon; GRTS in the Gambia and GTV in Ghana. In each of these sessions the trainer worked with the news production department in a combination of classroom and one-on-one sessions with the newsroom manager, the senior news producers and the camera operators. Most CMDF courses are given in traditional classroom settings. The trainer's report indicated that he did a rapid assessment of training needs, prioritized them with his client and provided assistance in technical areas, team work and production scheduling and, personnel management. Although the report was written like a personal diary (what I found, what I changed etc.), it gave examples of systematic changes that were introduced into the newsrooms affecting the reporting quality and personnel management in all three stations.

CMDF supports few consultancy assignments where training needs are addressed on site and responded to with practical, custom made training. For the cost of two typical short term training courses affecting 30 people, the efficiency and effectiveness of three national TV news desks was improved.

Project 9: DFID/00/27 - Community Radio Stations in South Africa: The Thomson Foundation [£5,241 - partial funding].

This was a consultancy similar to that provided to the TV stations, for one week each in four community radio stations. Similar results were reported, though the consultant worked with all the staff, including in once instance the Board members. The Thomson Foundation is the only service provider that works with community radio stations.

The other 43 projects were considered to have a low probability of demonstrating successful outcomes (a high degree of change) for the following reasons:

1. Documentation was inadequate to assess possible impact. One or more of the following were missing from the project plan or end-of-project report: a statement of course objectives, a course outline, a description of the skills or knowledge to be learned (a curriculum outline) and methods used to verify them, evaluation forms or a complete set of them, or a list of participants.
2. There was a problem in the course design or delivery e.g., the time was too short or the equipment insufficient, the participants did not have the minimum skills needed, there were insufficient translators, or the course was held during Ramadan and participants being tired could not complete the curriculum.

3. There was little, if any, contextual information provided to understand the extent of the problem or whether the training solution proposed addressed the problem adequately.
4. The reports did not mention the involvement of management or give any insight into how the work environment would accommodate the enhanced news skills or knowledge of the trained individuals.

The issue of development impact has nothing to do with the quality of the initiative or its costs. All of the CMDF initiatives reviewed were reported to be professionally executed with competent trainers/consultants. As well, service providers offer good quality training at reasonable costs. Impact has more to do with the design and selection of an initiative which has a high probability of producing **demonstrated** change at the organizational or sectoral level after CMDF support ends. While CMDF and the implementing organizations are not primarily responsible for producing outcomes (this is mainly the responsibility of the recipients) they can propose and select those initiatives which, from the outset, are considered to have a high probability of significant positive outcome. Relevant to this, the review suggests the following:

- training initiatives where individuals are presented with new skills and knowledge and the instructor can verify that they have been learned are preferred to those without the possibility of verification;
- the involvement of management in the training event or in support of the training and its intended outcomes is preferred to no management involvement;
- a critical mass of participants from the same organization favours a successful outcome rather than the training of only one person;
- initiatives where the training gaps are addressed in a systemic way with the involvement of the national training institutions have a higher degree of sustainability than ones where the training institutions are ignored.

5. The sustainability of CMDF impact

At the individual level Over 80% of CMDF initiatives have been short term training courses. If the skills and knowledge learned have been applied, then sustainable development has occurred. If these are not used what was learned has probably been lost. Sustainability at the personal level is further strengthened by the provision of reference material for self learning after the course ends including course manuals, CDs, reference articles, lists of web sites, lists of local resources, etc. Few reports indicated that training materials were provided and several evaluation feed-back forms cited the absence as a course weakness. In these situations sustainability cannot be determined.

There is nothing known about the sustainability or impact on the trainees or the conference attendees supported through the CMDF.

At the institutional level Less than 10 percent of CMDF initiatives have been deliberately planned for institutional impact in developing countries. Those that were so planned are likely to have some sustainable elements.

CMDF support has been critical to the institutional sustainability of three Commonwealth membership organizations: CJA, CBA and CPU have received nearly two-thirds of CMDF

funding. This support has helped them to hold general membership meetings and to provide services to their members through subsidized training programmes. The evaluation sought financial reports from all CMDF service providers but received only those from CPU. In 2001 and 2002 CMDF support amounted to 50 percent of the CPU training revenues.³ It is estimated that CMDF support provides between 50-85 percent of the training budget for the CBA and CJA. While a Commonwealth fund can support Commonwealth family organizations, these are not necessarily the only media organizations that can assist with media development - there are many other professional media groups and NGOs based in Commonwealth countries that can provide services to develop all aspects of the media, including training. Commonwealth Media Associations do, however, have the added advantage of supporting the Commonwealth and are able to organize regional and pan Commonwealth events easily because of their extensive membership base.

At the sectoral level Over the ten years only a handful of CMDF initiatives have addressed the media sector as a whole: the policy, legal and regulatory framework or the skills gap between industry needs and what national training institutions can provide. Sustainable sectoral impact therefore is considered to be negligible.

6. The contribution of CMDF to its stated development objectives

From its inception until January 1999 CMDF objectives were strictly related to support for training. Influenced by the Commonwealth re-think in the late nineties the aim of CMDF was broadened and publicized in January 1999 to: 'strengthening the broadcast and print media in Commonwealth developing countries'. Although the goal was restated the method of project design and delivery remained essentially the same.

As a training mechanism CMDF has met its objectives. The courses were reported as professionally executed with competent trainers/consultants. As well, service providers offered good quality training at reasonable costs. Trainees were satisfied with their free courses. But training in and of itself is not a development objective: it is a means to achieving development goals.

The evaluation's scope does not cover the impact on the projects funded under the new CMDF strategy. Approved by DFID in May 2004 this strategy covers the two years from 2004-2006 and is in line with the Secretariat's current Strategic Plan: to help promote democracy development, good governance and the achievement of the MDGs. The reason for CMDF to have a separate strategy does not seem warranted as the existing Plan framework, including performance indicators, seems sufficient to accommodate a media development implementation plan should the Secretariat decide that media is a priority.

7. Extent of contribution to cross cutting themes

³ In 2002 donations including funds specified for training were £86,772 of which £42,195 was from CMDF (48.5%). In 2001 total donations were £152,675 of which the CMDF contribution was £77,765 (51%). The total revenue and costs of CPU's training programme is not known; membership fees cover basic organizational costs and training activities appear to be funded from donations and ear marked training grants. Source: CPU Annual Report and Financial Statement 2001/2002 available online.

Gender equality and gender equity The Secretariat requires that gender be mainstreamed in the governance, policies, programmes and practices of member countries, the Secretariat and other Commonwealth organizations.

Thirty-one percent or 1,450 women participated in CMDF programmes. CMDF publicity consistently mentions the importance of women in the media: the 1987 brochure stated 'that efforts would be made to enhance the role of women in the media'; and in 1999 that 'gender balance is considered when selecting training priorities'.

While this may have been the stated policy, there was no required information in the application process that would have allowed CPAD to assess whether gender balance was being considered. For example, the application form did not seek information about what efforts would be made to ensure women were encouraged to participate. Nor were there any inquiries about what topics were to be included in the training that related to gender equality issues. Without this kind of information it is impossible to assess whether gender mainstreaming is intended in the proposal - unless the word gender is in the proposal title.

A total of eight initiatives were approved that specifically targeted gender issues and the media with a total value of £39,019 - approximately 1.6 percent of the overall funding (see Annex D). These were attended by 49 (28%) men and 127 (72%) women. All but one of these eight courses focused on gender analysis skills - statistical analysis of women and poverty, the use of gender-sensitive language, the importance of gender equality from a human rights perspective - with the intention of making a significant difference in the editorial agenda by the trainee on return to the office. Though reported as excellent in terms of knowledge transfer, there were two consistent aspects in the evaluation comments on these workshops. First, that the technical journalistic skills content was too low; and second, that there was a lack of media practitioners among the workshop speakers (too many 'academics') and no 'news judgment analysis or discussion' about the material presented. Essentially the issue was whether the media should be used to advocate gender equality issues and address imbalances or to report news 'as and when it happened'. This was also a common debate at other special content courses such as those targeting health reporting, HIV/AIDS, human rights and the environment. Only one of the eight courses - a radio course for women broadcasters in the Pacific - specifically addressed the deficit in technical skills for women.

Excluding the eight courses with a gender topic, a total of eleven courses (about 4 percent of the total) had roughly the same number of women as men, suggesting that some efforts were made to ensure gender balance by the implementing partners. No CPAD comments were found (in the files) to the implementers about the adequacy or otherwise of their compliance to Secretariat gender policies. Although CMDF does not have the programme instruments (application forms, selection process etc.) to indicate that gender has been adequately mainstreamed women's participation rates seem adequate for the sector, though they could be improved.

Small States Thirty-two (59%) of the Commonwealth's 54 members are defined as small states. With a total population of less than 1.5 million, they are characterized by vulnerability in areas of defence and security, environmental disasters, limited human and economic resources. Secretariat assistance to small states is largely determined by

the mandates given by Governments and in responding to country requests, the Commonwealth Consultative Group on Small States and a Secretariat Task Force which ensures that the programmes of assistance are coordinated across divisions.

There does not appear to have been any interaction between CMDF and wider Secretariat efforts on behalf of small states in the area of media development.

A total of 67 out of 281 initiatives (23 percent) were targeted to small states (see Annex E) mainly through regional programmes in the Pacific and the Caribbean⁴. The CMDF information brochure states that small states were to receive 'specific attention'. Beyond ensuring their provision of a training course annually no evidence was found to indicate 'special attention'. For example, no meetings were held with the service providers to discuss small states media problems or to learn about methods to effectively address these. Neither was there progress monitoring nor an assessment of whether it was more cost effective to hold regional or national courses. The majority of final reports suggest that media problems at the technical level were country specific. Finally, even though several of the media houses in small states received courses every 2-3 years there appeared to be no inquiries about the results of previous courses to determine whether or not more training was indeed the most appropriate response to a continuing problem.

Given that nearly two-thirds of the Commonwealth members are small states and less than one third of the initiatives were provided to this significant group, CMDF support to this cross cutting theme is considered inadequate.

8. The CMDF strategic plan

Following discussions between DFID and CPAD about the need for a change in the CMDF orientation, in June 2003 DFID requested that CPAD prepare and submit a Strategy Paper to cover CMDF's programming for 2004/05 and 2005/06. In July 2003 CPAD held a round table of discussions with the major implementing partners and prepared a first draft of the strategy by January 22/04. This was sent to the partners seeking written comments by January 30/04. Based on these responses, a revised draft was prepared and submitted to DFID which provided feedback to CPAD (correspondence in April 2004) after which the final changes were made and the Strategy Paper approved by DFID on May 6/04 (See Annex I).

The Strategy Paper had several important effects. Notably, it was the first time that the major donor, the Secretariat and the stakeholders had a broad agreement on the goals and objectives for the CMDF. Secondly, with the Strategy approval DFID agreed to allow CPAD to select proposals within the strategic framework, thereby reducing the selection processing time. The award notification letters were sent out on June 1 2004, earlier than in the previous year (September 29, 2003), thereby giving the implementing organizations an extra three months to organize submissions on their planned events.

⁴ This is an under-reporting of support to small states because the Australian contribution is not included. Australian funds supported an average of 3 or 4 initiatives per year, of which 2-3 were for the Pacific. Assuming 40 initiatives over 10 years, with 30 for the Pacific, the estimated contribution to small states is possibly 97 initiatives out of a total of 321 - approximately 30% - nevertheless, still less than half given the relative preponderance of small states in the Commonwealth.

For CPAD to meet DFID's request, the CMDF Strategy Paper was prepared at the same time as the Secretariat's Corporate Strategy and Performance Reporting Framework. Unfortunately, this meant it was not as closely linked to the PIF as it could have been if the timing had allowed a sequential preparation, the CMDF Strategy coming after the Strategic Plan. Fortunately, this situation can be changed as the Secretariat Plan covers the four year period (2004/05 to 2007/08) and will include a review stage.

9. Extent of focus on the new target group

DFID approved the CMDF new two year programme strategy from January 2004 to December 2006. In the strategy the target group for CMDF assistance changed from media professionals to the target audience of the media output - stated as politicians and policy makers, the local, national, or regional population and the international community⁵. How did the sample projects conform to this change? Not well.

Very few of the reviewed projects had any information about the reach or target audience of the initiatives supported. Only 3 out of 51 reports mentioned audiences: one was at the film screening in Sri Lanka and the other two were the community radio consultancies, which included information about the population living in the radio's broadcast area and the station's competition (other radio and TV stations, newspapers). Arguably, a better description of the media's reach would help in selecting proposals, but the target group defined as the audience of the media is beyond the capacity building strengths and budgetary means of either the CMDF or the Secretariat. As for politicians and policy makers, very few were participants. Often Ministers of Information opened CMDF training courses in a ceremonial capacity and several governmental officials addressed HIV/AIDS and election related courses, but there was no involvement in a substantive way of politicians or policy makers in any of the projects reports reviewed. It is suggested that the new target group be re-examined (or the budget be reviewed).

10. Extent of contribution to the MDGs

CMDF new strategy has as its goal to help promote democracy, good governance and the achievement of the MDGs. Within this goal, the specific objectives are to:

1. Strengthen the capacity of the print and broadcast media sectors in member countries to raise awareness and inform their target audience on:
 - ❖ health, including basic healthcare issues and HIV/AIDS awareness, prevention and treatment;
 - ❖ education, including the production of educational audio-visual materials;
 - ❖ economic development and poverty alleviation including macro-economic and financial issues, trade, entrepreneurship and agriculture;
 - ❖ human rights, including gender equality, the protection of children's rights and the right to education;
 - ❖ democracy, good governance, conflict resolution and avoidance and peace building.
2. To enhance freedom of expression through the promotion of sound, effective journalism.

⁵ CMDF Strategy Paper: 2004-2005. May 6, 2004 p. 1.

How did the sample of projects support the revised objectives? First, the MDG Declaration has no goals or targets relating specifically to the media. One of CMDF service providers (ScriptNet) asked UNDP New York office about the role of the media in the MDG implementation and was told that it was 'an important cross cutting theme' and that it was to be 'mainstreamed'. This review was unable to find any articles written by media practitioners as to how the media should support the MDG. Articles published by donor agencies suggested their role in media development might be to support the media organizations through capacity building, to provide training to media professionals, to strengthen the policy and legal framework and to fund media messages geared towards MDG programming⁶.

The two new strategic CMDF objectives cover potentially all four suggested areas. Given the relatively modest budget of CMDF and the Secretariat's technical capacity, it is likely that the current strategy is still too broad.

Related to the first objective, over the past ten years, CMDF has supported 36⁷ projects - approximately 12 percent of its total portfolio - in topics related to the MDG. Fifteen were supported in health, 9 in human rights, 8 in gender, and 3 in the environment with approximately 640 participants. This totalled £189,313 or roughly 10 percent of the total funding (See Annex D). Nearly all initiatives (35) were training projects aimed at improving participants' knowledge about the content area and special issues in reporting. The other course was the production of a script for a TV health sitcom. One of the 15 reports reviewed mentioned print articles or broadcast programmes produced by trainees of the MDG content courses, although there were several press articles found written by the course trainers and featured in local presses. If the intention in future is to improve the MDG advocacy and educative messages, there will need to be some method of tracking the messages that are actually produced. The sitcom script was found to be very humorous but unlikely to be funded as a series by the Ministry of Health as the clinic featured was a poor example of public health services.

From these reports and in conjunction with background reading in social advocacy journalism, two schools of thought are proposed. One is that the media should forcefully take up social advocacy; the other is that the media's role is to report the news 'as it happens', functioning as a watchdog on the various actors in carrying out their social goals (MDG plans), not necessarily promoting them. While the need for more public education on the MDG was acknowledged, the concern was that the media should not serve as the public relations arm of governments or donors. It was acknowledged that there was too little analytical and critical reporting on the national MDG plans, budgets and implementation. Related to this, a problem frequently mentioned was the payment of journalists to attend press conferences and free training courses by private and public social advocacy interest groups, thereby dulling the possibility they could provide critical analysis. Another issue cited was that even though the journalists attended these courses, the decision to include MDG related features was made by the senior editors, few of whom attended the courses. As a group, the evaluation sheets of the MDG

⁶ See DFID, Key Sheet # 22: Mass Media published in August 2003. www.dfid.gov.uk and the World Bank's The Right to Tell: The Role of the Media in Economic Development (2002).

⁷ Of these 36 courses, 15 reports were read and the first reading with actors of the initial episode of the health TV sitcom was attended.

courses consistently asked for more technical skill instruction. The evaluation conclusion is that the role of CMDf in supporting the MDG needs to be reviewed.

11. Traditional training courses re-examined

This section examines the role of short term training courses in media development so that the context of CMDf traditional initiatives can be placed in context.

What is the rationale for training? There is no doubt that media professionals want more training, especially young ones with fewer than ten years experience. Journalists understand that there is no such thing as being “too good” and as professionals they are always interested in expanding their skills. The major reasons cited why training is wanted is to do their jobs better and to advance their careers.

Types of training in demand All types of skills, especially the basic technical ones, can be improved. Training in a specific beat or content such as education, health, sports, environment or politics can also be useful but only if the trainees are assigned to this beat so that the skills can be refined through use. Other areas in popular demand are investigative research skills, legal issues related to the media and ethics/professionals standards. As for training in the reporting of economic and financial matters, media organizations are likely to hire persons with appropriate backgrounds as this kind of expertise cannot be easily learnt in short-term course.

Sources of training After basic training, there are four ways that media professionals receive training - through in-house sessions, through courses offered by their professional associations or continuing education programmes of media training schools, through self-learning on the job or through distance learning. One of the reasons why CMDf short term training courses are so popular is that the traditional training outlets are unavailable or inadequate in many countries, especially small states. One role of a donor funded training courses is to augment these traditional sources of training in a sustainable manner.

The cost effectiveness of training Training is most cost effective when it is done locally, when the trainer goes to the trainees. A course can register more people per £ spent if the participant costs are minimal. Adding airfares for attendees raises the cost per course and means that there are fewer participants for the same budget. Hence donors tend to prefer regional courses because of their wider coverage. For the Commonwealth the variety of country participants reflects the Commonwealth in Action. However, it is not cost effective and neither is it the preferred method since most media issues are country specific.

Judging by the responses to the one internet course given by CPU - on line learning: training without travelling - is of great interest to smaller media organizations, especially in the Caribbean and the Pacific States. Such courses are flexible to access; provide one-on-one feedback; are low cost for the participants; and offer great flexibility for journalists who need to balance the time demands of professional and family life. These courses require self discipline, adequate computer skills and internet connection (which most journalists serious about learning new skills have).

Trainers The quality of the trainer, including educational background, experience and ability to train adults effectively, is important. Trainers can be either nationals or foreigners.

The cost of training What many media houses want is an army of experts who for free would come on site and personally guide their employees for a year. While this will not be possible any time soon, it must be recognized that the training of mid-career workers is the company's responsibility so that the employees can do their jobs better and the individual's if he/ she wants further career advancement. Who should pay for this training is relevant to the result sought. If the course offered is a supplement to an in-house course, normally the media house should pay the costs. If the course is offered as part of a local association's training programme, then the participants should pay (or be reimbursed by their employer). Self-learning is usually done after work hours, and personally funded while training during the work week is done on the company's time.

Because donors subsidize these courses, there is a tendency for the responsibility for training to be distorted and in the long run this can undermine the development of appropriate in-house training programmes and continuing education courses. Donor funded courses can depress the local consultant and training market, as many organizations prefer to lobby for a free donor sponsored course than to actually offer a course that is responsive to market demand. Since the media has both public and private sectors actors, a donor involvement can potentially subsidize costs in the private sector (and possibly increase profits) by funding training investment they perhaps should have the responsibility to provide. For the public sector, it results in a saving on publicly funded training budgets, generally a positive outcome. Given this perspective, donors should not subsidize training to the extent they do and should ensure that the media industry, particularly private sector employers and employees, picks up a greater share of these costs.

12. Summary of findings

1. For the past decade, CMDf and its training organization partners have run a high quality, reasonably priced training programme for mid-career media professionals in developing countries.
2. The impact of CMDf projects is basically unknown. Virtually no performance indicators have been developed as part of the project plans, and none of the implementing agencies can provide evidence that learning has actually been applied. Neither can the evaluation demonstrate that it has not.
3. As the atypical initiatives demonstrate, CMDf support can produce significant impact.
4. It is likely that most initiatives have provided a personal benefit for the 4,700 participants, but the impact at the organizational level and on the development of the media sector is relatively low. The reason for this is that training has been considered a CMDf goal and an intrinsic good in itself, with little emphasis given to how the course outcomes (the knowledge and the skills) will be applied.

5. The sustainability of CMDF initiatives is also low. Hardly any of the short term training courses involved collaboration or association with relevant national media training schools. There were virtually no programmes reported to improve in-house training programmes or media associations' training programmes.
6. The most consistent institutional strengthening impact of the CMDF has been on the three Commonwealth member organizations, CJA, CPU and CBA, who have received annual grant funding to provide free training courses to their member organizations and to help fund their membership conferences. CMDF support has improved these membership services but it is questioned whether this is an adequate response to media development in Commonwealth member states.
7. CMDF attention to gender equality and gender equity is reasonable and can be improved. Its support to small states, however, has been inadequate.
8. CMDF should no longer subsidize training to the extent that it does and the Secretariat should ensure that the media industry, employers and employees, pick up a greater share of these costs.
9. There seems no reason for CMDF to have a separate strategy from that of the Secretariat. The separate 2004-2006 strategy does not seem warranted, although an implementation plan within this framework is fully justified. The two objectives proposed and the new target groups selected are too broad for the relatively limited means of CMDF and should be re-examined at the earliest opportunity.

Chapter Five: CMDF Management and Administration

1. CMDF governance

Since its inception CMDF has been called a Fund. This is certainly the view of the auditor who classifies it as 'Other Fund' not a project in the Secretariat's audited financial statements. But it lacks a Fund's key defining feature: a MOU agreed to by all voluntary contributors. If it is not a 'Fund' by Secretariat standards, then CMDF must be a special project; however here too, it does not meet the requirements for special projects. The Secretariat has no contract with any of CMDF donors that specifies the project's aims and objectives, sets out a Log Frame and performance indicators, defines the type of initiatives that will be supported, or establishes the sub-project's eligibility and selection criteria, the reporting requirements, the services to be provided by the Secretariat or, the negotiated rate for the payment of the Secretariat administrative costs.

There are three direct consequences of the unclear governance status. First, an unusually heavy administrative burden has been placed on CPAD to report separately to three donors. Second, CMDF has not been managed holistically with a comprehensive strategy reporting on all initiatives and all funding to all donors. Third, the lack of a governance document inhibited fundraising because the programme had no development rationale linked to the Secretariat's overall strategy.

While it may have been appropriate in the past to run CMDF without governance documentation, today such a practice is not in keeping with the Secretariat's drive to become more efficient nor is it consistent with management accountability.

2. Description of the management and administration of proposals

A critical aspect of any Fund project is the methodology used to promote the Fund, to evaluate, select and approve activities, to disburse funds and to monitor and report on sub-project initiatives. This section describes CMDF procedures for sub-projects and presents an analysis of its efficiency and effectiveness.

Promotion and application process As CMDF funds are limited and have been traditionally allocated to UK based groups there has been no Fund promotion strategy or plan. Each year, in January, CPAD invites organizations to apply, sending them a call for proposal letters and application forms and advising them of the deadline for proposal submissions which is usually at the end of February - one month before the submission to the donor. Eligible groups send in their proposals, either through the mail or electronically for CPAD review and selection recommendation.

Proposal review and selection recommendation As soon as an organization's proposals are received, the CPAD Executive Officer summarizes each proposal in a half page chart using a number of headings: media area, type of activity, description of the course/project, provisional or project dates, duration, expected numbers of participants and consultants, estimated project costs, and project location (the country of the target participants). Queries are often made by phone if the details are unclear, especially budget figures. The total funding request for each organization is included at the end of the list of the submitted proposals. When all of the application forms have been received

and the charts completed, the Executive Officer gives the complete list to the CPAD Director who notates the list with a 'yes' or 'no' (or a ✓ or x) on the left hand side of the proposal, indicating acceptance or rejection. Based on this decision, a list of provisionally accepted proposals is submitted to each donor for final selection and funding approval.

Proposal selection and funding decision Once the donor's approval has been received, CPAD sends a notification letter to each applicant. Attached to the letter is the write-up as submitted to the donor and approved by them and any special requirements for reporting, such as the need for performance indicators, gender disaggregated data or the date for submission of end-of-project reports. Based on the notification letters, nearly all of the major service providers (5 out of 6) wrote to request project advances. Ideally, CPAD should submit to the donor the list of recommended proposals at the beginning of the donor fiscal year, enabling the selection and contracting to be completed in one month and allowing eleven months for implementation and reporting. From 2001-2003, selection and funding decisions took between 4-6 months, leaving only 6-8 months for implementation and reporting. In 2003/04 the process was improved considerably and the selection and funding decisions took only 3 months, allowing 9 months for implementation and reporting. For the FY 03/04 project cycle the allocation letters were dated 1 June 2004, slightly earlier than the date of the letters for the previous year – September 29 September 2003.

For nearly 25 years donors have been heavily involved in the selection of CMDF sub-projects, leaving the Secretariat in the role of project administrator. In 1996 Australia delegated selection and approval authority to the Secretariat; DFID only delegated this to the Secretariat at the end of May 2004. India, the other main donor, still retains selection authority. CPAD staff indicate that the donors rarely reject any projects proposed by the Secretariat.

In 2004 DFID also offered CPAD a two-year funding commitment by approving funding in principal for 2004/05 and 2005/06, though CMDF still has to account for 04/05 before 05/06 funds are released and a new project approval process gone through for 05/06. So the operational circumstances remain much as before (i.e. projects need to be completed by the end of February which is also when new project funding applications have to be received). While considerably improved, it is far from an ideal situation in which donors commit support for a longer time frame of two to five years, allowing better planning and programming decisions.

Proposal implementation and reporting Implementation is the responsibility of each service provider, except for those proposals funded by India which are implemented by CPAD. Any changes in the proposals regarding location, topic, and increase in budget must be referred to the donor for approval. Organizations unable to implement proposals within the fiscal year have had to return the funds and cancel the initiative.

End-of-project reports are submitted along with invoices at the end of the year and processed by CPAD who prepares for each donor a summary of the proposals funded by media type, number of participants (M/F), and funds spent versus those received. India and Australia have allowed unspent funds to be carried over from one year to the next, but the DFID policy was to deduct unspent balances from the next year's allocation. This

policy was changed in April 2004 so that funds can now be carried over to the following financial year.

3. Issues related to the promotion and application process

Inquiries for CMDF support CPAD does not keep a record of inquiries so it is impossible to determine the demand for media development assistance, from either organizations or individuals. The field visits confirmed however, that there is a high demand for CMDF free training. A rapid review of the CPAD file entitled 'Inquiries and General Matters from 1998 onward' suggests that CPAD does not have a consistent referral system. Requests from State funded media houses appear to be treated inconsistently: some being referred to the Point of Contact to apply for CFTC assistance but others are referred to a CMDF partner organization. As CMDF does not have an up-to-date list of association members, the referrals appeared to be random. Also, there was no notification given to the Secretariat's regional CYP desks or to GIDD, the divisions responsible for coordinating member requests for capacity building. The training organizations were not notified of the referral.

Competitive process CMDF allows between six to eight weeks for invited organizations to submit their proposals which are due on a pre-determined date. The files showed instances where proposals were accepted after the cut off date, and cases where proposers were asked to revise and resubmit their proposal after the deadline. For the process to be consistent and fair to all applicants the submission deadline should be respected.

CMDF uses an 'invitation to bid system' for identifying organizations to submit proposals unlike either Commonwealth Foundation grants which are open to all eligible Commonwealth NGOs and associations, or CFTC support which is open to all Commonwealth member states in good standing. The CMDF does not have the administrative capacity to handle an open competitive process with the potential to generate hundreds of applications and therefore, the 'invitation to bid system' should be maintained.

Eligible service providers An 'invitation to bid' method of proposal selection is essentially a preferred supplier system. This can be an efficient method of operations, providing there is a pre-qualification process where the eligibility of the invited groups is predetermined to ensure that CMDF has the highest quality service providers. CMDF has not conducted any organizational and capacity assessments of its organizational partners over the past ten years. The regular service providers have a sense of entitlement to CMDF funding even though their institutional capacity varies widely and has changed considerably since first supported by the CMDF.

Every three years CMDF should issue a separate proposal call to identify organizations that can implement media development programmes in order to assess their institutional and programming capacity. Interested groups would be asked to provide:

1. a copy of their latest annual report and audited financial statements;
2. a copy of their organizational registration, by-laws and a list of its current Board Members with a short summary of their qualifications and relevant experience;

3. if a membership organization, a copy of its membership list and minutes of the last meeting of members;
4. confirmation that it is an organization in good standing with the national regulatory authorities;
5. a description of its training (or media development) programme including the goal and objectives, its training or media development philosophy, an explanation of how its courses/initiatives are developed and the methods it uses to ensure quality control, the names and qualifications of its core trainers/consultants, and the methods it uses to ensure sustainability and gender equality; and,
6. evidence provided of its programme results.

Based on this submission a ranking should be made of each, scored against an evaluation grid. Supplemented by a visit to the organisations headquarters, CMDF should select between five to eight organizations that would be approved as CMDF preferred suppliers for a three year period.

The Secretariat has a policy that Commonwealth Associations can be given preference over other organizations provided they meet the required criteria⁸. This policy would apply to these institutional assessments.

Application forms The CMDF two page application form asks the basic information for a training course: who, what, where, when and how much, but it does not meet the Secretariat's project submission standards. The CMDF form does not ask for a description of the problem the project is expected to change, the proposal's relevance and expected results with performance indicators, expected sustainability, or the proposed gender strategy. Neither does it ask for a copy of the request from the local partner. Furthermore, there is limited information about the total cost, the proportion of funding from other donors and what budget categories of the total cost apply to CMDF. Beginning in 2004/05, CMDF has been asking that the proposals include the target audience which the project activity will help the media to reach, and to indicate why the proposed activity is appropriate to the target audience. Unfortunately, the 2004/05 application form was not modified to include these new requirements.

Currently, applications can be submitted in handwritten form, in hard copy, or electronically. Some organizations submit a detailed proposal attached to the application form, some do not. The wide variability in the quality of the submissions favours tends to favour those who submit an attachment even though, from a substantive viewpoint, many of the applications that have only the minimal information appear to have equal or sometimes greater merit.

To improve the application process the form should be revised to cover all of the required criteria for the selection assessment, with limits placed on descriptive requirements (for example, no more than half a page per item). The redesigned form should also be compatible with the required information for project approvals as set out in the Secretariat's Project management manual. Proposals should be submitted electronically and optionally in hard copy. This would mean the form should be designed to be submitted as an e-mail attachment, either downloaded from the web site or sent electronically on request. To enhance access and improve efficiency the applications

⁸ Commonwealth Secretariat Project Management Manual, 2000: Section 4.4.2

should be available on the Secretariat's website with access restricted to the pre-selected groups.

Logical framework Beginning in the funding year 2004/05 CMDF requests proposing organizations to submit a logical framework (LFA) for each proposal. Instructions on the design of LFA (both a full and simple form) were included in the strategy paper. However, the CMDF did not specify when a full LFA should be used and not just a simple one. This should be clarified. To improve efficiency the LFA format should be prepared electronically in the Secretariat's format so that it can be easily registered into the Secretariat's Project management information database.

Annual programme strategy and priorities CMDF does not have an annual programme implementation plan with pre-established priorities or country focus. According to the training organizations, in the early years of CMDF operations there used to be an annual meeting between IPAD and implementing groups at which the media development needs of the Commonwealth developing countries were discussed and plans of action for the upcoming year coordinated. They have asked that these types of meetings be re-instated.

CMDF operates as a responsive mechanism to fund proposals identified and developed by its media partners that fall within CMDF overall strategy. As a responsive fund, this form of consultative meeting would not be appropriate because the notion of a responsive fund is to support the initiatives of all (or as many as feasible) eligible requests within an overall strategy. However, if CMDF were to be redesigned as a special focus Fund, with targets such as supporting MDG messages or small states, an annual meeting with eligible organizations would be appropriate. This would allow discussion on the specific development problems identified in the target groups and the kind of results expected from the projects proposed for CMDF support. If this was to occur, it could take place just after the call for proposal letter is issued.

The CPAD provided the draft CMDF 2004-2006 Strategy Paper to its partners on 22 January 2004 asking for their written comments to be received eight days later, by 30 January 2004. While the partners had welcomed earlier roundtable consultation on the Strategy (in July 2003), including the opportunity to provide written comments on the January draft, they were frustrated that the Strategy was finalized without a second roundtable discussion before it was submitted to DFID, primarily because there remained many issues in the Strategy regarding the operations of CMDF that were unclear.

4. Issues related to the proposal review and selection recommendation

Selection criteria According to the 1999 brochure, the submitted proposals were to be selected using three criteria - timeliness, relevance and need - and four policy preferences - ensuring a geographical balance in project allocations, giving special attention to small states and to those states where the democratic process is in its infancy, weak or under threat and, gender balance. These criteria are inadequate by Secretariat standards where project proposals are assessed against four main criteria:

relevance, overall impact, sustainability, and clarity of project objectives and project design.⁹

Selection process Two years of selection files were reviewed. There was no documentation found in the files to show how selection was actually carried out. It appears that there the funds were to be roughly distributed equally among the participating agencies to ensure that there were projects in all media areas and at least one in each region. Beyond that, it is not clear what criteria guided the process.

There was no analysis found in the files about the number of initiatives or the amount of funding that was to be allocated to small states. Neither was there any calculation found about the distribution of proposals or levels of funding among the regions to determine the balance, a stated criterion. Furthermore, there were no lists found of states where the democratic process was considered to be in its infancy, weak or under threat and to guide the consideration of the submitted proposals. As mentioned earlier, the application form did not request information about the approach to gender, so this could not have been considered in the selection process unless a positive selection was made if gender was in the proposal's title. No notes were found in the files explaining why a proposal was rejected.

There was also no summary chart of all of the proposals received which could show the selection decision for each one - an administrative record of the selection process for the fiscal year. The training organizations indicated they were unable to determine why one proposal was selected over another and rarely were they given any selection feedback on their submissions.

Normally, in a time bound competitive process like CMDf, all proposals submitted should be numbered and each one ranked in a selection chart against the same criteria with the proposals identified that meet the preferred policy considerations. Those proposals with the highest ranking score, and the greatest contribution to the policy objectives, could then be sorted from highest to lowest in overall scores per region and recommended for funding until the annual funding allocation was fully committed. It is useful to have three persons read the proposals and fill out a selection chart¹⁰ with the final recommendation based on the average of the three scores. This ensures the minimum of personal bias in the selection. A sample evaluation sheet is shown as Table 8.

⁹ Commonwealth Secretariat Project Management Manual, 2000: Section 3.2

¹⁰ A bid is made containing each proposal by number. The reviewer reads each proposal as submitted and completes the ranking as per the pre-determined scoring for each criterion. Each sheet is signed and dated by the reviewer, and submitted to the CMDf project manager who compiles the composite score and the overall outcome of the review. A meeting of the three reviewers is held to review the composite score and to agree to the final selection recommendation. It would take approximately one day per reviewer to review all proposals and half a day for a meeting of the three reviewers.

Table 8
Sample Evaluation Sheet for CMDF

| <i>Policy Considerations & Assessment criteria</i> | Score | #1 | #2 | #3 | #4 | #5 | #6 |
|---|--------------|-----------|-----------|-----------|-----------|-----------|-----------|
| Small State | Yes/No | | | | | | |
| Gender Equality | Yes/No | | | | | | |
| Democratic Conditions | Yes/No | | | | | | |
| Region | | | | | | | |
| <i>Proposal Appraisal</i> | | | | | | | |
| Objectives | 10 | | | | | | |
| Relevance | 10 | | | | | | |
| Overall Impact | 10 | | | | | | |
| Sustainability | 10 | | | | | | |
| Project Design/Innovation | 10 | | | | | | |
| Cost Effectiveness | 10 | | | | | | |
| Total Possible Score | 60 | | | | | | |

5. Issues related to proposal selection and funding decision

Donor's selection The donors, not CPAD, have been responsible for CMDF selection and funding decisions and it is not clear what criteria they have used as the CPAD selection recommendation memo is basically a list of projects and their costs, with a brief summary description of each. Because of the requirement to approve each proposal, CPAD has not presented an overall portfolio analysis of its annual programme and its expected impact. Neither has CPAD provided a summary of the selection process conducted to justify the selection recommendation.¹¹

From the funding year 2004/05 DFID will no longer approve each project and instead be provided with a list of pipeline projects. The proposal selection decision will be the responsibility of CPAD. The Secretariat will need to clarify whether the current project approval limits apply as in the past the Director has made the selection

¹¹ A report on the selection process would cover the number of proposals received, the number rejected and why, and the rationale for the overall recommendation with reference to the selection chart and overall strategic goals.

recommendations for all projects (including those over £14,999 which are usually approved by the Deputy Secretary General).

Funding agreement with implementing organizations CPAD sends a letter to each organization to notify them of the funding decision. While this letter is simple and straightforward it is essentially a contract and probably inadequate for a grant programme of this nature. For example, the letter does not set out the basis of payment and no funding conditions are included. As several projects have budgets of up to £20,000 the letter should be reviewed by the Secretariat's finance department to determine its adequacy as a document advising the intention to commit funds to the organisation.

Consultant and trainer per diems CMDF has no policy about per diems for trainers or consultants. The implementing organizations have stated that the current rates (from £300 to £400 per day) are inadequate and claim that market rates are closer to £500 per day. They have asked the Secretariat to give consideration to allowing an increase in the approved daily fee rate. They have stated that they would like payment for curriculum development to be covered in the projects, as is common in other donor programmes.

This may be a fair request however before it is agreed to the Secretariat should conduct a fee survey of media training organizations and determine what the current market rates are. Regarding curriculum development funding, the Secretariat should survey other donors to determine their policies before making a decision. As well CPAD should encourage specialization among the service providers, so that not everyone is offering an election reporting course, which will need to have a new curriculum developed (and paid for).

Service provider's administration fee CMDF currently allows for a 10 percent administrative fee on all proposals based on the total of CMDF funding (not the total project cost). The service providers feel that this is inadequate as it does not cover their costs for proposal preparation, particularly to develop the LFA and prepare and carry out the new monitoring and evaluation requirements of the Strategy. They have asked that the Secretariat give consideration to raising the fee to 15 percent.

6. Issues related to proposal implementation and reporting

Policies and procedure guide CMDF has no guidelines for implementing organizations on policy and procedures for financial and progress reporting. A review of the proposal budgets and the financial reports shows that there are wide variations in budgeting and differing methods of financial reporting and invoicing from adequate to inadequate. Secretariat standards should be developed and provided to each pre-selected service provider.

End-of-project reports End of project reporting has considerably improved over the last five year, however the variations in quality standards are still apparent. Very few reports compare what actually happened to the original proposal and budget. There does not appear to be a standard requirement for reporting and little evidence that the reports have been read and the service providers generally received no feedback on their reports or the completed projects.

CMDF annual report Except to CPAD administrators, CMDF is practically invisible to other Secretariat divisions and, more importantly, is not well known by Commonwealth member states. The last Secretariat report to member states that included a reference to CMDF work was in 1999. Other Secretariat divisions have no information about CMDF initiatives since its projects are not registered in the Secretariat's project management information system. The only report found was a list of projects which does not adequately address whether the goals have been met. The service providers feel that a listing of the proposals supported and the funding received should be made public each year.

Lessons learned The lessons learned should be collected following the review of the reports so they can be incorporated into future planning.

7. Overall CMDF management

The administration of CMDF improved considerably in 1994 following the appointment of the Executive Officer to handle the proposal submissions and its financial records. As well, since 2001 the funding from India has been activated and a new strategy and funding agreement reached with DFID. Despite these considerable improvements as a public relations division CPAD does not, in general, have the capacity to design and manage an efficient and effective development programme.

As a result an important Commonwealth development programme has been functioning outside the Secretariat's project management norms and procedures and its financial management oversight. CMDF does not follow the Project Management Manual for project selection and approval nor is its financial status shown in the Secretariat's Internal Management Report on all Funds and Projects, which is prepared by the Finance department for internal review and information.

8. Summary of findings

1. CMDF has no governance document.
2. CMDF selection process is unknown because it is undocumented.
3. A CMDF invitation to bid system is appropriate for the Secretariat's management capacity and can be improved by: i) having a strict cut-off date; ii) introducing a documented selection process for proposal appraisal; and iii) appraising the capacity of potential service providers.
4. An important Commonwealth development programme has been functioning outside the Secretariat's project management norms and procedures and its financial management oversight.

9. Operational suggestions to improve CMDF efficiency and effectiveness

1. Clarify the source of support for state funded media houses, develop a consistent referral policy and ensure that the Point of Contact Manual and CMDF brochure adequately explain where assistance can be sourced.

2. Clarify whether (and how) media projects submitted by NGOs can be sponsored by the Secretariat and presented to the Project Management Referral Unit for consideration under CFTC funding
3. Revise the selection criteria and review the eligibility of conferences and awards.
4. Revise the 1999 brochure.
5. Conduct an organizational and capacity assessment of existing partners with an invitation to other relevant media groups, with the aim of identifying from five to eight preferred implementing partners.
6. Revise the application form so it covers all the required criteria, conforms to the Secretariat's database information requirements and is coordinated with the selection and proposal appraisal system.
7. Clarify the use of the LFA and require it to be prepared and submitted electronically.
8. Change the method of proposal selection so it is competitive, transparent and documented. Introduce an evaluation sheet and a system of three appraisers.
9. Clarify the project approval limits applicable to CMDf.
10. Prepare an annual report on CMDf performance in relation to achievement of the goals for submission to donors and for fundraising purposes. Ensure that members are informed of CMDf results.
11. Ensure the CMDf grant letter meets the Secretariat's standards.
12. Develop a policy and procedure guide for financial and progress reporting.
13. Consider increasing the administrative fee for proposals to 15 percent.
14. Consider increasing eligible per diems to a higher rate based on a market study, and also paying for curriculum development based on a study of donor practices.
15. Introduce a policy whereby the media industry - employers and employees - meet a share of training costs.
16. Consider adding refresher courses and initiatives that can be supported in phases.
17. Introduce cost effectiveness as a selection criterion.
18. Develop a web site for CMDf with a restricted access section for implementing partners. Publicize the results of the annual bid.
19. Develop a reporting standard with emphasis on results and outcomes. Ensure the nationality and gender of the experts and the participants are included

10. Guidelines for monitoring and evaluation

The evaluation TOR asked that guidance be provided on monitoring and evaluating media development projects. Chapters 5 and 7 of the Secretariat's June 2000 Project Management Manual outlines the current policy for project monitoring and evaluation. It is considered adequate and applicable to media development projects.

For training courses, one needs to go back after a period to determine that what has actually been learned has been applied. This follow-up should include both course participants and their managers, or a sample of both, usually after three to six months.

For all proposals, it is important to determine whether the expected result is at the individual, organizational or sectoral level and to select performance indicators accordingly. When the expected result is the production of a media message, the target audience should be taken into consideration.

11. Lessons Learned

Training is an important development assistance tool but attention should be given to how the learnt skills and knowledge are actually applied.

Chapter Six: Conclusions and Recommendations

1. Summary of evaluation findings

The Role of Media Development in the Commonwealth Secretariat's Strategy and Programmes

1. The media is considered to be one of the four vital pillars of democracy and development providing a voice for the citizens, helping to build public consensus to bring about change, and holding the government and the private sector to account. The Commonwealth as an inter-governmental body supporting member states to achieve development and democracy has a mandate and, one might argue, a strong imperative to include media development among its programmes.
2. There is no impediment to including programmes for media development among the Secretariat's four year approved strategy from 2004/05 - 2007/08.
3. Except for CMDF, media development programming is practically absent from the Secretariat's strategy and programming.
4. With its current mandate in the Secretariat CPAD is not an appropriate division to manage a development programme as its mandate relates to public affairs.

CMDF Impact

5. For the past decade CMDF and its training organization partners have run a high quality, reasonably priced training programme for mid-career media professionals in developing countries.
6. The impact of CMDF projects cannot be assessed. No performance indicators have been developed as part of the project plans and none of the implementing agencies can provide evidence that learning has actually been applied.
7. As can be demonstrated from a review of a few atypical initiatives CMDF support can produce significant impact.
8. The likelihood is that most initiatives have provided a personal benefit for the 4,700 participants but the impact at an organizational level and on the development of the media sector is likely relatively low. The reason for this is that training has been considered a CMDF goal and an intrinsic good in itself, with little emphasis given to how the course outcomes (the knowledge and the skills) will be applied.
9. The sustainability of CMDF initiatives are also considered to be minimal. Hardly any of the short term training courses involved national media training schools. There were virtually no programmes reported to improve in-house training programmes or media associations' training programmes.

10. The most consistent institutional strengthening impact of CMDF has been on the three Commonwealth member organizations - CJA, CPU and CBA - who have received annual grants to provide free training courses to their member organizations and to help fund their membership conferences. CMDF support has improved these membership services but this is considered an inadequate response to media development in Commonwealth member states.
11. CMDF attention to gender equality and gender equity is reasonable but can be improved. Support to small states, however, has been inadequate.
12. CMDF should no longer subsidize training to same extent as now and should ensure that the media industry, employers and employees, meet a greater share of the costs.
13. The rationale for CMDF to have a separate, strategic plan and timeframe from that of the Secretariat does not seem warranted although an implementation plan within this framework is fully justified. The two objectives proposed in the 2004-2006 Strategy and the new target groups selected are too broad for the relatively limited means of CMDF and should be re-examined.

CMDF management and administration

14. CMDF has no governance document.
15. CMDF selection process is unknown because it is undocumented.
16. CMDF invitation to bid system is appropriate for the Secretariat's management capacity, and can be improved by: i) having a strict cut-off date; ii) introducing a documented selection process for proposal appraisal; and iii) conducting capacity assessment appraisals of potential service providers.
17. The CMDF is an important Commonwealth development programme but it has been functioning outside Secretariat project management norms and procedures and its financial management oversight.

2. Conclusions

Twenty-five years ago the Commonwealth leaders had the foresight to recognize the importance of the media for development and to establish the CMDF. Initially established to foster exchange visits between Commonwealth media professionals, CMDF has matured into a reputable programme of short term training for mid-career media professionals. Over the past ten years 4,700 Commonwealth citizens have been trained in new journalism skills in 281 CMDF initiatives - they have had their eyes opened, their attitudes changed and gained an opportunity to discuss new ideas and to practice new techniques. The courses have been professionally executed with competent trainers or consultants, provided mainly by three Commonwealth media organizations - CPU, CBA and CJA - and by the Thomson Foundation. As a training programme, CMDF has delivered good quality at a reasonable cost.

As a development assistance programme however, CMDF impact is largely unknown because there has been no attempt to measure results, either by the Secretariat or its training partners. With the exception of a few atypical initiatives the institutional and sectoral impact is considered to be relatively low. Unfortunately, so is the CMDF contribution to sustainable development outcomes.

The November 2003 CHOGM in Abuja gave recognition to media as one of four vital pillars in the achievement of democracy and development. The CMDF media development programme, consisting largely of short term training, and support to conferences and awards, is simply inadequate to the task.

The Secretariat 2004/05-2007/08 Strategic Plan has a high potential to support a comprehensive media development programme, but it is a currently low programming priority for the Secretariat. Given the critical role the media has to play in giving voice to citizens and in holding government and the private sector to account, the time has come to re-examine whether the Secretariat's response is adequate and appropriate to the needs of its members.

Therefore the first and major recommendation of this review is that the Secretariat re-examine its strategies and programmes for media development as a pre-requisite to any decision taken on the future of the CMDF.

DFID and Australia have consistently provided support to CMDF and this has been critical in helping it achieve its success as a training fund. With Australian support terminated, DFID is the only donor supporter and has been the instigator of the call for a refocusing of CMDF. The 2004-2006 CMDF Strategy Paper produced by CPAD is an important first step in this realignment but this strategy is limited when viewed against the potential of having a fully integrated programme within the Secretariat's current Strategic Plan. It is to be hoped that the UK through DFID will continue to support the Secretariat to realize CMDF highest potential.

3. Recommendations

To the Secretariat

1. Re-examine the adequacy and appropriateness of the Secretariat's media development programme, given the recognition that the media is a vital pillar in support of development and democracy.
2. Recognize that CMDF as it is currently implemented is very similar to the programmes supported by the Commonwealth Foundation and that logically, if CMDF remains unchanged, it should be transferred to the Foundation. However, this is not recommended as the Secretariat would then lose a significant opportunity to address the issues of media and development in a strategic and holistic manner, including its policy and regulatory framework.
3. Retain CMDF as a targeted Secretariat fund rather than consolidating it into the CFTC because of the unique nature of the media, having both public and private sector owners which cannot be adequately addressed by the CFTC alone.

4. Either: (a) equip CPAD with the capacity for more effective and efficient development programming so that CMDF's governance, and its project and financial management are brought into conformity with the Secretariat's standards for development cooperation; **or** (b) transfer CMDF from CPAD to one of the Secretariat's other development divisions where the development programme capacity, human resources and standards already exist. Equipping CPAD could be done by training current staff or by hiring a part time person with the appropriate background to manage the Fund.
5. Develop an implementation plan for CMDF within the Secretariat's overall strategic framework.
6. Depending on the outcome of the Secretariat's re-examination of the adequacy and appropriateness of its media development programme as a whole (recommendation 1) a number of options for management of the fund are proposed.
 - 6.1 *If media development is to be given a higher priority:*
 - a) Locate CMDF as a special project under the Strategic Gap Filling Programme or as a special programme within the Governance and Institutional Development Division (GIDD) to co-ordinate efforts across the nine areas of the Secretariat's Framework in which media development could be supported; or,
 - b) Retain it in an upgraded and strengthened CPAD.
 - 6.2 *If media development is to retain its current low priority:*
 - a) CMDF should become a highly targeted fund in support of an ongoing Secretariat programme. The possibilities could be any one of the following:
 1. for a small states focus it be located in the Economic Affairs Division;
 2. if the emphasis is on follow-up to media issues from the Election Observer Missions it could be located in the Political Affairs Division;
 3. where policy and regulatory initiatives are the priority it should be located in the Legal and Constitutional Affairs Division;
 4. if the development of media messages to support the implementation of the MDGs in health, education and gender is a priority it could be located in the Social and Transformation Programmes Division.

Of these, the Secretariat has a comparative advantage in the first three options.
7. Mandate SPED and CSD to draft governance documents including financial procedures in consultation with CPAD to ensure that they are in line with standard Secretariat practises.
8. To improve CMDF's operations:

- 8.1 Retain CMDF's essential feature as a responsive fund with an 'invitation to bid' system for preferred service providers;
 - 8.2 Enhance its efficiency and effectiveness through changes to the application form, the proposal selection process, contracting and overall financial administration and reporting.
 - 8.3 Introduce organizational assessments every three years to identify 5 to 8 preferred service providers.
 - 8.4 Require cost sharing from the beneficiaries.
9. Fundraise for CMDF through the use of a governance document and the annual report with reporting of results to strategic objectives.

Recommendations to DFID

1. Continue to support CMDF as a targeted media development fund, retaining the two year funding commitment and allowing the Secretariat full authority over proposal selection.
2. Challenge the Secretariat to maximize the development opportunities afforded by rethinking their support to media development in a holistic manner.
3. Recognize that the Secretariat's Strategic Plan (2004/05-2007/08), its 16 programmes and its performance information systems have been designed to report on the agency's impact and contribution to the MDG. Though a separate strategic plan for CMDF is unnecessary, the CMDF programme does need to report project performance in line with other Secretariat Programmes. An Implementation Plan based on the current strategy, programmes and performance indicators would be an essential part of this documentation.
4. Insist on a higher standard of reporting, with a clearer link identified from the funded activities to development outcomes and results.
5. Agree to a governance document, as per the Secretariat's standards, including consideration to provide funding for CMDF administrative costs.
6. Allow the Secretariat to use some of CMDF funds to hire a researcher to collect the necessary information on the situational and needs analysis of the media in Commonwealth countries to assist in mounting a comprehensive media development programme.
7. Support the Secretariat in encouraging other Commonwealth Member states to fund CMDF.

Annex A:

Summary of the Secretariat's Media Related Documents

A summary of the four programme documents found related to the Secretariat's media development programme.

8. A 15 page report, titled Communication, Society and Development completed in August 1980 by an expert group appointed by the Secretary-General pursuant to a decision by the 1979 Heads of Government meeting in Lusaka. The nine person expert groups of four Commonwealth Media associations/NGOs, three government officials and two private sector representatives - presented their findings under the emerging issues in the communications sector, communications policy, general issues related to the press, radio and television, public information services, news agencies and human resources. The report was tabled at the 1981 HGM in Melbourne which lead to the establishment of the Commonwealth Media Exchange Scheme, the precursor of CMDF.
9. The file folder containing presentation papers and an agenda of a Commonwealth Secretariat sponsored workshop held in Toronto, April 9-11, 2001 on ***Broadcasting and Democracy***. Part of a series of workshops entitled Deepening Democracy held between 1998 and 2002, the purpose of this workshop was to assist member countries in their efforts to make democracy as real and as deep as possible. Thirty-one people attended this workshop, all from private and public broadcast media (TV and radio), academics, or election commissioners responsible for media policy/monitoring. (There were no government representatives). Twelve papers were discussed: five on country specific issues, including one small state; four, discussing broadcasting and democracy issues; two, on public broadcasting and one, on media guidelines for elections. The Secretariat/PAD had intended to publish the workshop proceedings/consensus as part of its Taking Democracy Seriously Series, but the publication was never produced, although it was advertised.
10. A media monitoring report of independently gathered data demonstrating the degree of media balance and fairness in Malawi covering the two months of the election campaign in early 2004.
11. A six page discussion paper on Broadcasting Legislation and Regulations (LMSCJ(04)9, prepared for the October 2004 meeting of Law Ministers and Attorney Generals of Small Commonwealth States held in London. The paper discussed the rationale for the regulation of broadcasting and key issues arising from broadcasting regulations, grouped into three categories: Democratic principles, economic issues, cultural and citizenship issues. The October 22/04 final meeting communiqué stated that there was support for the view that if broadcasters could not devise appropriate self-regulation, standards should be set on a Commonwealth or regional level, distanced from national political debate. The Ministers asked that the issue be kept on the agenda of future meetings. Compared to other issue documents related to broadcast regulation found on the World Bank and CPA web sites, this paper's presentation of the issues would be rated as insufficient.

Annex B: Media Development Activities for Other Commonwealth Organizations

This list was compiled from a web site search and interviews.

1. The Commonwealth Broadcasting Association (CBA)
 - Annual broadcasting awards for CBA members stations and affiliates in: an exceptional news feature, cost-effective engineering, an award of an outstanding children's programme, and one for effective health programming and the Elizabeth R Award for an exceptional contribution to public service broadcasting.
 - Bursaries for CBA member stations and affiliates - two MA Bursaries, six travel bursaries of up to £ 2000 for 1-2 week travel to another Commonwealth country; and CBA/DFID Bursaries to help UK television producers' research and develop factual programmes made in and about developing countries.
 - Publications: CBA Quarterly magazine, and CBA annual directory.
 - Offers up to 20 training courses to members, specializing in all forms of broadcast training: editorial, journalism, production, presentation, online engineering and technology and management training.
 - Holds a bi-annual conference discussing broadcast issues.
2. The Commonwealth Human Rights Initiative (CHRI)
 - Undertakes human rights education and advocacy programs focusing on access to information and access to justice.
 - Publishes an annual report on human rights issues in the Commonwealth, which addresses issues in the media.
 - Hold an annual conference discussing emerging human rights issues.
3. The Commonwealth Journalists Association (CJA)
 - Organizes up to 10 training workshops for journalists who are members of CJA in topics such as political reporting, reporting on elections and budgets, health reporting, reporting in conflicts, and training of trainers.
 - Organizes a conference for members every three years, highlighting journalism concerns.
4. The Commonwealth Lawyers Association (CLA)
 - Promotes the rule of law and undertakes research projects, conferences and advocacy.
 - Works with CHRI on rights issues, relating to freedom of information and issues related to the media and freedom of information.
 - Holds an annual conference.
5. The Commonwealth Parliamentary Association (CPA)
 - In collaboration with CPU, CJA, CBA and with funding from the World Bank Institute, held Parliament and the Media conferences in New Delhi (2000), Cape Town (2002) and the 2003 Study Group on Media Legislation and Parliamentary Practice in Perth, Australia.
 - In collaboration with the Parliament of Ghana and the World Bank Institute, convened a

Study Group on Access to Information in 2004.

- In collaboration with CBA and UNESCO, conducted a survey about parliamentary broadcasting practices around the Commonwealth (2003).
- Publishes reports of its events.

6. The Commonwealth Press Union (CPU)

- Offers two awards: the Astor award for services to press freedom and the Commonwealth Photographic Awards.
- Holds a bi-annual conference involving high ranking editors, publishers and media practitioners to encourage debate on the issues of the day and strategies for development, which includes an Editors' Forum preceding the conference.
- Publishes CPU news- as a forum for news and views of members and as a chronicle of media activities throughout the Commonwealth.
- Publishes a Monthly Commonwealth Press Freedom Review highlighting all the major press freedom violations and victories, circulated via email.
- Operates a CPU Legal Support programme which aims to assist journalists in pre and post-publication law, libel, defamation and criminal cases.
- Advocates for the adoption of Codes of Practice for all media journalists.
- Participates in election monitoring groups in selected countries, at the invitation of the Secretariat.
- Publishes the documents of interest related to the Commonwealth Press, including ones on self regulation, media monitoring in elections, and a 1999 report on the Independence of the Commonwealth Press.
- Organized with the World Bank Institute, the Foreign and Commonwealth Office and the UK Press Complaints Commission regional seminars encouraging self regulation as opposed to government press councils in the Commonwealth press.
- Conducts approximately 20 short term training courses per year for journalists, managers and editors in the print media who are members of CPU covering topics such as newspaper management, health, good governance, greater opportunities for women, environment, conservation, skills transfer, press freedom, human rights and sub-editing. Occasionally also offers courses for the broadcast media.
- Manages the CPU Fellowship Awards: Harry Brittan Fellowship where up to 12 senior journalists spend six weeks in the UK; the Gordon Fisher Award, where one senior journalist spends an academic year at Massey College, Toronto; and the CPU Fellowship in International Journalism, where a young journalist spends one year at City University, London studying for a Masters Degree.
- Is developing on-line training courses in sub-editing skills.

7. The Royal Commonwealth Society

- Sponsors the annual Commonwealth Vision Awards, open to broadcasters and independent programme makers to recognize excellence in making a short film on a designated Commonwealth theme. Also supported by the CBA, the Commonwealth Secretariat, the Commonwealth Foundation, the BBC World Service, the British Council, and the Foreign and Commonwealth Office of the UK Government.

8. The Commonwealth of Learning (COL) - an inter-governmental organization.

- Promoting its proposal for a virtual university for Commonwealth Small States, which could possibly include journalism studies.

Annex C:
Distribution of Funding by Regions: 1994-2003. Value and Percentage

| Year | Africa £ | Asia £ | Caribbean £ | Pacific £ | Pan Commonwealth £ | Yearly Totals £ |
|--------------|---------------------|-------------------|------------------------|----------------------|-----------------------------------|----------------------------|
| 1994 | 58,115 | 26,397 | 9,746 | 0 | 77,500 | 171,758 |
| 1995 | 73,326 | 36,639 | 14,441 | 20,491 | 27,500 | 172,397 |
| 1996 | 93,532 | 8,398 | 9,652 | 17,769 | 50,652 | 180,003 |
| 1997 | 131,480 | 36,776 | 12,632 | 15,974 | 27,078 | 223,940 |
| 1998 | 128,084 | 32,336 | 12,365 | 5,701 | 25,415 | 203,901 |
| 1999 | 114,369 | 25,604 | 36,284 | 14,937 | 7,517 | 198,711 |
| 2000 | 107,238 | 36,470 | 15,778 | 4,990 | 39,000 | 203,476 |
| 2001 | 102,356 | 19,387 | 12,780 | 42,032 | 13,582 | 190,137 |
| 2002 | 62,449 | 25,436 | 19,007 | 0 | 58,534 | 165,426 |
| 2003 | 42,461 | 28,566 | 14,273 | 9,420 | 98,836 | 193,556 |
| Total | 913,410 | 276,009 | 156,958 | 131,314 | 425,613 | 1,903,304 |

| Year | Africa % | Asia % | Caribbean % | Pacific % | Pan Commonwealth % | Yearly Totals |
|--------------|---------------------|-------------------|------------------------|----------------------|-----------------------------------|----------------------|
| 1994 | 34.0 | 15.0 | 6.0 | 0.0 | 45.0 | 100 |
| 1995 | 43.0 | 21.0 | 8.0 | 12.0 | 16.0 | 100 |
| 1996 | 52.0 | 5.0 | 5.0 | 10.0 | 28.0 | 100 |
| 1997 | 59.0 | 16.0 | 6.0 | 7.0 | 12.0 | 100 |
| 1998 | 63.0 | 16.0 | 6.0 | 3.0 | 12.0 | 100 |
| 1999 | 58.0 | 13.0 | 18.0 | 8.0 | 4.0 | 100 |
| 2000 | 53.0 | 18.0 | 8.0 | 2.0 | 19.0 | 100 |
| 2001 | 54.0 | 10.0 | 8.0 | 22.0 | 7.0 | 100 |
| 2002 | 38.0 | 15.0 | 11.0 | 0.0 | 35.0 | 100 |
| 2003 | 22.0 | 15.0 | 7.0 | 5.0 | 51.0 | 100 |
| Total | 48.0 | 15.0 | 8.0 | 7.0 | 22.0 | 100 |

Annex D:
SUMMARY OF DEVELOPMENT, CONFERENCES, CONSULTANCIES AND AWARDS: 1994-2003

| Type | Year | Media Area | Service Provider | Cost | Name | Country | Region | M/P's | F/P's |
|--------------|------|------------|------------------|---------------|--|------------|-----------|-------|-------|
| Health | 1996 | PRINT | CPU | 5,000 | Health Reporting Course | Uganda | Africa | 16 | 3 |
| Health | 1997 | PRINT | CPU | 3,143 | The Essentials of Health Reporting Course | India | Asia | 12 | 9 |
| Health | 1998 | PRINT | TF | 5,040 | Social Issues in the News Course | Pakistan | Asia | 7 | 7 |
| Health | 2000 | MIXED | CBA | 6,897 | Health Programme for Africa -45 | Regional | Africa | 0 | 0 |
| Health | 2001 | MIXED | TF | 5,811 | HIV Television and Radio Course -57 | Regional | Africa | 7 | 6 |
| Health | 2001 | MIXED | TF | 4,940 | HIV Television and Radio Course -58 | Regional | Africa | 5 | 6 |
| Health | 2002 | MIXED | CBA | 5,081 | Health Programs Focusing on HIV/AIDS | Sri Lanka | Asia | 3 | 1 |
| Health | 2002 | MIXED | CPU | 7,434 | Malaria and the Media Course | Tanzania | Africa | 7 | 6 |
| Health | 2003 | MIXED | CBA | 7,396 | Broadcasting Effective Health Campaigns Course -74 | Regional | Africa | 28 | 37 |
| Health | 2003 | PRINT | CPU | 11,586 | Reporting on HIV/AIDS & other Health | Regional | Africa | 14 | 4 |
| Health | 2003 | TV | ScriptNet | 4,892 | Scriptwriting for Heath TV Drama Series | Ghana | Africa | 7 | 4 |
| Health | 2003 | RADIO | TF | 5,629 | HIV/AIDS and Human Rights Training for Radio -80 | Zambia | Africa | 7 | 6 |
| Health | 1998 | PRINT | CPU | 3,376 | Health Reporting Course | The Gambia | Africa | 10 | 8 |
| Health | 2000 | PRINT | CPU | 9,712 | Health Reporting Course -47 | Regional | Caribbean | 4 | 9 |
| Health | 2001 | MIXED | CBA | 8,000 | Health Program Training and Support -55 | Regional | Caribbean | 13 | 11 |
| TOTAL | | | | 93,937 | | | | | |
| Gender | 1996 | RADIO | CBA | 5,956 | Gender Issues and Radio Production Skills Course | Malawi | Africa | 4 | 7 |
| Gender | 1999 | PRINT | CPU | 5,099 | Reporting Women's Human Rights Issues | Pakistan | Asia | 8 | 9 |
| Gender | 1999 | PRINT | CPU | 4,074 | Gender and Newspaper Workshop | Uganda | Africa | 6 | 5 |
| Gender | 1999 | PRINT | TF | 5,475 | Reporting Gender Issues Course | Pakistan | Asia | 10 | 6 |
| Gender | 2001 | MIXED | CBA | 1,300 | Broadcasting Women's Gender Sensitization | Regional | Pacific | 0 | 16 |

| Type | Year | Media Area | Service Provider | Cost | Name | Country | Region | M/P's | F/P's |
|--------------|------|------------|------------------|---------------|--|------------|-----------|-------|-------|
| Gender | 2003 | PRINT | CPU | 4,176 | Gender and Newspapers Course | Zambia | Africa | 16 | 9 |
| Gender | 1998 | PRINT | TF | 4,940 | News and Gender Course -27 | Unknown | Caribbean | 5 | 7 |
| Gender | 2001 | RADIO | CBA | 8,000 | Radio Support for Women Broadcasters Course -62 | Regional | Pacific | 0 | 19 |
| TOTAL | | | | 39,020 | | | | | |
| Environment | 1997 | PRINT | CJA | 5,702 | Training Course in Environmental Reporting | Pakistan | Asia | 28 | 6 |
| Environment | 1997 | PRINT | CPU | 7,281 | Environmental Reporting -14 | Unknown | Africa | 16 | 9 |
| Environment | 1998 | PRINT | CPU | 3,292 | Environmental Reporting Course | Cameroon | Africa | 9 | 6 |
| TOTAL | | | | 16,275 | | | | | |
| Human Rights | 1997 | PRINT | CPU | 2,051 | Reporting on Human Rights Issues | Pakistan | Asia | 16 | 4 |
| Human Rights | 1999 | MIXED | CJA | 5,206 | Human Rights Reporting and Media Ethics Course | India | Asia | 19 | 4 |
| Human Rights | 1999 | PRINT | TF | 4,095 | Workshop on Reporting Human Rights | Malawi | Africa | 10 | 5 |
| Human Rights | 1999 | TV | TF | 6,149 | Human Rights and Democratic Journalism Course | Nigeria | Africa | 7 | 3 |
| Human Rights | 2000 | PRINT | TF | 4,573 | Human Rights Reporting | Malawi | Africa | 10 | 4 |
| Human Rights | 2001 | TV | CBA | 4,255 | Television and Radio Training: Human Rights Issues | Bangladesh | Asia | 2 | 20 |
| Human Rights | 1999 | TV | TF | 5,659 | Human Rights TV Training Course | Grenada | Caribbean | 15 | 12 |
| Human Rights | 2000 | TV | TF | 5,030 | TV News/Human Rights Course | Sri Lanka | Asia | 10 | 2 |
| Human Rights | 2000 | TV | TF | 6,066 | TV News, Current Affairs and Human Rights Course | Guyana | Caribbean | 5 | 6 |
| TOTAL | | | | 43,084 | | | | | |

| Type | Year | Media Area | Implementing Organization | Cost | Name | Country | Region | M/P's | F/P's |
|--------------|------|------------|---------------------------|----------------|---|------------|--------|-------|-------|
| Political | 2000 | PRINT | CPU | 5,594 | Post-Conflict Reporting Course | Sierra | Africa | 8 | 4 |
| Political | 2000 | PRINT | CPU | 7,043 | Election Reporting Course | Zambia | Africa | 12 | 6 |
| Political | 2000 | PRINT | TF | 4,333 | Course: 'Journalists and Politicians" | Ghana | Africa | 12 | 3 |
| Political | 2001 | MIXED | CJA | 4,723 | Election Reporting Course | The Gambia | Africa | 15 | 2 |
| Political | 2001 | MIXED | CJA | 4,684 | Election Reporting Course | Sierra | Africa | 12 | 3 |
| Political | 2001 | PRINT | CPU | 3,860 | Election Reporting Course | Bangladesh | Asia | 17 | 3 |
| Political | 2001 | MIXED | TF | 5,720 | Pre-election reporting Workshop- | Lesotho | Africa | 9 | 4 |
| Political | 2002 | MIXED | CJA | 7,700 | Election Reporting Workshop | Kenya | Africa | 24 | 8 |
| Political | 2002 | PRINT | CPU | 12,343 | Political Reporting in Africa -Distance Course - 70 | Regional | Africa | 23 | 1 |
| Political | 2002 | MIXED | TF | 3,586 | Parliamentary Reporting Course | Uganda | Africa | 12 | 8 |
| Political | 2002 | MIXED | TF | 6,724 | Training/Consultancy for Parliamentary Journalists | Malawi | Africa | 10 | 3 |
| Political | 2002 | PRINT | CPU | 6,792 | Reporting the Peace Workshop | Sri Lanka | Asia | 29 | 7 |
| Political | 2003 | MIXED | CJA | 7,158 | Budget Reporting Course | Bangladesh | Asia | 15 | 1 |
| Political | 2003 | PRINT | CPU | 1,486 | Political Reporting Course | Bangladesh | Asia | 0 | 0 |
| Political | 1998 | PRINT | CPU | 7,790 | Responsible Journalism Course -25 | Unknown | Africa | 21 | 2 |
| Political | 1998 | PRINT | CPU | 1,850 | Training Course on Parliamentary | Bangladesh | Asia | 15 | 0 |
| Political | 1998 | PRINT | CPU | 7,375 | Reporting in Areas of Conflict Course -23 | Unknown | Africa | 15 | 4 |
| Political | 1999 | MIXED | CJA | 6,816 | Workshop on Political and Parliamentary Reporting | Nigeria | Africa | 23 | 3 |
| Political | 1999 | PRINT | CPU | 7,122 | Reporting Elections Course -38 | Regional | Africa | 11 | 1 |
| Political | 1999 | RADIO | TF | 5,174 | Election Training for Radio | Malawi | Africa | 13 | 7 |
| Political | 1996 | MIXED | CJA | 6,808 | Training Workshop on Election Reporting | Zambia | Africa | 17 | 6 |
| TOTAL | | | | 124,681 | | | | | |

| Type | Year | Media Area | Service Provider | Cost | Name | Region | Country | M/P's | F/P's |
|------------------------------------|------|------------|--------------------------------|----------------|--|-----------|---------|-------|-------|
| Awards | 1994 | MIXED | Individual Award | 8,500 | Funding for Master's Degree at City University | Africa | Uganda | 1 | 0 |
| Awards | 1994 | MIXED | BAFTA | 5,000 | Contribution to Elizabeth R Broadcasting Fund | Pan Comm. | Unknown | 0 | 0 |
| | | | | 13,500 | | | | | |
| Awards | 1995 | MIXED | BAFTA | 5,000 | Contribution to Elizabeth R. Broadcast Fund | Pan Comm. | Unknown | 0 | 0 |
| Awards | 1995 | MIXED | TF | 15,000 | Advanced Reporting Course - Press and Radio - Fellowship | Pan Comm. | Unknown | 8 | 0 |
| | | | | 20,000 | | | | | |
| Awards | 1996 | MIXED | BAFTA | 5,000 | Contribution to 'Elizabeth R' Broadcasting Fund | Pan Comm. | Unknown | 0 | 0 |
| Awards | 1996 | PRINT | TF | 10,000 | Advanced Reporting Course - Fellowship - 9 | Pan Comm. | Unknown | 4 | 0 |
| | | | | 15,000 | | | | | |
| Awards | 1997 | MIXED | BAFTA | 5,000 | 1997 Grant to 'Elizabeth R' Broadcasting Fund | Pan Comm. | Unknown | 0 | 0 |
| Awards | 1997 | MIXED | BAFTA | 15,000 | 1998 Grant to 'Elizabeth R' Broadcasting Fund | Pan Comm. | Unknown | 0 | 0 |
| Awards | 1997 | PRINT | TF | 5,500 | Advanced Reporting Course - Fellowship - 17 | Pan Comm. | Unknown | 2 | 1 |
| | | | | 25,500 | | | | | |
| Awards | 1998 | MIXED | BAFTA | 5,000 | 1999 Grant to 'Elizabeth R' Broadcasting Fund | Pan Comm. | Unknown | 0 | 0 |
| | | | | | | | | | |
| Awards | 2002 | MIXED | TF | 13,500 | Press Fellowship Program -64 | Pan Comm. | Unknown | 2 | 0 |
| Awards | 2003 | MIXED | RCS | 10,000 | The Vision Awards | Pan Comm. | Unknown | 0 | 0 |
| Awards | 2003 | MIXED | Elizabeth R Broad-casting Fund | 10,000 | 2003 One World Fellowship Scheme Grant | Pan Comm. | Unknown | 3 | 2 |
| Total for Awards, 1994-2003 | | | | 112,500 | | | | | |

| Type | Year | Media Area | Service Provider | Cost | Name | Region | Country | M/P's | F/P's |
|--------------|------|------------|------------------|---------------|---|-----------|--------------|-------|-------|
| Consultancy | 1994 | TV | CBA | 4,751 | Organizational Review of Swazi TV Authority | Africa | Swaziland | 0 | 0 |
| Consultancy | 1994 | TV | CBA | 9,674 | Review of Pakistan TV's Organizational Structure | Asia | Pakistan | 0 | 0 |
| Consultancy | 1994 | TV | CBA | 4,885 | Consultancy for Swazi TV Authority | Africa | Swaziland | 0 | 0 |
| consultancy | 1994 | MIXED | Mentac Ltd | 4,630 | Management Training and Consultancy | Africa | Zimbabwe | 21 | 2 |
| Consultancy | 1994 | RADIO | CBA | 8,048 | Broadcast Journalism Consultancy and Training | Africa | Kenya | 10 | 6 |
| TOTAL | | | | 31,988 | | | | | |
| Consultancy | 1995 | TV | TF | 7,500 | Television Consultancy -7 | Pacific | Regional | 0 | 0 |
| Consultancy | 1995 | MIXED | CBA | 7,500 | Commonwealth Broadcasters Web Site | Pan Comm. | unknown | 0 | 0 |
| TOTAL | | | | 15,000 | | | | | |
| Consultancy | 1997 | RADIO | Radio Guild | 7,850 | Working Attachment | Africa | Tanzania | 0 | 0 |
| Consultancy | 1997 | PRINT | TF | 5,750 | Newspaper Management and Marketing Consultancy-13 | Pacific | Regional | 0 | 0 |
| Consultancy | 1997 | MIXED | CBA | 1,578 | Worldwide Web Site for Commonwealth Broadcasters | Pan Comm. | unknown | 0 | 0 |
| Consultancy | 1997 | RADIO | TF | 5,683 | News/Current Affairs/General Production Consultancy | Africa | South Africa | 6 | 14 |
| Consultancy | 1997 | RADIO | TF | 5,028 | Rural/Developmental Course & Management Consultancy | Africa | Uganda | 8 | 5 |
| Consultancy | 1997 | MIXED | CBA | 5,612 | Audience Research/Marketing Consultancy - 11 | Africa | Regional | 15 | 9 |
| Consultancy | 1997 | MIXED | CBA | 6,000 | Audience Research/Marketing Consultancy - 12 | Africa | Regional | 18 | 5 |
| TOTAL | | | | 37,501 | | | | | |
| Consultancy | 1999 | RADIO | TF | 4,449 | Community Radio Consultancy | Africa | South Africa | 16 | 8 |

| | | | | | | | | | |
|---|------|-------|-------------------------|----------------|------------------------------------|--------|--------------|---|---|
| Consultancy | 2001 | MIXED | SA Nat'l Editors' Forum | 15,609 | National Skills and Training Audit | Africa | South Africa | 0 | 0 |
| Consultancy | 2002 | TV | ScriptNet | 6,829 | Government Film Policy Consultancy | Africa | Ghana | 0 | 0 |
| Total for Consultancies, 1994-2003 | | | | 116,617 | | | | | |

| Type | Year | Media Area | Service Provider | Cost | Name | Region | Country | M/P's | F/P's |
|--------------|------|------------|------------------|---------------|--|-----------|------------------|-------|-------|
| Conference | 1994 | PRINT | CPU | 12,500 | CPU Biennial Conference | Pan Comm. | Unknown | 12 | 5 |
| | | | | | | | | | |
| Conference | 1996 | MIXED | CBA | 10,652 | Contribution to CBA Biennial Conference | Pan Comm. | Unknown | 3 | 3 |
| Conference | 1996 | MIXED | CJA | 15,000 | Contribution to CJA Conference in Hong Kong | Pan Comm. | Unknown | 11 | 2 |
| Conference | 1996 | PRINT | CPU | 10,000 | Grant to Editor's Forum and CPU Conference | Pan Comm. | Unknown | 3 | 1 |
| TOTAL | | | | 35,652 | | | | | |
| Conference | 1997 | MIXED | CBA | 375 | Subsistence Allowance to attend the CHOGM 1997 | Pacific | Papua New Guinea | 1 | 0 |
| TOTAL | | | | 375 | | | | | |
| Conference | 1998 | MIXED | CBA | 10,415 | CBA General Conference -22 | Pan Comm. | Unknown | 7 | 0 |
| Conference | 1998 | PRINT | CPU | 10,000 | Grant for CEF and CPU Biennial Conference -26 | Pan Comm. | Unknown | 4 | 1 |
| TOTAL | | | | 20,415 | | | | | |
| Conference | 1999 | PRINT | CPU | 7,517 | Pre-CHOGM Editor's Symposium -36 | Pan Comm. | Unknown | 6 | 4 |
| Conference | 2000 | MIXED | CBA | 12,000 | CBA XXIII General Conference | Pan Comm. | Unknown | 24 | 2 |
| Conference | 2000 | MIXED | CJA | 15,000 | CJA Triennial Conference | Pan Comm. | Unknown | 6 | 3 |

| Type | Year | Media Area | Service Provider | Cost | Name | Region | Country | M/P's | F/P's |
|--|------|------------|------------------|----------------|---|-----------|---------|-------|-------|
| Conference | 2000 | PRINT | CPU | 12,000 | Commonwealth Editor's Forum and CPU Conference | Pan Comm. | Unknown | 4 | 3 |
| | | | | 39,000 | | | | | |
| Conference | 2001 | PRINT | CPU | 3,937 | Cancellation Cost of Pre-CHOGM Editor's Symposium | Pan Comm. | Unknown | 0 | 0 |
| Conference | 2001 | MIXED | CPU | 9,645 | Highway Africa 2001 | Pan Comm. | Unknown | 5 | 3 |
| | | | | 13,582 | | | | | |
| Conference | 2002 | MIXED | CBA | 11,947 | CBA General Conference -65 | Pan Comm. | Unknown | 18 | 1 |
| Conference | 2002 | MIXED | CJA | 19,387 | CJA Silver Jubilee Conference -66 | Pan Comm. | Unknown | 0 | 0 |
| Conference | 2002 | PRINT | CPU | 13,373 | Commonwealth Editors Forum and CPU Conference -69 | Pan Comm. | Unknown | 11 | 1 |
| | | | | 44,707 | | | | | |
| Conference | 2003 | MIXED | CBA | 14,500 | CBA General Conference -76 | Pan Comm. | Unknown | 11 | 1 |
| Conference | 2003 | MIXED | CJA | 16,256 | Conflict in the Commonwealth -73 | Pan Comm. | Unknown | 11 | 5 |
| Conference | 2003 | PRINT | CPU | 18,524 | To Attend CHOGM | Pan Comm. | Unknown | 8 | 0 |
| Conference | 2003 | MIXED | ComSec | 19,241 | Grants for Journalists to Attend CHOGM 2003 -75 | Pan Comm. | Unknown | 7 | 1 |
| | | | | 68,521 | | | | | |
| Total for Conferences 1994-2003 | | | | 242,269 | | | | | |

Annex E:
Total Number of Initiatives in Commonwealth Small States: 1994-2003²³

| Caribbean | No. | Africa | No. | Pacific | No. |
|--------------------------------|------------|-------------------|------------|------------------|------------|
| Antigua & Barbuda | | Botswana | 2 | Fiji Islands | 7 |
| The Bahamas | | The Gambia | 6 | Kiribati | |
| Barbados | 7 | Lesotho | 2 | Nauru | |
| Belize | | Mauritius | 3 | Papua New Guinea | 1 |
| Dominica | | Namibia | 2 | Samoa | 1 |
| Grenada | 2 | Seychelles | 3 | Solomon Islands | |
| Guyana | 3 | Swaziland | 4 | Tonga | 1 |
| Jamaica | 4 | Regional | 7 | Tuvalu | |
| St Kitts & Nevis | | Total | 29 | Vanuatu | 1 |
| St Lucia | | | | Regional | 5 |
| St Vincent & the Grenadines | | Asia | | Total | 16 |
| Trinidad & Tobago | 1 | Brunei Darussalam | 1 | | |
| Regional | 5 | Maldives | | | |
| Total | 22 | Regional | 0 | | |
| Total Small States = 68 | | Total | 1 | | |

²³ Ideally, the chart should reflect the number of CMDF initiatives in which citizens of a small state participated in. However, available records often consider a country that hosts a regional workshop to be the recipient country, and does not record the number of participants in that workshop who may have come from another country

Annex F: DOCUMENTS CONSULTED

Commonwealth Secretariat Documents

Commonwealth Secretariat Assistance to Member Countries: 2002/03.
Report of the Commonwealth Expert Group on Development and Democracy: Making Democracy Work for Pro-Poor Development October 2003.
Report of the Commonwealth Committee on Communication and the Media. Note by the Commonwealth Secretariat. August 1981.
Project Management Manual 28 June 2000.
Programmes of Assistance: Practises and Procedures: A Manual for Points of contact and others in Commonwealth Governments and Organizations - Fourth Edition December 2002.
Creating a Culture of Integrity by John Uhr from the Taking Democracy Seriously Series.
Malawi Electoral Commission - Media Monitoring Project for Parliamentary and Presidential Elections 2003 by Tim Neale, Advisor to the Commission. 2004.
Provisional Agenda item 7 - LMSCJ(04)9 Broadcasting Legislation and Regulations: Issues for Discussion. Paper prepared for the Commonwealth secretariat by Eve Salomon. July 2004.
Communiqué from the October 21-22/04 meeting of the Law Ministers and Attorneys General for Small Commonwealth Jurisdictions.
Commonwealth Secretariat: Financial Statements as of June 30, 2002, certified with an unqualified audit opinion.
Commonwealth Fund for Technical Co-operation Accounts for the year ended June 30, 2002, certified with an unqualified opinion.
Management Accounts for the eleven months to May 31, 2004. Combined Summary of all Funds dated June 18, 2004, FMIS, Commonwealth Secretariat.
Development and Democracy. Report of the Commonwealth Secretary-General 2003.

The Report of the Commonwealth Observer Group/Expert Team

The Gambia Presidential Election: October 18, 2001.
Mozambique Local Elections: November 19, 2003
Antigua and Barbuda General Election march 23, 2004.
Sri Lanka General Election. April 2, 2004.
Malawi Parliamentary and Presidential Elections. May 20, 2004.

Workshop Papers: Commonwealth Workshop on Broadcasting and Democracy, Toronto April 9-11, 2001

Remarks to the Opening Session, Jon Sheppard, Director Political Affairs Division, Commonwealth Secretariat.
Follow Up to the New Delhi Programme of Action: Commonwealth Parliamentary Association: Broadcasting and Democracy in St. Kitts and Nevis. Clement Liburd, Director of Broadcasting. St. Kitts and Nevis.
Democratic Broadcasting Approach in Malaysia Mahat Jamat, Radio Television Malaysia
The Relationship between Broadcasting and Democratic Process. Mikidadi Mahmound, Director, Radio One, Tanzania.
Broadcasting and Democracy in Zimbabwe. Luke Munywarara, Director-General, Zimbabwe

Broadcasting Corporation.

Broadcasting in a Democracy. Time Neale, former Head of Radio Training, BBC

Draft Guidelines for Media Coverage of the 1997 Presidential , Parliamentary and Civic elections in Kenya.

Public Service Broadcasters Around the World A McKinsey Report for the BBC, January 1999.

Broadcasting and Democracy. Godwin Avenorogbo, Acting Director of Radio, Ghana Broadcasting Corporation.

The Role of Community Radio in South Africa Tseliso Leballo, Managing Editor (News) South Africa Broadcasting Corporation.

The Role of the Private Sector Broadcaster in Democratic Reforms Farhad Mahmud, Managing Director, Ekushey Television, Bangladesh.

Broadcasting and Democracy in Nigeria: A Private Sector Perfective Osa Sonny Adun, President/CEO, Degue Broadcasting Network, Nigeria.

The Idea of Public Service Broadcasting Chris Opiyo. Editor-in-Chief, Kenya Broadcasting Corporation

Founding Documents: CMDF

Communication and the Media in the Commonwealth: Memorandum by the Delegation of Australia HGH (79) 21 - August 1979.

Final Communiqué, Heads of Government Meeting, Lusaka 1979.

Report of the Commonwealth Committee on Communication and the Media: Letter of Presentation to the Secretary General and Report. August 15, 1980.

Note by the Commonwealth Secretariat to the Melbourne HGM of August 1981, summarizing the report's recommendations and proposing the activities to be financed under the Commonwealth Media Exchange Scheme.

Final Communiqué, Head of Government Meeting. Melbourne October 7, 1981

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Other Related Documents from Commonwealth Inter-governmental Organizations, Associations, and NGOs

Commonwealth Parliamentary Association: Broadcasting Commonwealth Parliaments. 2003.

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Njonjo Mue, Legal Advisor to Article 19's Africa Programme. Media Law and Practice in South Africa No. 14: Lesotho. May 2000. ISBN No. 1-1902598-23-7

Training Related Documents

Pat Taylor, Evaluation of CBA's Training Programme for 1995/96. A five page report found in CPAD's files.

CBA Training - Its Future Management: Results of Phase One Study. Quercis. 2002/03.

Other Documents

Memo from Michael Fathers former Director of IPAD, given to Evaluator. Assessment of CMDF and Recommendations June 23, 2004

Memo from Derek Ingram: President Emeritus of CJA, given to Evaluator. Assessment of CMDF and Recommendations June 7, 2004.

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Canadian Press Union (CPU)

Annual Report and Financial Statement 2001/2002. available on the web site.

South Africa

Draisma, Jitske. South Africa Media Report. 2003. Provided by SANEF.

Annex G: PERSONS INTERVIEWED: DURING FIELD MISSION

Ghana

Ministry of Foreign Affairs &
Commonwealth Point of Contact
Mr. John Kukele, Director
International Organizations &
Conferences Bureau

Ministry of Information
Mr. Frank Agyerum

British Embassy
Ms Alice Anane-Darko

British Council, Accra
Mr Leslie Boafo, Governance Manager

ScriptNet
Mr Ian Masters

Ms Roberta Gardiner, Head of Training
Ghana Broadcasting Corporation

Scriptnet Participants from one or more
of: 2004 Producer's Workshop: Health
Series; 2002 Lightning/Photography
Workshop; and, 2000 Director's Workshop

Mr Derek Sewornu
Mr E. Dugbartey Manor
Ms Naana Mensah
Mr Enoch Teddy Sodnery
Mr Albert Boateng-Bediako
Mr Albert Amden Orousu-Ansah

CPU Participants from one or more of:
2000 Economic & Financial Writing;
1999 Newspaper Mtg & Marketing
1995 Newspaper Design Clinic for Senior
Editors (Regional)

Steven Labis (CPU Rep for Ghana)
Ms Francesc Ayerro

Mr Lys Hayfron Asare
Ms Mavis Kitche
Mr Ferdinand Ayim

CPU Participant from
2000 Training Course in Economic and
Financial writing.

Mr Matthew MacKwane

South Africa

National Treasury:
International Cooperation Division &
Commonwealth Point of Contact

Mr. Saheed Rajie, Chief Director
Ms. Vuyelwa Masangwana, Deputy
Director

Institute for the Advancement of
Journalism (IAJ)
Mr Jacob Ntshangase, Executive Director

South Africa National Editor's Forum
(SANEF)

Ms Amina Frense, Treasurer SANEF
Ms Femida Mehtar, Administrator

CPU Participants from
2001 Workshop: 'Bite without Leaving
Teeth Marks'

Thomson Foundation Participants from
2000 Course for Community Radio
Stations in South Africa – Journalism and
Management Training

Annex H: PERSONS INTERVIEWED: LONDON

Commonwealth Secretariat Marlborough House

Strategic Planning and Evaluation Division (SPED)

Ms Alexandra (Sandy) Jones, Director
Dr. Elizabeth Brouwer, Deputy Director
(Evaluation)
Mr Tyson Mason, Evaluation Officer
Ms Sharon Robinson, Civil Society Liaison
Officer

Communications and Public Affairs Division (CPAD)

Mr Joel Kibazo, Director
Mr Daniel Woolford, Assistant Public
Affairs Officer
Mr Kam-Shing Poon, Executive Officer
Ms Geraldine Goh, Public Affairs Officer &
member of observer mission to Malawi
Mr Jagdish Bhimjiyani, Internet/Web
Development Officer

Political Affairs Division (PAD)

Mr Christopher Child, Deputy Director

Corporate Services Division

Ms Marion Cowden, Director of Corporate
Services

Department for International Development (DFID)

Mr Steven Hillier, Team Leader,
Commonwealth, United Nations and
Commonwealth Development
Ms Dorothy Kirkwood

UK Based NGOs

**Commonwealth Broadcasting
Association (CBA)**, 17 Fleet street,
London EC4Y 1AA

Ms Elizabeth Smith, Secretary-General
Mr Colin Lloyd, former CBA Deputy-
Director now freelance consultant and
CBA trainer

Commonwealth Press Union (CPU)
17 Fleet Street, London EC4Y 1AA

Ms Lindsay Ross, Executive Director
Ms Jane Rangeley, Training Director

**Commonwealth Journalists
Association (CJA)**, University of the
West Indies, St Augustine, Trinidad and
Tobago

Mr Barry Lowe, Senior Lecturer, London
College of Music & Media, CJA member,
trainer & Director of Projects
Mr Derek Ingram, freelance journalist and
Founding President Emeritus, CJA

The Thomson Foundation

37 Park Place, Cardiff, CF10 3BB
Mr Gareth Price, Director

Other Persons Related to CMDF/CPAD

Mr Michael Fathers, former Director IPAD
Clyde Sanger, former Director IPAD (met
in Ottawa, Canada)

Annex I: CMDF Strategy Paper

Background and Mandate

In the Aso Rock Commonwealth Declaration on Development and Democracy, issued at the 2003 Abuja summit, Commonwealth Heads of Government stated, "We reiterate our collective commitment and determination to attain the Millennium Development Goals (MDGs), especially in regard to health and education. We welcome the efforts of the Commonwealth to attain the MDGs, in particular for poverty eradication, through technical assistance programmes in developing member countries. We affirm our enthusiasm and resolve to increase aid levels to support the MDGs."

The Declaration recognized that, "while development and democracy are goals each in its own right, they must be mutually reinforcing, with a clear 'democratic dividend', in terms of delivering tangible results to people." Heads of Government affirmed their conviction "that broad-based prosperity creates the stability conducive to the promotion of democracy; and that strong democratic institutions better promote development."

In the 2003 Abuja Communiqué, Commonwealth leaders reiterated, among other things, "their commitment to non-racism, international peace and security, democracy, good governance, human rights, rule of law, the independence of the judiciary, freedom of expression and a political culture that promotes transparency, accountability and economic development."

A strong broadcast and press media sector is seen as going hand-in-hand with freedom of expression, and as an essential component of a healthy democratic society. By strengthening the media in member countries, therefore, the CMDF contributes directly to the advancement of fundamental Commonwealth values.

In order to support member countries' efforts to achieve the above goals, the Commonwealth Media Development Fund (CMDF) offers financial support for programmes designed to help strengthen the broadcast and print media in Commonwealth developing countries. It works in partnership with specialized non-governmental agencies to develop capacity and improve skills and competencies at all levels. The CMDF is supported by contributions from Commonwealth governments and is administered by the Commonwealth Secretariat's Communications and Public Affairs Division (CPAD).

Strategic Directions for 2004- 2005

Goal

The overarching strategic goal of the CMDF for the two-year period commencing January 2004 is as follows:

- "to help promote democracy, good governance, and the achievement of the Millennium Development Goals".

Objectives

Within that overarching goal, the specific objectives of the CMDF, focusing on Commonwealth developing countries, particularly low-income countries and developing small states, are:

1. To strengthen the capacity of the print and broadcast media sectors in member countries to raise awareness and inform their target audience on:

- health, including basic healthcare issues and HIV/AIDS awareness, prevention and treatment.
- education, including the production of educational audio-visual materials.
- economic development and poverty alleviation, including macro-economic and financial issues, trade, entrepreneurship and agriculture.
- human rights, including gender equality, the protection of children's rights and the right to education.
- democracy, good governance, conflict resolution/avoidance, peace building.

2. to enhance freedom of expression through the promotion of sound, effective journalism.

Outputs

- Enhanced capacity of media in Commonwealth developing countries to support and strengthen development and democracy through sound and effective media reporting on key issues.
- Greater awareness within the media and the public in Commonwealth countries of the Millennium Development Goals and efforts being made to achieve them.
- Improved skills of media personnel in documenting activities aimed at enhancing sustainable development, democracy and good governance.

Inputs and activities

- Delivery of sustainable media training programmes, on both substantive issues and in basic media skills including new media, for example information and communications technology, to media organizations and personnel in member countries.
- Capacity building and skills transfer through innovative approaches including, but not limited to, formal training programmes.

The precise nature of the inputs needed to achieve CMDF's goal and objectives depends in part on the specific target audience a given project is intended to reach (e.g. politicians and policy makers, the international community, national, regional or local populations etc).

Media training projects should form part of a strategic approach which supports CMDF's goals and objectives, and which complements other projects and initiatives. Small-scale, one-off projects on highly specialized topics are generally (with some exceptions) not considered to be consistent with CMDF's current strategic focus.

Funding and partner organizations

In 2003-2004, the governments contributing to CMDF were India and the United Kingdom. In recent years the Government of Australia has also contributed. The largest single contribution (approximately 90 per cent) is made by the UK Government. The Government of India contribution supports a series of workshops implemented by CPAD, while the Australian Government's contribution has supported CMDF projects in the Pacific Region. For the UK Government's contribution, provided through the Department for International Development (DfID), CMDF has established a projects submissions and approvals process which is outlined below.

CMDF training projects are generally implemented by non-governmental organizations working in collaboration with the Commonwealth Secretariat. These partner organizations submit project proposals to the Secretariat (through CPAD) which carries out a vetting and consolidation process, submitting a consolidated request for funding to the UK Government. On approval of this request, partner organizations commence implementation of their approved projects, and invoice CMDF up to an agreed amount to defray expenses. Under certain circumstances, CPAD may provide an accountable advance to assist partner organizations' cash flows. Projects may not be fully funded, so in such cases partner organizations should also seek funding from other sources.

Guidelines for project submissions

Projects approved for funding under CMDF must be consistent with the goal and objectives outlined above. Project submissions should therefore indicate the objectives being addressed and how they will achieve them. It is recommended that project submissions include a logical framework that establishes these points.

Annex 1 provides examples of logical frameworks used by the Commonwealth Secretariat in its internal project approval process. The 'simple logframe' provides a series of structured, interrelated headings which form a logical chain showing how project inputs will lead to the achievement of the stated goal. The 'full logframe' employs the same technique in a more detailed way, and is particularly useful in planning for the monitoring and evaluation of the project.

To maximize impact and avoid duplication, it is recommended that partner organizations explore collaborating with each other in project design and implementation. This could be achieved in various ways:

- agreeing to target different geographical or skills areas to avoid duplication.
- pooling resources to increase impact, for example by expanding an in-country project into a regional one to benefit more countries.
- developing collaborative projects with complementary roles for different organizations. In this case, there should nevertheless be one 'lead' organization with which CMDF would work on all aspects of financing and accounting.

Priority should be given to meeting the needs of the poorest and least developed countries, and to developing small states where skills gaps in local populations may be more acute. In cases where, perhaps for logistical reasons, conferences are held in developed countries, efforts should be made to secure 'in kind' support from the host country to offset conference costs. Where possible, evidence of such support should be provided with the funding application.

Where possible, projects should be designed to have maximum impact. One approach to this is to create a 'multiplier effect' by, for example, providing training for trainers who can then provide their own training courses at the local level, or ensuring that any project outcomes broadcast or distributed reach as many people as possible. Given the importance of radio as a medium of mass communication in many developing countries, projects focusing on broadcast media should where possible include a radio component.

Funding applications should clearly define the target audience which the project activity will

help the media to reach, and should indicate why the proposed activity is appropriate to the target audience and intended outcomes.

Project submissions should also include an element providing for evaluation/impact assessment (see below and Annex 1). In particular, partner organizations are encouraged to consider ways of developing a means for ongoing impact assessment and evaluation, including networks of former students, 'success story' case studies, and 'refresher' courses that would provide an opportunity for monitoring the impact of earlier courses and the progress of former students.

Timetable for project funding applications and implementation (2004-2005)

| | |
|--|---|
| Finalizing of CMDF strategy paper and release of first tranche of funds | May 2004 |
| CPAD notifies partners of approved projects and funding allocations | May-June 2004 |
| Partner organizations implement projects, submitting reports, accounts and invoices for each project on completion | June 2004- February 2005 (deadline for completion of final project in 2004-05: 14 February; deadline for submission of final reports and invoices: 28 February) |
| Partner organizations prepare and submit project proposals to CPAD for next implementation cycle | January-February 2005 (final deadline for submission to CPAD: 28 February)* |
| CPAD reviews submissions, consults with partners and draws up list of approved projects | March –April 2005 |
| Partner organizations implement projects, submitting accounts and invoices for each project on completion | May 2005-February 2006 |

**Partner organizations are strongly advised to submit their applications as soon as possible, and certainly well before the final deadline, as no extensions will be granted.*

Evaluation and impact assessment

From January 2004, a twofold approach to evaluation and impact assessment for CMDF will be instituted. All projects submitted for approval in 2004 should include a component providing for an evaluation of the impact and effectiveness of the project. A project evaluation should be submitted to CPAD at the end of the cycle the following March, along with the accounting documentation for each project funded under CMDF.

The Commonwealth Secretariat's Strategic Planning and Evaluation Division (SPED) is carrying out a retrospective evaluation of CMDF, the results of which will guide future directions for the Fund. This is expected to be completed by June 2004. It is hoped that one outcome of that evaluation will be to provide further guidelines on how media training projects can best be assessed, and how monitoring and evaluation can be built in to project design on a sustainable basis.

Annex 1: Logical Frameworks

1. Logical Framework Analysis

A project logical framework (logframe) is a planning tool widely used by multilateral and bilateral agencies and NGOs. It has a role in project appraisal, monitoring and evaluation. Arranging interlocking concepts in the logframe aids logical thinking and enables planners to identify the links between the goal, purpose, outputs, activities and inputs in relation to a specific plan. The completed logframe gives an immediate overview of what the plan is trying to do, and how success can be measured. The logframe provides an excellent framework for 'brainstorming', as well as a clear format for the presentation of projects for approval. It is increasingly a requirement of donors who emphasize that it is both a planning and a management tool.

The basis of logical framework analysis is the identification and management of project objectives. The logframe is a hierarchy of objectives which should be 'SMART', i.e., they should have the following characteristics:

- **Specific** (what, where and when?)
- **Measurable** (can it be measured?)
- **Achievable** (it must be realistic)
- **Relevant** (is the objective meaningful?)
- **Timebound** (what is the time period?)

Presented here are two versions of the logical framework. The simple logframe format provides an easy-to-use version. The full logframe provides for a more detailed analysis of the project and the means of evaluation to be used. It is strongly advised that one or other of these two versions of the logframe be used in CMDF funding applications.

2. The simple logframe

The simple logical framework consists of a hierarchy of five levels which progresses upwards from the inputs required to implement the project, to what will be done with those inputs (activities), to what comes out of them (outputs), to the immediate objectives or reason for doing the project (purpose), to the long term goal to which the project contributes.

| |
|---|
| Goal - the wider problem which the project contributes to solving |
| Purpose - the direct effect of the project towards achieving the goal. |
| Outputs - the specific outputs from the project needed to achieve the purpose. |
| Activities - the activities which make up the project and produce the outputs. |
| Inputs – the resources needed to run the project. |

We use **inputs** to run **activities** to produce **outputs** which will achieve a **purpose** which will contribute to a **goal**. The logic of the logframe thus reads from the bottom to the top. However, the first question is why we are doing the project, what we want to achieve, and for whom. The starting point is thus the purpose. We then ask what outputs are required to achieve this, and what activities will produce those outputs. While the logframe logic reads from inputs to goal, it is thus prepared in the opposite direction from purpose to inputs.

The first and most critical task is to set the purpose of the project. This should be a one-sentence summary of what the project will achieve in concrete terms. It should be written in the past tense as a statement of what will have been accomplished. A purpose might be: "a unit of trained staff created, capable of managing media productions". It would not be a satisfactory purpose "to have run a seminar ...", as this would be an output and there must be some purpose behind wanting to run the seminar.

The goal in the logframe can be more loosely defined than the purpose, as this is the overall long-term objective to which the project is intended to contribute. The project may be completely successful, but the goal may not be achieved for reasons outside the control of the project manager. The assessment of the impact of a project lies between the purpose and the goal, so care should be taken to get both purpose and goal correct.

The outputs, and there could be several in a more complex project, are what is produced by the activities and will lead to the achievement of the purpose. These deliverables could be manuals, people trained, reports, action plans, etc. The "costs" of running the activities and producing the outputs are listed as inputs, and might not be only financial.

3. *The full logical framework*

The full logframe is a 4x4 matrix as shown below. The first column, labelled the "narrative summary", is virtually identical to the simple logframe outlined above, except that inputs are normally listed in the second column (objectively verifiable indicators), since the activities will either happen or not happen, and there is no need to specify 'indicators' as to whether or not this is so. Inputs could be staff time, money or other resources.

| Narrative Summary | Objectively Verifiable Indicators | Means of Verification | Assumptions& Risks |
|---|--|--|--|
| Goal - the wider problem which the project contributes to solving | How to assess whether the project has contributed to the goal | The monitoring means to judge goal achievement. | External conditions needed to achieve the goal. |
| Purpose - the direct effect of the project towards achieving the goal. | Quantitative & qualitative ways of measuring the achievement of the purpose. | The means to measure the achievement of the purpose. | External conditions needed for the outputs to lead to the purpose. |
| Outputs - the specific outputs from the project needed to achieve the purpose. | How to judge the achievement of the specified outputs. | The means to measure the outputs. | External conditions needed for the outputs to be realized. |
| Activities - the activities which make up the project and produce the outputs. | Inputs – the resources needed to run the project. | The means to know the activities have taken place. | The necessary pre-existing conditions for the project. |

4. *Objectively verifiable indicators and their means of verification*

The horizontal logic of the logframe connects the components of the narrative summary with the assumptions made and the means of checking them. The second column indicates how the achievement of the goal, purpose, and outputs will be assessed; the indicators which will be used to verify objectively whether or not the project has succeeded. There can be more than one indicator for each entry in the left hand column.

The indicators will often be numerical (the number of people trained by the project, the percentage now using a new technique, the increased amount earned in a given timeframe), but this is not a requirement as long as they can be assessed or measured.

The means of verifying the indicators should be set up at the start of the project. This may mean collecting and comparing statistical data against a baseline, or running a survey or questionnaire. Care must be taken to ensure that the work of collecting the data is realistically assessed and not out of proportion to the scale of the project. Data should only be collected if it will be put to good use. Exactly how the indicators will be assessed is stated in the third column, the Means of Verification.

Since evaluation will be based on the verification of the indicators, it is necessary to ensure at the start of the project that data on the indicators is being collected. It will be difficult to produce the information at the end if it has not been collected from the start. Where possible, a base-line survey should be carried out to measure and record the initial situation if that information is not already in existence, as it will probably be impossible to re-create the figures later. The procedures required to collect the data should be included and costed in the project activities and inputs.

5. *Assumptions and risks*

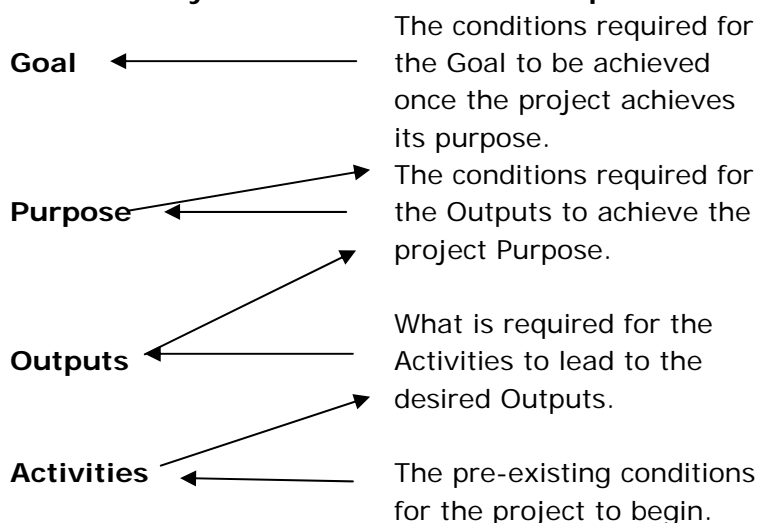
The fourth column of the logframe asks for the assumptions made in the narrative summary (column 1). What is required, outside the control of the project, in order to move up each stage from activities to outputs, outputs to the purpose, and the purpose to the goal? This column also contains a statement of the pre-existing conditions necessary before starting the project. If running a course will only produce the output of trained personnel if people are available with certain knowledge or experience, then this could be an assumption between activity and purpose. If there is a high staff turnover, then even the output of trained staff may not be enough to achieve the purpose of creating a unit capable of new work. Retention of staff is then an assumption.

Completion of this column of the logical framework gives the project manager the opportunity to consider what is likely to affect the success of the project, but over which he or she has no control. A risk which would stop a project dead is known as a "killer assumption". It is clearly important to identify any killer assumptions at an early stage.

The assumptions/risks take the project from one level in the hierarchy of objectives to the next, as shown in the following diagram. This clarifies which box in the assumptions table relates to which item in the narrative summary.

Narrative Summary

Assumptions/Risks



6. *Monitoring and evaluation using the logframe*

As well as serving as a planning tool, the logframe is also used for management and monitoring. Few large projects are completed without some reformulation, and project managers should regularly review whether the project design remains valid. Even before starting to implement, it is well to check that circumstances have not changed, the assumptions are still valid, the pre-existing conditions exist, and the objectives of the project are still relevant. If the circumstances change significantly, managers should be ready to change the logframe accordingly. Without this, evaluation at the end will not be against valid objectives.

The risks should be clearly shown in the final column of the logframe and monitored regularly to prevent them becoming serious. Inevitably some projects will fail. However, in a properly completed project framework the main anticipated sources of project failure should have been identified in the Risks/Assumptions column, and one management approach would be to consider contingency plans at an early stage. This will help distinguish risks for which there could be effective remedial action from any killer assumptions, and will increase the chances of success.

Evaluation is really an extension of project monitoring, but carried out once the project is complete, by which time it should be possible to use the indicators and means of verification to assess whether the outputs, purpose, and to some extent the goal, have been achieved. A properly constructed logframe therefore makes evaluation very straightforward.

Simple Logframe

Goal: (the overall long-term objective to which the project will contribute)

Purpose: (the immediate objectives of the project – what it will achieve)

Outputs: (what the project will produce – there can be several of these)

Activities (and Duration): (What will happen during the project)

Inputs: (the resources required to enable the activities to take place)

Key performance indicators: (measurable standards for assessing the outputs of the project, and its success in achieving its purpose)

Full Logical Framework

| | Narrative Summary (What do we want to achieve?) | Object verifiable indicators (how will we know whether we have achieved it?) | Means of verification (Where will we find out?) | Assumptions (Depending upon...?) |
|------------|---|--|---|--|
| | | | | for goal |
| GOAL | | | | |
| | | | | for purpose |
| PURPOSE | | | | |
| | | | | for outputs |
| OUTPUTS | | | | |
| | | | | for pre-existing condition |
| ACTIVITIES | INPUTS | | | |

Annex J

Terms of Reference for the Commonwealth Media Development Fund Evaluation

1. Issues of the evaluation

DFID, the main contributor to the Commonwealth Media Development Fund (CMDf), has expressed some concerns about certain management aspects of CMDf projects. Specifically, these concerns relate to the following issues:

- The CMDf needs to be more strategic in its operations. The small-scale activities it funds may not be able to achieve the desirable wider policy changes CPAD is seeking and a more coherent approach directed at a smaller number of work areas may be more successful.
- The impact of CMDf projects is unknown, since until now there has never been an evaluation and there appears to be no system for monitoring and measurement of impact. Also, the issue of sustainability should be addressed by engaging more with local organizations
- CMDf projects should link more explicitly with the objectives of DFID, which use the Millennium Development Goals as their framework and focus on poverty elimination.
- There has been regular use of the CBA, CJU and CPU and consideration should be given to alternative grant receiving organizations.
- Developed countries hosting conferences or training activities should be asked to provide substantive support, whether financial or 'in kind', to offset costs.

2. Purpose of the evaluation

The purpose of this evaluation of the CMDf is to assess the performance levels and achievements of CMDf-funded activities and make recommendations which can improve the future performance of the CMDf. This forms part of the Strategic Planning and Evaluation Division's remit to undertake periodic independent evaluations of the Secretariat's activities to assess their effectiveness and contribute to enhanced organizational performance through the provision of recommendations that focus on lessons learned from past experience.

3. Objectives of the evaluation

The overall objective of this evaluation is to review the operations of the CMDf and establish the effectiveness, efficiency, sustainability, relevance and impact of its activities and identify lessons to be learned. More specifically, the study will:

- a. Review the goals and objectives of the CMDf, establishing whether they are in line with the strategic plan of the Commonwealth Secretariat.
- b. Assess the effectiveness and impact CMDf projects have had on beneficiaries and how far these have been sustainable.
- c. Determine the extent to which the activities of the CMDf took into account cross-cutting issues such as small states and gender equality.
- d. Assess the cost effective use of resources, administrative arrangements and management procedures, including the financial arrangements and practices used to administer CMDf grants.

- e. Prepare guidelines and procedures for monitoring and evaluation, encompassing performance measurement requirements and indicative indicators and strategies for media-oriented projects. In this regard, the plan also is that this study will benefit future CMDf projects by showing how an ongoing monitoring and evaluation component can best be integrated into project planning and implementation.

4. Scope and focus of the evaluation

The study will cover the period 1994/95 – 2002/03 from which a sample will be drawn from the 259 projects implemented. It will review, analyze and provide conclusions and recommendations on two basic issues relating to:

- **Performance of projects** – the attainment of projects' outputs and immediate objectives, the approach used in project implementation and the extent of stakeholder participation.
- **Developmental impact of projects** – the contribution of projects to stated developmental objective(s), capacity building and institutional development of recipients.

5. Evaluation methodology and approach

The evaluation will be conducted under the direction of the Evaluation Unit of the Strategic Planning and Evaluation Division (SPED), Commonwealth Secretariat. It will be carried out between April and July 2004 and will involve a review of background material and files of CPAD. The consultant will develop a draft work plan based on this material which will be discussed and revised during consultations with the Commonwealth Secretariat. The consultant will also hold discussions with some beneficiaries and course providers. He/she will observe and assess the results and sustainability of a sample of projects and may conduct an appropriate questionnaire survey to access this information. Research and analytical support to the study will be provided from SPED Evaluation Section.

6. Duration and implementation arrangements

This evaluation study is expected to be undertaken between May and July 2004. The total duration of the consultancy is estimated to be 30 days as follows:

- i. Ten days in London for desk review (acquaintance with documents and files), meetings with SPED, CPAD, UK-based course providers, Commonwealth Foundation, DFID, British Council, telephone interviews with UNESCO, EU, UNICEF, designing and administering survey questionnaire.
- ii. Ten days travel to meet with other major stakeholders (mainly recipients of training in the Caribbean and Africa regions).
- iii. Ten days for preparing draft report, feedback and consultation on draft findings and recommendations and preparation and submission of final report.

7. Results/Deliverables of the Evaluation

- Evaluation work plan
- Evaluation report outline
- First draft of Evaluation Report
- Seminar on Evaluation findings
- Second draft of Evaluation Report
- Final Report