

Vois blong Yumi

**Program of Support to
Vanuatu Broadcasting &
Television Corporation**

Design Document

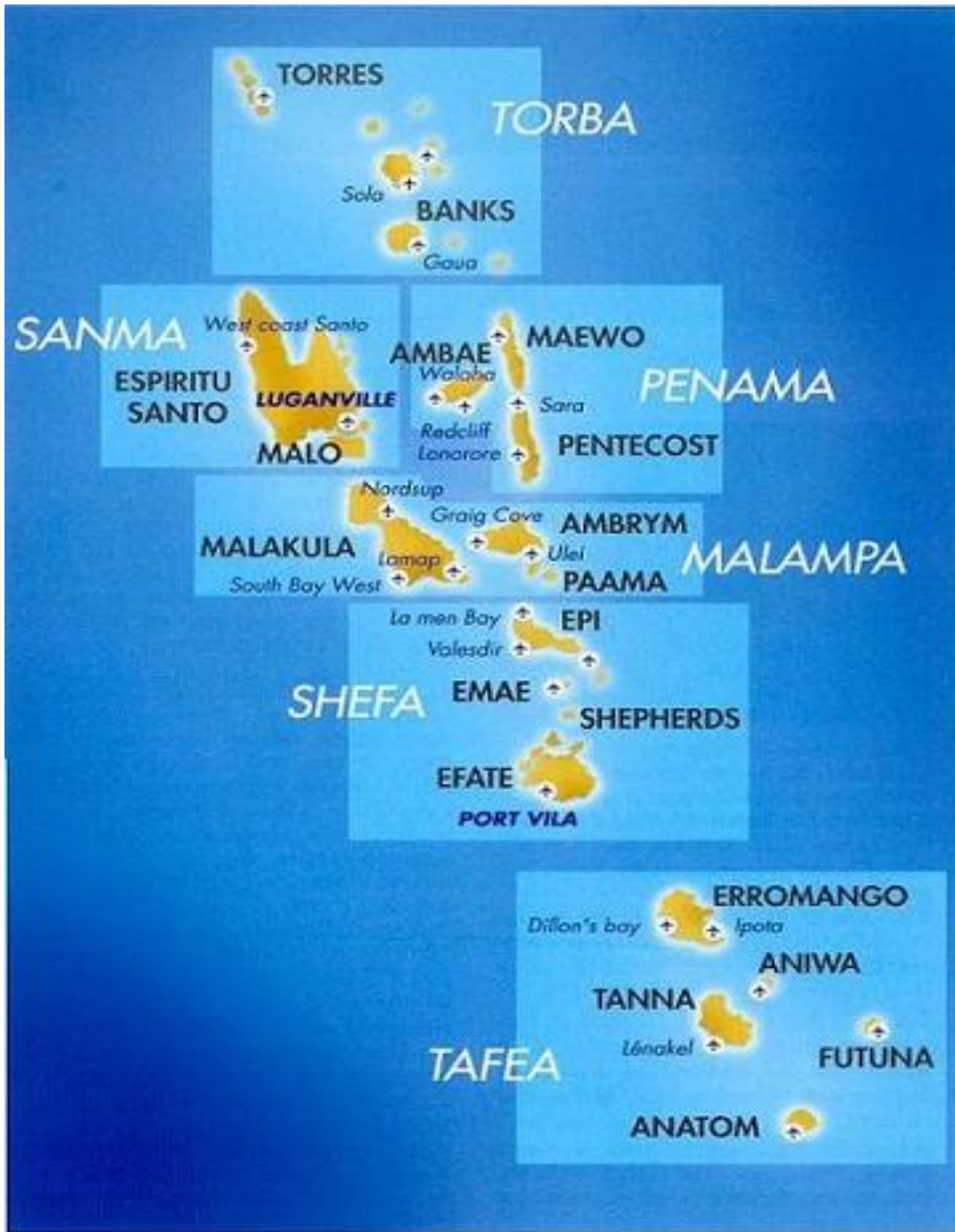
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Map of Vanuatu



1. Executive Summary

This is a design for a program of activities to support the Vanuatu Broadcasting and Television Corporation (VBTC), and principally its national public service broadcaster, Radio Vanuatu. Radio Vanuatu is the only viable means of reaching the rural poor, 80% of Vanuatu's population. A strong national public broadcaster can facilitate and strengthen improved governance and the delivery of essential services, lack of which is an underlying cause of instability. Vanuatu is still a young democracy and a nation state which has not yet laid down stable foundations. AusAID's current policy focus, taken from the White Paper¹ is on promoting stability, particularly in the fragile Pacific region. This activity has taken its direction from that policy focus. By connecting the people of the country with a consistent and better quality radio signal, and through programming more reflective of their needs and interests, the program will help citizens dispersed across the island archipelago engage with the music, events, history of the whole country, thereby helping to build a national identity and to foster linkages to the state.

The program will support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC. It will assist Radio Vanuatu to lift itself from malaise and become a reinvigorated national asset. It will do this by working with the VBTC to: increasingly meet people's needs for contemporary and interactive programming; to overcome equipment and technical difficulties which have prevented national coverage of the Radio Vanuatu signal; and to ensure its organisational structure and systems support its purpose.

The vehicle for these improvements will be a partnership with the ABC, principally Radio Australia. Building institutional and people-to-people links is another key element of the White Paper. In this case, the links are already established and the program will broaden and deepen them. Specifically, the ABC will: source advisory support, including two long term advisers; assist VBTC with organisational change; carefully coordinate the upgrade of equipment, together with the skills to support it; and will host attachments to expose VBTC staff to Australian workplace and professional media practices.

The program takes the approach of progressive engagement – starting small, building trust and relationships and extending support if the circumstances warrant it. This approach derives from: (i) issues of governance and the need to judge the appetite for and commitment to reform of certain practices which inhibit media freedom and the VBTC's performance; (ii) the need to coordinate organisational change with the provision of equipment to avoid 'cargo mentality' and also to link to an AusAID regional media strategy (in design); and (iii) taking a broader approach than simply working with the VBTC, and providing low key support to other media stakeholders, which may grow over time. There is also an approach of 'rolling design' as experience over at least a decade has shown that organisational change is by its nature organic and cannot be predetermined. This document does however present a number of options which may be pursued as the program evolves.

Duration is not predetermined but is in the order of 7-10 years with resources calibrated according to progress and commitment. This design is for 2 years as recommended by the terms of reference. The first phase is expected to cost approximately A\$2.77 million.

¹ *Australian Aid: Promoting Growth and Stability*, Australian Government, 2006

2. Background

The design team comprised AusAID's Senior Adviser Capacity Building, the Head of Radio Australia, the (then) General Manager VBTC, and a program officer from the Canberra Desk and Port Vila Post. The terms of reference are at annex 1. The ToR provides the origin to the proposed program. Earlier this year Radio Australia conducted a technical audit of Radio Vanuatu's technical issues and requirements in Port Vila. At that time the VBTC and Radio Australia jointly developed a concept paper for a twinning assistance program (Vois Blong Yumi: Concept paper for Strengthening Radio Vanuatu-December 2005). AusAID arranged for internal and external appraisal of the concept paper. While the overall concept was supported further work was required. That work was undertaken in Vanuatu from 19-27 July with a visit to Espiritu Santo in the intervening weekend. Annex 2 details those consulted. The design team expresses sincere appreciation to those who gave of their time to discuss issues. The AusAID members of the team also wish to note the strong support given by Mr Jonas Cullwick, (then) General Manager of the VBTC who found the time to participate fully.

3. Situational Analysis

3.1 Governance and Organisation

The VBTC was corporatised in 1993 with the intention of creating an entity to generate revenue. As a corporation it comes under the purview of the Government Business Enterprise Unit, Ministry of Finance and Economic Management.

The VBTC operates Radio Vanuatu, the national public service radio, a commercial station Nambawan 98 FM (Port Vila and Luganville) and Television Blong Vanuatu (TBV).

The relevant legislation is the *Broadcasting and Television Act No. 3 of 1992*, with two amendments – No. 13 of 2000 and No. 11 of 2003. Under these arrangements, the VBTC is both the national public service broadcaster and the regulator for television and radio. This is an unusual governance arrangement and puts the VBTC in the position of making recommendations on licences for possible competitors (see section 3.1.3 on licensing).

3.1.1 VBTC Board and Management

The legislation requires 5-7 members, and there are currently 7 on the board which was appointed in February 2005. The board members are appointed by the Minister (who is the Prime Minister) and should be selected from persons "appearing to be qualified by reason of experience in broadcasting, television, engineering, journalism, public relations, communications, administration, finance, law, accountancy or other related subjects."² However, all members have political affiliations and represent parties in the current coalition government; it is arguable that none is qualified by reason of experience as per the legislation.

A further cause for concern regarding the constitution of the board is that the current chairman also serves as the present government's Public Relations Officer. This gives rise to concern about government control of the media (see also section 3.1.4 on editorial control).

² *Broadcasting and Television Act No 3 of 1992*, 3. (1)

Several stakeholders mentioned that legislation is being drafted which should address some of these concerns. The reference is to the first draft of legislation for Public Enterprises Act 2006 which was sent to all relevant public sector stakeholders on 29.5.06 for comment. The legislation may tighten up some areas which have been open to abuse but it is not clear that it will do so. For example the draft states that any person can be appointed as a director (board member) ‘by virtue of his holding a specific public office’. The current legislation applying to VBTC, as noted above, is more specific and is disregarded. The draft also re-states the current legislation (also disregarded) by nominating appointment for a term of 3 years and the possibility of re-appointment after that. It does however specify that ‘for avoidance of doubt, change of government or change of Minister shall not constitute reason for change of director or Chairman’ 14 (4). If this clause is enacted and implemented it could provide more stability.

The team notes the example of the Vanuatu Tourism Office which is similarly a statutory body, fully funded by the Government, but with a marketing budget provided by both the Government and the private sector. The VTO has a board of 11 members of whom 3 are drawn from the government and the others are from designated positions in the private sector, for example, the heads of the Hotel Association, the Tour Operators Association, the Bungalow Association etc. These positions are all designated in the legislation. The board appoints the General Manager (previously the Minister made the appointment).

The VBTC board might be strengthened if positions were designated for board membership because this reduces instability and political interference. Positions could be designated from: relevant NGOs such as the Media Association, Transparency International, Vanuatu National Council of Women, Wan Smolbag, Vango; and from government stakeholders such as: Vanuatu Cultural Centre, Government Business Enterprise Unit, Departments of Health or Education; and from the private sector such as the Chamber of Commerce.

This board meets twice a month. Previous ones have sat more regularly, possibly for reasons of boosting income from the sitting fee which is Vt10,000 (\$125) per sitting. At one point in the past there was a Vt1 million bill (\$12,500) for one month in sitting fees.

The General Manager at the time of design work was Jonas Cullwick who has spent over two decades working as a journalist and in management in VBTC, as well as 5 years seconded to PacNews. Since corporatisation in 1992, management has largely been concentrated in the hands of four individuals, including Mr Cullwick, who have each occupied the position of GM twice and have had appointments as Board Members (when not GM), rotating in and out of each role as governments have changed.

Mr Cullwick was dismissed by the board in late October 2006. The team is not in a position to comment directly on the dismissal. However, the circumstances of the dismissal are what are generally termed ‘political’ in Vanuatu. This usually indicates that reasons other than, or in addition to, those given publicly have motivated the action, and that certain interests are attempting to prevail over others. The ways in which influence is exercised go to the heart of the governance challenges in Vanuatu and are discussed further in section 5.

3.1.2 Organisation and Staff

There is a total staff of 47, of which 5 are usually based in Santo (currently only 3) with the remainder in Port Vila. There are 7 who function as journalists, including 2 fairly recent graduates of regional institutions: one female has a relevant qualification from USP Fiji, obtained with support of an AusAID scholarship, and one male employee is a graduate of UPNG.

The corporation has been beset by labour issues for some time. A number of the (reportedly) more qualified staff were made redundant in 2000 under a Comprehensive Reform Program agenda to reduce staff and salary costs. Some staff went on strike in 2001 over the issue of overtime payments and stayed out for 7 months. The issue still reverberates with tensions between those who went on strike and those who did not. The organisation is still in debt to those employees who won compensation through the Court of Arbitration at that time.

Staff turnover is relatively high. This has contributed to significant skill loss. For example three technicians were trained in Australia in the 1990s but they left, reportedly because of political interference. A female engineer was trained in both France and New Zealand and returned in 2001 during the staff lockout. She has never resumed employment with VBTC and is owed compensation. Job security is of concern – staff feel vulnerable to changes of government. The only avenue for appeal for staff who are terminated is to the board, but as it is almost always the board that has given directions for the termination, there is effectively no means of redress. Employees are paid one month for each year of service when they are terminated which is potentially a drain on the resources of VBTC. They may then be rehired when alliances change once again. Media is apparently not an attractive career because it is known to suffer from political interference.

There is a union which has 37 members and is affiliated to the Vanuatu National Workers Union. A Collective Bargaining Agreement was signed in mid 2005. This was described as essentially a ‘good faith’ document and a vehicle for consultation. It does not deal with the ongoing issue of terminations for ‘political reasons’ which is the source of so much tension.

Staff have received some ad hoc skills development – for example, the technicians when donors have supplied new equipment and journalists from local seminars such as run by Transparency International Vanuatu. However, there has been no consistent, integrated upskilling of staff for many years. Equally there has been no coordinated program of providing new equipment – this has tended to be ad hoc and small in scale in response to equipment breakdowns, from a variety of donors, including AusAID, NZAID and China and France.

3.1.3 Licensing

The key issue here is that the VBTC is both “player and referee” as one person put it. As a commercial operator of FM it is believed that VBTC does not want competition from other commercial stations. As the national broadcaster it charges fees for material broadcast and so even a community radio station could be seen as competition by diverting fees away from it by broadcasting product, including community messages, for free or a more competitive rate.

The *Informing Citizens Report* conducted by the AusAID funded Pacific Media and Communications Facility in 2005 reported³ that ‘there is a perception that government is unwilling to issue licences. There is also the perception that licences could be revoked for little reason, making it too risky to invest in broadcasting in Vanuatu.’ The team’s consultations confirmed both these points.

However there are two points to note: (i) since that report a licence has been issued for an independent FM station – FM 107 Capital; and (ii) while the legislation states that licences are issued for one year duration, the (then) General Manager reported that the licences are secure because a binding agreement is signed.

³ *Informing Citizens Report*, page 17

The board chairman reported that 3 FM licences have been approved by the current board, and 3 rejected, one reportedly because the application was from the owners of a daily newspaper and it is likely that VBTC would lose income. However, there is no transparency about applicants and determinations with no documented process for registering and tracking applications and results. Some licence applications go direct to the board, some through the VBTC management to the board.

A few reports⁴ of licence dealings are:

- Radio 90 Laef FM (Christian station) – first applied for a licence on 2 January 1997 and was not granted one until 2001 after much lobbying;
- FM 107 (commercial station) has been granted a licence but is still awaiting confirmation from VBTC that there will be ongoing renewal. It is paying Vt60,000 per month (\$750) for the licence, and has part paid for 7 months to date, with establishment of the station still under way. The owners first applied about 10 years ago to get a licence.
- Meteo (community/non commercial) – took 2 years to get licence approved after considerable support from the Minister responsible for meteorology. Meteo pays Vt25,000 per year licence fee (\$310).
- A group of journalists made redundant in 2000 reportedly applied for a licence to start their own radio station and it was not approved.

3.1.4 Editorial Control

There are two main issues here: (i) the ‘invisible hands’ which control content; and (ii) self censorship by both VBTC staff and other content makers to ensure their programs are put to air. Many interviewees reported that the VBTC is under the control of the government of the day. This brings restrictions on reporting and analysis of political issues, news and current affairs. A specific example⁵ was provided regarding the Prime Minister’s office stopping broadcast of an issue relating to use of funds designated for the Silver Jubilee of the Vanuatu National Women’s Council and expended elsewhere. As one member from civil society put it: “the only time you speak out is when you feel secure that nothing will happen to you.” Editorial control has also caused many social issues not to be explored. There is a further conflict of interest stemming from the dual role of being a commercialised body needing to raise revenue and being able to report on issues which might affect a fee paying client.

Several interviewees did note that the current government is ‘a little freer.’ And notwithstanding reluctance to explore some social issues, barriers regarding reporting on HIV/AIDS are reportedly slowly breaking down and the issue has featured on radio, and condom use has been promoted.⁶ Furthermore one program which was aired on television was a story about MPs visiting a prostitute which featured the individual with a masked face.

3.1.5 Financial

The VBTC receives a Vt45 million grant (\$563,000) from the Ministry of Finance although the Government Business Enterprise Unit reported that it is hoped to be able to reduce this annual subsidy over time. This may be hopeful however given that a former General Manager and board member reported that VBTC has been ‘in the red’ since 1993. This raises questions about its capitalisation at the time of corporatisation and of ongoing viability.

⁴ Not verified by any audit of any records.

⁵ Reported only – not independently verified by the team.

⁶ Unfortunately because Radio Vanuatu was not available except in Port Vila from the mid-late 1990s until 2004 the majority of the population will not have benefited from such discussions – see 3.2

A few pertinent details about finances:

- The financial report for the year 2005 shows that revenue from:
 - Radio Vanuatu was Vt8.7 million
 - FM Radio was Vt5.3 million
 - TV was Vt4.4 million

Additional revenue included Vt3.5 million for ‘radio messages’ and Vt2.4 million for ‘sponsorship’ – it is not clear which service generated these but it is likely that Radio Vanuatu generated a substantial proportion of the radio message revenue.

- The chair of the board reported that it is the Prime Minister’s priority to expand television. (The hope is to set up a microwave link from Port Vila to Santo because currently programs are recorded and the tape is sent physically to Santo.) This raises a concern about whether radio subsidises/will subsidise television and whether due attention will be given to radio which is the only service which can reach the rural population.
- Personnel expenses for 2005 show that they totalled Vt69 million. Vt43 million – close to the government grant – was budgeted for total personnel, but actual housing allowances were four times those budgeted and salaries/wages about 25% higher than budgeted. Wages are reported to be slightly higher than the public service average.
- There is a total debt of Vt48.5 million (A\$607,000). The Chairman reported that it was Vt60 million in January 2006 although some debts had not been submitted and are not included in that figure. There has been some progress in reducing debt.
 - Vt13.5 million (\$169,000) is owed to Unelco. Debts to Unelco have been increasing in recent years. They were Vt6 million (\$75,000) in 2003. However, VBTC has plans to increase repayments (currently Vt1.5 million) to Vt3 million from October 2006 and clear the debt by March 2007. A large component of the bill arising from Unelco is for the power used by short wave transmitters.
 - Not included in the above debt figure is Vt2 million which is owed to 11 members of staff following rulings by the Court of Arbitration and Vt2 million is to be paid to one former staff member next year.
- Funding difficulties in 2005 meant that telephone and internet use was cut off for seven months – a huge constraint on a media organisation.
- Before the Football World Cup, VBTC was instructed to ensure that there would be adequate television coverage in Port Vila and Santo which involved the purchase of two new transmitters at a cost of Vt1.5 million each (total cost approximately \$38,000) plus accessories. This was only achieved by receiving credit with the suppliers, on the basis of paying them off over time.
- Functional areas do not have budgets – for example, production does not have a preset annual budget and so does not have information on which to base programming decisions.

As a corporatised body the VBTC is not under the direct control of the Ministry of Finance and Economic Management. It is therefore not subject to the tighter financial oversight and audit of MFEM. Draft legislation being developed by the Government Business Enterprise Unit (part of MFEM) is intended to give the GBEU the power to monitor the performance of enterprises and to require audited accounts.

3.1.6 Sales & Marketing

An area which is key to VBTC's revenue raising capability is sales and marketing. There are 3 staff members with responsibility in Port Vila and the station manager in Santo. None have any real background or training in sales. There are incentives for sales and there are targets set (although these appear to be notional). There was very poor sponsorship during the World Cup, which suggests some lack of planning or other problem. Nor has the organisation established measures such as willingness to pay and ability to pay to help guide marketing and pricing strategies.

3.1.7 Physical Infrastructure

Broadcast House in Port Vila is about 25 years old and in need of attention. It has had little maintenance over the years, there is no funding for maintenance and no depreciation schedule for any of the physical assets, including transmitters. The generator is broken and so there is no backup power supply. The fire alarm has not worked since Cyclone Uma in 1987 – an occupational safety issue and a significant risk to the nation's broadcasting production facilities. The toilets and washbasins need re-plumbing and repairing. The newsroom could benefit from some security arrangements so that members of the public cannot simply come and go.

The broadcasting studio in Santo is extremely small and often not suitable for the purposes needed. The VBTC is exploring leasing nearby premises which are more suitable.

3.2 Access

Census figures show that just over 50% of households own a radio with a small additional number having access to a shared/community owned radio. However of that 50% most (approximately two thirds) are rural dwellers.

Use of Radio by Households in Vanuatu, as taken from the 1999 population census.

	Household uses a private owned radio	Household uses a shared/community owned radio	Household does not own a radio	Not stated	Total
Total	18329	705	16634	747	36415
Urban	6262	101	1647	248	8258
- Port Vila	4795	91	1091	178	6155
- Luganville	1467	10	556	70	2103
Rural	12067	604	14987	499	28157

Transmitter breakdowns took Radio Vanuatu off-air for most of the country, either from mid-1990s or late 1990s until 2004. Given the census was taken in 1999, it is not clear whether the above figures would have been affected at that stage by some rural dwellers having little incentive to own a radio.⁷

The team holds significant concerns about access – that is, the number of people who are able to receive broadcasts, and of reasonable quality. With a literacy rate of 74%⁸ and physical limitations in shipping newspapers around the country, radio represents a more viable communication medium. The cost of a daily newspaper (Vt100 – a little over \$1) is also not affordable for poor people. Although it is difficult to know how many people may read a

⁷ However, notwithstanding difficulties of getting Radio Vanuatu, some areas do pick up Solomon Islands Broadcasting, PNG and Radio Australia and so may have persisted with owning a radio.

⁸ World Bank 2004

newspaper, the figures of daily runs totalling 6,200 plus whatever the new ni-Vanuatu weekly can manage⁹ suggest that only a small percentage of the population of 200,000 are likely to get news from print media. Access to television and radio FM broadcasts is satisfactory for Port Vila and Luganville, but these two towns represent only a small percentage of the population. Radio Vanuatu coverage does not even reach North Efate¹⁰ (a reason for the setting up of Meteo – see annex 3). Radio Vanuatu, supposedly the national public broadcaster, and the only means of serving the rural poor – approximately 80% of the population – is constrained by its deteriorating technical assets, no funding for maintenance, upgrade or replacement, loss of skilled technicians and poor management regimes.

In 2004 NZAID gave two new medium wave transmitters, and AusAID a new studio to transmitter link. With these Radio Vanuatu should theoretically be reaching mid 1990 levels of coverage estimated to be about 85% of the population. Indeed everyone had expected that coverage on South Santo had been restored but the team discovered it had not (although the problem was not in the transmitter, but in the link to TVL). No one was aware of the problem. A British supplied technician used to test reception in the islands in the late 1980s and regular testing seems to have stopped with his departure.

From the mid/late 1990s until 2004 Radio Vanuatu was essentially off air to all but the populations in and around Port Vila and Luganville because of the need for new transmitters. This situation persisted for 5 or 8 years¹¹ - most of the country unable to access a key service, and all for want of Vt6.8 million (A\$85,000). While the transmitters were down, there were questions in Parliament and MPs were angry that VBTC was receiving a government grant and was providing only limited services. Content providers (Wan Smolbag etc) negotiated a broadcast fee of half the normal rate because their programs were reaching only a limited audience (possibly 20% of the population) and so VBTC was losing revenue too.

Why was this situation allowed to persist for want of a relatively small amount of money over a number of years? Villagers in South Santo told the team they had raised the loss of Radio Vanuatu with their politicians; people told us it was raised in Parliament. Clearly none of this created sufficient demand to get services running again. The Prime Minister himself noted that “People felt they weren’t part of the country,” and he expressed concerns that areas without a radio service are “slipping away.” Villagers reported calling themselves the “lost sheep.” And people have become so accustomed to not receiving broadcasts that “spider webs are growing on the radios.” But no one was able to give the team an explanation as to why this situation was allowed to persist. The only references were to the ‘political instability’ of those years. A few people responded that government did not want people to know what was happening and preferred Radio Vanuatu not to be operating. This possibility seems plausible but is weakened when recalling that government could have mitigated any sensitive reporting by exercising the usual high level of editorial control that is a feature of Vanuatu.

People seem to be so used to Radio Vanuatu not operating that they did not readily identify any specific events which radio could have prevented or ameliorated while off-air. The Secretary General of Sanma Province did report that while medium wave was down the Health Department had to travel more to get out health messages (use of bednets etc) and so

⁹ Figures from *Informing Citizens Report*, Pacific Media Communications Facility

¹⁰ The island on which Port Vila is located

¹¹ Both figures were referred to

needed more travel budget. There were 3 cyclones during the period and radio is often a key information tool during such times.

A small survey¹² undertaken in Port Vila by the Statistics Office in early 1999 found that the majority¹³ were daily listeners of Radio Vanuatu – quite a high proportion considering Port Vila residents have access to FM and to television services and thus showing the penetration which could be achieved with sufficient coverage. Those consulted by the team in South Santo reported that they have lost interest because getting reception is too big a problem. But they agreed that if it were fixed they would listen – to “100% of anything.”

Interestingly there was a perception in South Santo that no access to radio had coincided with the introduction of television. While this was not the case as such (old transmitter breakdowns being the actual cause), there is some truth in that political attention and resources may have been focused more on television.

A key challenge for access, or reach, for any developing country is also determining cost effective technology to meet the prevailing geographic and topographic conditions. In Vanuatu this means selecting technology to cover many islands and mountainous terrain which is also manageable in terms of maintenance (costs and skills). Short wave gives good reach in mountainous areas but the transmitters ‘eat up’ electricity which is costly. The commercial FM stations have a high quality signal but a limited reach (approximately 50km) which can easily be blocked by hills thus increasing the number of repeater stations needed. See annex 4.

3.3 Voice

There are few opportunities for ‘voice’ – that is, for people’s views and interests to be represented on the radio – because Radio Vanuatu lacks the equipment, skills and application to provide for participation. Participatory communication ensures that the voices of the people, including voices often marginalized, are heard in the public arena. When people lack access to information relevant to their lives, or a participatory voice within a community and a democracy, they are denied an important means for connection. This can lead to alienation from the political process, with the potential to threaten social stability.

Interestingly some work has been done outlining how in its earlier forms radio in Vanuatu was a means of giving voice to the emerging nation. In *Radio and the Redefinition of Kastom in Vanuatu*¹⁴ Lissant Bolton outlines the steps by which radio was established originally as a direct outlet for government information and argues that because radio was initiated to communicate information, putting over information about health and agricultural extension work, “radio programming was designed for, and assumed, a listening audience.” She denotes listening as an active function, tuning in to a particular sound while filtering out extraneous material; contrasted with hearing, which is passive. “In this way, radio in Vanuatu, from its inception until 1994¹⁵ assumed a listening rather than a hearing audience, and it received it. Ni-Vanuatu listened to the radio...because radio brought them information and ideas to which they did not otherwise have access.” She continues:

¹² 211 people in Port Vila only

¹³ 200 respondents out of 211

¹⁴ *The Contemporary Pacific*, Volume II, Number 2, Fall 1999, 335-360, University of Hawai’i Press

¹⁵ Bolton dates changes in programming arising from corporatisation in 1993.

Those ni-Vanuatu who were able to receive Radio Vila adequately responded to it from the beginning by engaging with it in correspondence. There was a strong local involvement in radio request programs, as there was also to hearing indigenous stories and songs.....the idea of the passive, private listeners seems, from the beginning, not to have resonated with ni-Vanuatu. Insofar as radio already existed in the New Hebrides, it existed as a medium of interchange.

Bolton goes on to describe the importance of service messages, by which government, businesses, and individuals communicated with people in the islands. Messages may relate to births, deaths, or to transport of both goods and individuals. As such the messages constitute a kind of news service. The team's consultations (albeit limited) confirmed that these messages remain as important today as in earlier times.

Bolton argues, following consultations with the early broadcaster Godwin Ligo, that 'the very idea of the archipelago as a nation was promulgated by radio.'

Rather than seeing the radio as a way of gaining access to the 'word-out-there', ni-Vanuatu response was concerned mainly with programs that engaged with their own world, the knowledge and practice that arose out of the place itself, and with their own concerns. At the same time, this engagement was with the whole country, rather than with their own immediate place, creating a larger sense of unity – a unity not just of the region that people knew through trade and exchange, but of the whole archipelago.

In order to regain its previous strong engagement with the people of Vanuatu, and offer a more contemporary service, Radio Vanuatu needs to overcome the following challenges, *inter alia*:

- Little interactivity
- Little locally generated content
- Urban bias on air
- No "in the street" - vox populi
- Static content (little live content which allows for greater immediacy and real time response to events)
- Limited program development skills (staff tend to be 'announcers' or 'readers' rather than multi-skilled journalists/content developers)
- Few staff incentives to be more active in enabling greater voice
- Lack of basic equipment like portable recorders
- Lack of adequate travel budgets
- No forums where the voice of people in the provinces can be pre-recorded enabling public comment on issues of community interest
- No 'stringers' (freelance or part-time journalists or community representatives)
- No 'systems orientation' which brings together the technology, skills and motivation to provide for voice.

However, it should be acknowledged that there are inherent difficulties in providing people with opportunities for input:

- Few people have access to a telephone (83 subscribers per 1000 people and an estimated 10% of households having access to a phone)¹⁶ and the costs of calls are high;
- Few people have access to the internet (36 per 1000 people);
- Written correspondence depends on a postal system which is subject to delays between islands and on literacy (74%).

Nevertheless, more discussions in the studio would be possible and it is felt there would be enough callers for talkback. This may largely be from callers in Port Vila so that talkback could be done through FM and streamed through the national network on Radio Vanuatu. People sometimes have a traditional view of who can speak, but panels of an appropriate composition for studio discussion can work.

3.4 Content

A small survey of 211 people in the street conducted by the Statistics Office in 1999¹⁷ showed that the majority of people wanted to listen to news on Radio Vanuatu, followed by local music. In the ‘other’ category, ‘Insaed long Pacific’, educational programs and documentary were noted. During the team’s limited consultations¹⁸ people stated that they want news/current affairs, service messages, shipping news, weather (principally because of cyclones) and “kastom.”

Section 11 (2) (d) of the Act states that VBTC must ensure:

That a sufficient amount of time is given to news, news features and current affairs and to ensure that all news, in whatever form is presented with accuracy and impartiality and with due regard to the public interest.

There are however no community service requirements for radio or television.

It is not clear that Radio Vanuatu is meeting its obligation, although ‘sufficient’ is open to interpretation. Radio Vanuatu reportedly produces about a dozen local news stories a day, although many of these may simply be picked up from the print media and ‘read out.’ People seem to have little confidence in radio;¹⁹ yet they want to rely on it for accurate and up to date news. They do not want to hear ‘coconut news.’ Parliament is broadcast on Radio Vanuatu when in session and is a popular program.

The major challenges regarding content are:

- There is no program policy
 - No policy on programming
 - No policy on editorial
 - No clear view of what VBTC is trying to achieve as the national public service broadcaster
 - No clear view of what VBTC is trying to achieve with each service – national/rural service vs urban services (i.e. am/fm)

¹⁶ Fixed line and mobile, World Bank, 2004; *Australia-Vanuatu Joint Development Cooperation Strategy, 2005-2010*, March 2005

¹⁷ Vanuatu Broadcasting and Television Survey, February 1999

¹⁸ In Port Vila, Luganville and South Santo

¹⁹ Although this is equally a problem of access as noted in section 3.2

- There is no content strategy
 - What, for whom and at what time?
 - No up to date audience research
 - No language policy – which programs in which of the three main languages?
 - No predetermined local content requirements
- No commercial policy or analysis regarding ability to pay or willingness to pay for content on Radio Vanuatu
- Limited program development budgets:
 - lead VBTC to accept what other organisations develop and are prepared to pay to be broadcast rather than shaping and determining content;
 - lead Radio Vanuatu to make inexpensive, easy to generate programs
 - prevent reporters and producers travelling to record the views, experiences and concerns of rural people
- Limited human resource capacity for improved content
 - Lack of professional mentoring and leadership
- Few technical resources
 - Equipment difficulties for outside broadcasts etc
 - Tapes have to be recorded over
 - There is an archiving room but it is in complete disarray and resources are deteriorating and will become unusable.

Content Example: Northern Care Youth Clinic

This service is operated by Wan Smolbag (AusAID funded) and was established in April 2005 in Luganville. In February 2006 the NCYC started a weekly, half hour radio program (Tuesdays, 2-2.30pm) on FM. They selected this time slot based on focus group information regarding the most likely time their target audience would be listening. They pay a fee of Vt7000 for four programs (approximately \$22 per program). Since the program has gone to air clients visiting the clinic have increased from 60-70 per month to 100-120 per month. Clients are asked where they heard about the clinic and most now report that it was the radio.

A brief overview of the program schedule of Radio Vanuatu as it currently exists:

- Messages are broadcast between 5-5.30pm – rural areas depend on these;
- There is one children’s program on a Sunday between 4.30-5pm;
- A one hour program every Monday which plays music requests and receives 10-20 requests (presumably from Port Vila because of the cost of phone calls);
- Church choirs send in recordings of hymns for broadcast;
- Family Blong Serah is a popular program produced by Wan Smolbag, then ‘top and tailed’ by VBTC and transmitted. It centres around a clinic dealing with HIV and sexually transmitted diseases and thus serves an important educational function;
- Radio Australia News and Pacific Beat Program is broadcast daily at 7am and 4pm;
- Other overseas inputs include Date Line Pacific (Radio New Zealand, BBC, and Radio France International);
- There is a half hour health program on Saturday (Radio TB Tok) and on Sunday (Health Awayness);
- There is a half hour women’s program on Sunday (Woman long Society).

3.5 Freedom

Freedom House, a US-based, non-government organisation, provides an annual ranking of 'press freedom' of 194 countries. The 2006 rankings for Vanuatu are 'free' (as against 'partly free' and 'not free'). Thus Vanuatu is included in the 17% of the world which falls into the category 'free.' The report notes that freedom of expression is protected under article 5.1.g of the constitution and that this right is generally respected in practice. Vanuatu deserves some acknowledgement for this positive ranking. No doubt the diversity and strength of the print media contributed to it. Diverse opinions are expressed in the privately owned Vanuatu Daily Post²⁰ and the Independent²¹ which was created as a not for profit foundation. These two newspapers are supplemented with the recently established, indigenously owned ni-Vanuatu²² and an online service²³ which takes material from the print copies and has 2 million hits per month. These newspapers and the online service provide a lively media sector relative to Vanuatu's size and capacities. Freedom House does note however that 'while officials do not actively interfere with media critical of the government, journalists have been intimidated and threatened in the past by politicians and their supporters.' The Informing Citizens report and the team's own consultations confirm this.

As noted above, the VBTC is not quite the free and independent organisation that the structures by which it was established might have been expected to bring about. Its board is not independent of government. There is a conflict of interest through the one person holding the dual positions of the chairman of the board and government spokesman. And 'invisible hands' control some content. All this results in the organisation being something equivalent to a quasi-government media unit, than an independent public service broadcaster.

Notwithstanding that legislative and regulatory changes are needed to bring about better governance and a higher level of freedom from government control, the overall framework is adequate if there is the will to implement it. The issue then is not about bringing to bear technical assistance for legislative change, a relatively easy donor activity, but of bringing about the political will for change, an infinitely more complex and sensitive activity.

Another issue relates to freedom of information. There is no public disclosure of new acts or bills or amendments. The public only hear about legislative matters when the matters are brought before Parliament and it is being broadcast live. Transparency International Vanuatu and the Media Association of Vanuatu are working to develop draft right to information laws to open up government records to public scrutiny and to enable citizens to inform themselves about what the government is doing, at what cost and how effectively. While this issue transcends VBTC itself, as the Vanuatu Daily Post notes: *An effective access to information regime has the potential to empower the poor and other vulnerable groups of society to demand information concerning the government's pro-poor policies and ensure that their basic needs are met.*"²⁴

While successive governments have been closed to more transparent operations, it is also the case that many members of parliament and departmental officials are afraid to face the media and do not know how to use it. The Pacific Media and Communications Facility has run workshops for parliamentarians and Transparency International Vanuatu and the Media

²⁰ Published Tuesday to Saturday with a print run of 2200 copies weekdays and 3000 copies on Saturday.

²¹ Published weekly in English, French and Bislama, one thousand copies each issue.

²² Hoping to publish 2500 copies weekly.

²³ <http://www.news.vu/en>

²⁴ Vanuatu Daily Post July 22, 2006

Association are also currently running a series of workshops around this and a number of other issues. TIV is developing a model draft bill on freedom of information.

3.6 Key Stakeholders

The government²⁵ is clearly a major stakeholder in the VBTC and in any program of assistance to it. Its key interest is likely to be to retain its influence over the VBTC until such point as there are benefits from not exercising the influence. Equally they have an interest in attracting donor support.

The Ministry of Finance (Government Business Enterprises Unit) has an interest in the financial position of the VBTC so that it can reduce its grants, and even demand a dividend (although the latter is unlikely). Its interests in reducing government subsidy is not necessarily compatible with the needs of a public service broadcaster to be adequately funded. The corporatised model under which the VBTC operates has not necessarily taken account of whether there is an ability to pay. It is unrealistic to expect this model to change in the short-medium term.

Other media groups/individuals have an interest, mostly for a strong and reputable VBTC. The representatives of other broadcasters and the print media all stated a desire for higher quality radio services. Even the one private licensee trying to set up a new FM radio station, and for which the VBTC represents a competitor, saw the need for a strong VBTC. Overall there is a constituency of support from these players.

The Media Association blong Vanuatu has admirable aspirations to develop professional standards and defend freedom of expression and information. Currently however it is very weak and under-resourced. It started as an organisation for journalists only but was later opened up to anyone working in the media because there are few journalists. It has around 100 members but there are fewer than 10 paid up members (Vt 1000 annual fee). It has no office, secretariat or phone line. It does have a president and vice president, both of whom were made redundant from the VBTC in 2000. It has worked actively with Transparency International to develop a code of ethics and together they are hosting a workshop per month on media issues. The MAV could be a source of support but equally it needs support. However, support from this program would need to (i) not create dependency and (ii) not create the perception of being a 'creature' of a donor. (Nevertheless some small scale, initial support is proposed – see section 5.1.1 about possibilities here).

France and China both provide support to the VBTC for television services. Unfortunately the design team were not able to meet with representatives of either government. At this point there do not appear to be opportunities for harmonising support and the best that can be achieved is for these two donors to continue to support television and for Australia to confine itself to radio services and organisational change. This is not optimal as decisions made about television draw resources and energy away from other services, when there is a need to balance service development and organisational change. This will need to be taken into account during the development of the organisational change plan.

Other donors have been providing small scale ad hoc support, mainly equipment. Where donors want to continue with this, the activity can provide advice on appropriate sequencing and enhance sustainability by providing training.

²⁵ The reference here is to the government of the day, rather than the current government per se.

Staff of the VBTC certainly have an appetite for more reliable and contemporary equipment, and for training to enhance their ability to use the equipment and to offer better services. Their appetite for other changes which inevitably accompany any significant organisational change program and donor intervention is untested. There will no doubt be groups of staff who readily embrace change and others who resist and appropriate techniques for organisational change will need to be employed. The Organisation Development Adviser will need to be conversant with such matters, preferably in a Pacific Island setting.

4. Development Rationale

By reflecting the lives and concerns of a country's citizens radio can help bind citizens to the nation thereby contributing to nation building. This is especially true for 'young' nations such as Vanuatu. And it was instructive that a number of interviewees commented that 'people did not feel part of the nation' while Radio Vanuatu was off air to most of the country.

The research by Bolton attempts to unpack some of the interconnections between *kastom*, government, and radio. It is her contention that radio has been extremely important in the formulation of the concept of *kastom* and in developing the idea of Vanuatu as a nation. She describes the introduction of radio and the broadcasting model employed. The 'model' was one in which radio was used as a direct outlet for government information and she argues that because radio was initiated to communicate information, putting over information about health and agricultural extension work, "radio programming was designed for, and assumed, a listening audience." From its inception in 1966 radio in Vanuatu also broadcast indigenous knowledge and practice, and this grew in the 1970s. This, according to Bolton, represented an affirmation of local knowledge and practice at a period when such affirmation was not generally expected from Europeans.

Bolton goes on to argue that when VBTC was corporatised and started charging government departments and NGOs for airtime, Radio Vanuatu no longer provided a steady stream of information on agriculture, women's programs and so on because few organisations could meet the prohibitive charges for airtime. Instead the station began to broadcast increasing proportions of music. FM 98 was also introduced modelled on commercial music stations from western countries. She argues that both Radio Vanuatu and FM now assumes a hearing rather than listening model in radio, a development that is far from welcome, as rural people depend on the radio for all sorts of information. The hearing model assumes, incorrectly in rural Vanuatu, that broadcasting is primarily entertainment, and that information like this can be obtained elsewhere. Bolton postulates that the loss of the earlier model of radio is a disenfranchisement that has the potential to significantly affect the degree to which rural ni-Vanuatu perceive themselves as partners in the nation.

A strong national public service broadcaster can also contribute directly to improved governance. Public expenditure management practices can be called to account by a strong and free media, with resources more clearly allocated to national development priorities rather than factional interests, and with maladministration and corruption reduced.

Radio can be used to facilitate and strengthen the delivery of essential services, lack of which is an underlying cause of instability. With appropriate programming, radio can contribute to improved health, education and sustainable livelihoods. For example, it has been used throughout the region to promote HIV/AIDS awareness and to promote condom use. The message service alerts people to the arrival of health teams conducting vaccination and other outreach services.

Article 19 of the *Universal Declaration of Human Rights* provides that:

Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information through any media regardless of frontiers.

Those least likely to enjoy these rights are the poor, the uneducated, the illiterate, women and other marginalised groups. In Vanuatu this essentially means the 80% of the population that live in rural settings. Although literacy is quite high at 74% this still means a quarter of the population can not read newspapers and even those who can do not have easy access to them because of distribution problems across numerous islands and the high cost. Radio is thus the only viable means of communicating with the majority of the population.

Radio can make a “real difference to the lives of poor and disadvantaged groups, for example by:

- Making people more aware of their rights;
- Making people more aware of political issues and options and helping to stimulate debate;
- Drawing attention to institutional failings – corruption, inefficiency, cronyism, nepotism – which are detrimental to the common good;
- Creating pressure for improved government performance, for example in service delivery or in respect of human rights.”²⁶

DfID, the World Bank²⁷ and Unesco²⁸ all testify that radio can play the above positive role, including serving as a “cornerstone of democracy” (Unesco). There is therefore good supporting material to suggest that that investment in radio, particularly a national broadcaster, is a good development investment. In the context of Vanuatu with its dispersed population, moderate literacy rate, poor telecommunications, and governance challenges, it could be a very effective investment indeed.

4.1 Priorities and Plans of Both Governments

Demand for good governance and support for state building, particularly in the fragile Pacific region, are important themes of the Australian Government’s recent White Paper and provide an immediate policy context for support to the media. A strong and free media can play an important role in creating demand for change and, as we have seen above, in state building.

4.1.1 Government of Vanuatu

The Government of Vanuatu has developed a national plan – *Priorities and Action Agenda, 2006-2015*, May 2006. Its national vision is “an educated, healthy and wealthy Vanuatu.” The PAA is silent on the issue of the media directly, but it does note that “existing reform efforts need to be deepened....(this) includes ...providing for a free flow of information on

²⁶ *The Media in Governance*, Department for International Development, UK, 2002

²⁷ Voice through Radio,
<http://web.worldbank.org/WBSITE/EXTERNAL/WBI/EXTCEERD/0,,contentMDK:20275208~pagePK:64168445~piPK:64168309~theSitePK:542906,00.html>

²⁸ Unesco, Community Multimedia Centres, Empowering Communities through Radio and ICTs,
http://portal.unesco.org/ci/en/ev.php-URL_ID=1263&URL_DO=DO_TOPIC&URL_SECTION=201.html

government programs and services to Members of Parliament, citizens, civil society and development partners. The free flow of information about government and its operations serves to increase accountability of leaders and government institutions.”²⁹ It goes on to state that it is a Government priority “to ensure that all Vanuatu citizens exercise their fundamental rights and freedoms, and confidently participate in nation building.” Furthermore, in the joint development cooperation strategy, the Government of Vanuatu directly stated its commitment to “maintaining a free, independent and responsible media, that is appropriately sensitive to traditional values.”³⁰

Notwithstanding the above statements, and some comments from stakeholders that the current Government is ‘freer’ than previous ones, it is not clear that there is significant energy being put to bringing about action in support of the statements. The proposed strategy for this activity (see below) takes account of this.

4.1.2 Government of Australia

The *Australia-Vanuatu Joint Development Cooperation Strategy 2005-2010* supports the PAA. Its goal is to “support long term stability for Vanuatu by accelerating development, including broad-based growth, and improving the welfare of the general population” through (i) improved governance; (ii) raising productive capacity; (iii) improving service delivery. A key element of the strategy will be the *Governance for Growth Program*³¹ the purpose of which is to “build the structures, procedures, incentives and human capacity which enable GoV to implement the PAA.” The program commenced in September 2006, is providing technical assistance and finance and will become the backbone of the country program. It is led by AusAID staff and is co-located within the Government of Vanuatu.

The country strategy has a focus on supporting demand for governance and this media activity sits within that portfolio. A Community Partnerships Program was established in 2005. Currently this includes a research and training partnership between the Australian Centre for Peace and Conflict Studies and the National Council of Chiefs (Malvatamauri), and a grant partnership with Wan Smol Bag to focus on social work and services to disadvantaged youth. Additional elements might include supporting increased scrutiny of government performance by the Parliament, and backing more local analysis, research and debate on public policy, possibly through support for a local think tank. Program development will be informed by further pilots, and drawing on a Drivers of Change analysis which started in late 2006 utilising established Department for International Development (UK) methodology and expertise.

AusAID also currently supports the Pacific Media and Communication Facility (nearing completion), and is drafting a new policy paper for strengthening of the media in the Asia Pacific region. This is part of the White Paper’s focus on support for creating demand for good governance through civil society mechanisms. As part of the new policy work AusAID commissioned a rapid review of AusAID media strengthening activities.³² This design was revised drawing on that paper.

²⁹ *Priorities and Action Agenda*, May 2006, page 20

³⁰ *Australia-Vanuatu Joint Development Cooperation Strategy, 2005-2010*, March 2005, Attachment A, Statement of Principles Issued by the Governments of Vanuatu and Australia.

³¹ *Vanuatu Governance for Growth Program, Design Note*, May 2006

³² *Rapid Review of AusAID Media Strengthening Activities and Design Concept Recommendations*, 13 November 2006

5. Proposed Strategy

This design document has described many of the governance, technical and financial challenges of working in this sector, some of which are scarcely amenable to influence by external actors, and those which can be influenced are resistant to change in the short-medium term. For this first phase, the program of support is positioned in three ways:

- Firstly, it is centered on the VBTC as the key organisation which can have a national reach. But it builds in an outreach mechanism to enable the acquisition of further knowledge of the sector and some preliminary engagement with it and stakeholders, possibly extending over time.
- Secondly, it is built on ‘progressive engagement’ – the notion of starting small, based on what we currently know and the state of current relationships, and steadily evolving the development response to the circumstances.
- Thirdly, it does not directly challenge the governance constraints, but rather treads a careful path trying to support nation building³³ (a different concept to ‘state building’ which is much more intertwined with issues of governance, transparency and accountability) and service delivery.

The approaches taken, linkages made, and visible changes from the first two elements can then underpin approaches in later years to engage with political and bureaucratic leaders on policy reform. The work that AusAID is currently initiating on Drivers of Change Analysis, drawing on DfID methodology and expertise will be important here.³⁴ The example of the shortwave transmitters not being repaired over a number of years (see section 3.2) and the inability of the public to hold anyone to account for it is instructive. There were clearly forces at work that are not visible. So it would be misguided to assume that simply strengthening the VBTC and assisting with more relevant and consistently available programs will automatically strengthen civil society and enable them to make a ‘demand’ for government accountability which will result in a response. There is much to understand about empowering citizens in the Pacific to have the voice and confidence to mobilise a response from governments. Furthermore attempts to empower citizens are political actions which are naturally interpreted by those with power and influence as partisan thereby undermining aid effectiveness. Australia therefore needs to take a slow and cautious approach and not promise to deliver more than experience has shown is possible.

In summary the approach is one of:

- a focus on nation building by way of support for a national service which can reflect the concerns, interests, languages and current affairs of Vanuatu;
- a focus on rebuilding the national radio service so that it can be used to promote knowledge for social and economic issues such as HIV/AIDS, gender equity, agricultural development;

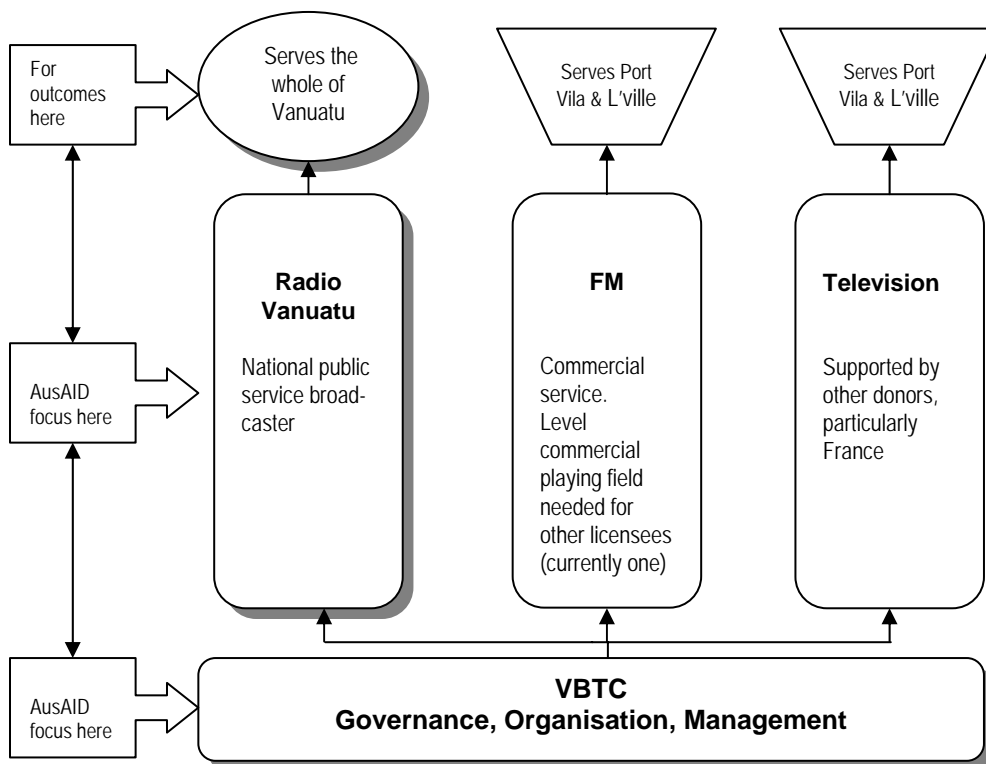
³³ See the discussion of the Bolton article in section 3.3 Voice and again in section 4 Development Rationale for the way in which radio has been a means of giving voice and identity to an emerging nation.

³⁴ The purpose of the DoC study is to facilitate more effective assistance by AusAID to Vanuatu. The primary objective is to analyse the political system and drivers of change in Vanuatu, in order to: inform strategy development and programming; and encourage and facilitate a critical reflection on modes of engagement with government and society in Vanuatu. First products (although not specific to the media sector) will be available in February 2007.

- building knowledge of the sector and ‘drivers of change’ so that over time the program may develop into a more multi-stakeholder partnership involving the print media, and other stakeholders, including drawing on the regional initiative currently in concept development phase;
- building knowledge and relationships so that over time the program can be more directly positioned to ‘foster both demand for and supply of good governance for poverty reduction and sustainable development;’³⁵
- the application of some general principles based on lessons learned elsewhere – taking an approach which is long term, holistic and engages progressively;
- a particular focus on Radio Vanuatu, underpinned by organisation development of the VBTC and with some small scale support for other media stakeholders;
- delivery by way of a partnership with the ABC, and utilising the principle ‘the method is the model for capacity building.’

5.1 Focus on Radio Vanuatu

This activity will support Radio Vanuatu as a specific service, **and** the VBTC as the organisation responsible for delivering this service, as illustrated in the diagram below.



The rationale behind focusing on Radio Vanuatu is that it is the national broadcaster and the only service capable of reaching the 80% of the population that lives outside of the main urban areas. AusAID’s focus is on poverty reduction and helping to improve service delivery and higher economic growth, particularly for the poorer rural population. Radio Vanuatu is the service which can assist in this by broadcasting programs with content in the areas of health, education, and agriculture amongst others. Australia also has a focus in helping to ensure a stable nation and it is noted above (see section 3.3) that Radio Vanuatu has

³⁵ The recommended goal of AusAID’s media assistance in the Rapid Review of AusAID Media Strengthening Activities and Design Concept Recommendations, 13 November 2006

traditionally fulfilled a nation building function. It is important that this tradition be picked up again before it is completely eroded.

The team does not propose any specific³⁶ support for the FM services because these are fully commercial services. A new player, FM 107 Capital Radio has been granted a licence, and although it is experiencing delays in getting up and running, it would not be appropriate to give specific support to VBTC's two FM services which would present an unfair competitive environment to a fledgling business. In case this should be a deterrent to maintaining FM 107's licence (and thereby presenting an apparent clear field to support FM), it needs to be understood that (i) improvements in transparent and equitable licensing arrangements are a feature of this program (see output 1.4) and any deterioration would potentially jeopardise the program; and (ii) any specific support to FM at any time during the long duration of this activity would need to be planned to avoid creating barriers to the entry of other commercial players.

The team has not proposed any specific support for television on the basis that (i) other donors, in particular France and China, are providing substantial support; (ii) television is broadcast in Port Vila and Santo only; and (iii) it is not a service that can be afforded by the poor. Currently much of the content for Television Blong Vanuatu is provided by France in the French language. China is developing strong links into the region and this increased support to Pacific Island nations is expected to continue. Notwithstanding the team understands the country's desire for television, there is also a concern that maintaining, and extending, television services is coming at the expense of attention to Radio Vanuatu.

Although the focus is on Radio Vanuatu, this cannot be done without attention to the organisation as a whole. To that extent the support given for improvements in governance, organisation and management and skills development will also be of benefit to the FM and television services. The limitations of support from the activity will primarily be on not providing any support for specific infrastructure for FM and television or for marketing of those services.

5.1.1 Additional Outreach Function

The team believes that this activity can play a supportive role in supporting media development more generally in Vanuatu. Accordingly one of the advisers being proposed (for program development) will also be expected to allocate approximately 20% his/her time to activities which assist other program makers/broadcasters or other media stakeholders such as the Media Association of Vanuatu or Transparency International Vanuatu. This may involve including others in training for VBTC staff where appropriate, and also providing specific advice/support. Any support offered to for-profit media outlets should be offered across the board to avoid giving a commercial advantage to any single outlet.

The team acknowledges that beyond general expressions of concern about the weaknesses of the sector, no one made an explicit demand for support to their outlet/NGO, and the team did not have time at the end of the mission to return to stakeholders and gauge their level of interest in technical assistance. To that extent, this activity is 'supply led.' However, it represents 7-8% of total funding. The team believes that provided the adviser embraces the

³⁶ The separation between AM as the public service broadcaster and FM as the commercial service is not necessarily as clear cut as it may seem. Some public service broadcasts are carried on FM. Any support provided to Radio Vanuatu (training, digital equipment, technical support) will also benefit the FM services. So some benefits will flow to FM. This initiative will develop clearer program briefs for the national AM service and the commercial FM service and this will help VBTC refocus on its public broadcasting role.

outreach function and is a good relationship builder, there will be initiatives and activities which will benefit from support. It is also a small investment which will contribute to the potential for broadening the program and working in a more multi-pronged approach.

5.2 Duration and Phasing

Regarding duration, the design team were asked to design for a period of approximately 18-24 months. This design covers a proposed two year period from project commencement in early 2007 until late 2008/early 2009.

However, development experience shows us that organisations and institutions facing the challenges outlined in this document do not transform quickly. In particular, changes to governance arrangements rarely occur without sustained effort because they threaten vested and powerful interests. In such instances, development partners need to engage in sustained dialogue to persuade partner governments of the merits of more transparent, accountable and professional structures and processes. Equally, organisations beset by multiple problems which have developed over a decade or two, rarely become top performers in a year or two. The team therefore propose a long term program of support, covering 8-10 years, with an initial phase of two years. This is in line with the associated Governance for Growth program which is intended to be delivered over a 10 year time frame. It is also based on the understanding that activities which require a holistic approach (see section 5.3) and often therefore have clear needs for sequencing of inter-related activities generally involve a longer time frame than more single dimensional approaches.

5.2.1 Progressive Engagement

The phasing is also intended to use the first two years to ‘test the waters.’ What follows after that will be determined by the success or otherwise of the program, and in particular (i) the organisation’s receptivity to and capacity for change; and (ii) the Government’s receptivity to a more transparent and accountable enabling environment for the VBTC. Thus the activity will start relatively small and will be particularly judicious in the provision of hardware. After the first phase support will be re-calibrated. The options which were rejected at this stage (see section 7), particularly re forms of financial relief, could be activated if and when the environment is conducive.

Year 1 activities have been scoped to get the program underway. However activities into the future will be dependent on the studies and work undertaken during that year and so cannot be predicted at this time. The approach taken is therefore one of ‘rolling design’. This approach has been used by AusAID for several years, based on early learning that predetermining activities in organisation development/reform initiatives was counter-productive. Organisation development is by its nature an organic process that must be allowed to unfold and evolve, albeit shaped by working towards a preferred future state.

5.2.2 Sequencing

The appropriate sequencing of support will be important. Training – both on-the-job, internal workshops, and attachments – need to be matched to key infrastructure upgrades for example. Sequencing will primarily be the task of VBTC management and the two full time advisers.

5.3 Holistic Approach

There is no point having a well structured VBTC with good policies and procedures if it does not deliver programs that people want to hear. There is no point developing programs which have a social and economic value for Vanuatu if people cannot tune in. The four ‘fronts’ of

governance/organisation, access, content and voice therefore need to be tackled together. Indeed, AusAID experience is that sustainability increases when there is a “structured interplay between organisational capacity building, counterpart development and systems enhancement.”³⁷

5.4 Twinning

It is also proposed that the activity will be undertaken by use of a ‘twinning’ arrangement with the ABC, principally Radio Australia. The program has its origins in part arising from a visit by the Head of Radio Australia in 2004 and it was Radio Australia’s direct support for transmission (together with New Zealand small grants) which re-established the Radio Vanuatu service in 2004 after many years off air.

The AusAID component of the design team embarked on the task with an independent view as to whether twinning should be the basis of this proposed support. However, a key factor swayed the team in favour of twinning – that of relationships. It is very clear that both organisations and numerous individuals value the existing relationship and the benefits it has brought each. In particular the Head of Radio Australia has been associated with the VBTC and many other stakeholders for more than two decades and is held in high regard and affection. Relationships based on more than the task at hand are often what is lacking in development assistance programs and are often an invisible binding agent for success. Strengthening relationships between government agencies in Australia and those in partner countries is an important element of the approach set by the recent White Paper. And the program will provide a framework for a more sustainable institutional relationship which will maintain and build both personal and organisational relations while providing resources more consistently than Radio Australia is able to do on its own.

The ABC will source two full time advisers for the first phase – one an Organisation Development Adviser and the other a specialist in program/content development (see annex 5). The ABC will supply other specialists for short term inputs as per the costs in annex 6. There will also be short work placement opportunities for VBTC staff with the ABC, and principally Radio Australia in Melbourne, and possibly in the region.

See annex 7 for international lessons learned regarding twinning arrangements which must be read by VBTC management and all ABC and Radio Australia staff involved in this activity. Also see section 9 regarding feasibility of this arrangement.

5.4.1 *The Method is the Model*

Capacity development lies at the heart of this program which is essentially about achieving organisational change and improvement. AusAID defines capacity development as:

The process of developing competencies and capabilities in individuals, groups, organisations, sectors or countries which will lead to sustained and self-generating performance improvement.

This definition presents capacity development as both a process and an objective. The program goal and purpose provide the ‘objective’ – the preferred future state which is to be achieved by the assistance. The monitoring and evaluation framework (see section 8.5)

³⁷ *Capacity Building in Public Finance: An Evaluation of Activities in the South Pacific*, Evaluation and Review Series, No. 36 September 2004

provides details by which performance improvement will be tracked. Designs, by necessity, tend to focus on the ‘what’, yet it is often the ‘how’ (the process) which is the true key to capacity building and to sustainability. The ‘how’ is less easy to specify – requiring judgement, sensitivity, flexibility and experience. One key however, is to ensure that every activity is an opportunity for raising awareness, deepening knowledge and developing skills. Thus, this design does not spell out how a small contestable fund to develop programs (the Program Bank, output 3.3) will operate – developing the rules, criteria and processes is an exercise in developing an understanding of transparent and accountable procedures. The same applies to developing and communicating the attachment scheme, and an incentive fund (see section 5.6 below).

Beyond a set of activities which will enable the program to get up and running quickly and will form the foundations on which to build, the design does not specify outputs further. That will come with the development of the organisational change plan which will be key to getting strong ownership of the program and to providing a sound exercise in planning, and more importantly, implementing and monitoring it – a common weakness around the Pacific.

As much as possible, the VBTC is regarded as a full partner in this activity – the General Manager will assist in the selection of the long term advisers, and subject to certain ABC legal employment requirements, they will report to him on a day-to-day basis. While this design sets the overall direction, and improvements are expected within its parameters, there is nevertheless scope for the advisers to provide support as needs emerge during the course of implementation.

5.5 Infrastructure

AusAID is currently developing a concept design for a regional media initiative. This may involve new thinking about how AusAID supports technical and infrastructure provision across the Pacific. Currently Pacific countries, including Vanuatu, are dependent upon using a mixture of shortwave and medium wave signals which each raise reach and cost issues (see annex 4). These modes require a network of transmitters, and then of telecommunication links to studios. The result across the Pacific is rusted, unreliable, outdated transmitters with high maintenance costs, patchy coverage and high utility costs (particularly for shortwave). As AusAID extends support to the Pacific region for media services, it and its development partners, need to challenge the assumption that yet more costly upgrades of these landline systems are the answer. New technologies such as satellite distribution are opening up new possibilities for addressing these issues.

Accordingly, this activity will need to think carefully about infrastructure provision. For example, the assessment done by Radio Australia in December 2005³⁸ shows A\$1.2 million needed for a new shortwave transmitter. There is no assumption in this design that such a transmitter will be provided. Before the commitment of that sort of expenditure an assessment of alternative technologies, locally and regionally, and the costs/benefits of each will be needed. Equally all other equipment provision should be made based on the understanding that it will not be made obsolete with the move to other distribution/transmission systems in the near-medium term. Only the technicians of the ABC can fully understand these issues and sequence accordingly.

5.6 Incentives

³⁸ VBTC Technical Operations Report, Author Joe Sexton, revised John Westland, dated 29 December 2005

For programs requiring a commitment to change and to challenge the way things are done, there must be ownership throughout all levels of the organisation. It is often the staff at middle and lower levels who do most of the work in the partner agency, who often go through the most upheaval and whose commitment and efforts will be critical to the success of a capacity building activity. These staff need to have some incentives to get behind a program of change. Incentives must go beyond notions of "the good of the country" to something tangible, something that affects staff in a more personal way (for example, more resources in the work area, more satisfying work, improved working conditions). An 'incentive fund' will be provided to provide incentives for change that are not 'capacity building' in themselves, but create openness to capacity building, for example issue of tee shirts with the corporate logo to give a sense of organisational belonging and pride.

Case Study - PNG Correctional Services Development Project
 The rationale for this project rested firmly on the need to introduce a system of correctional institutions management that would result in observable, sustainable improvements in terms of humane containment, and meaningful occupation of time. As part of a project extension, a system of "incentives" was introduced to encourage achievement of project objectives. The "Performance Fund" incentives proved themselves highly effective as a performance management tool. The fund offered rewards for staff demonstrating initiative and taking positive action; previously staff preferred everything to be done through headquarters with resultant bottlenecks, delays and often inaction. The Performance Bonus was used in ways that benefited the institution's staff, their families and its detainees. Rewards included purchase of sports equipment, painting and repairs to staff facilities, support for extra supplies, and so forth. A spin-off benefit of the Incentive Fund was the way it has encouraged and positively influenced teamwork. With the incentive system requiring teamwork to operate, a more team-oriented culture showed signs of becoming a sustainable part of the bureaucracy.

The fund will not be called an incentive fund, or performance fund but something which speaks to the ni-Vanuatu staff themselves. Perhaps 'organisational change fund' might be the place to start discussion of what it might be called. A sum of \$5000 will be provided annually in the first two years. Whether the fund continues beyond that phase will be a decision of the Management Committee based on the advice of the M&E team as to whether it is working. And under the rubric 'the method is the model' the staff themselves will determine what will 'qualify' for use of the fund and the types of things it will be used for. Indeed the first marker might be that staff agree on the rules by which the fund will operate, releasing a first sum of \$1000.

6. Program Details

6.1 Program Goal and Purpose

The design team worked with a small group of managers to formulate their vision for VBTC and Radio Vanuatu. They did this by way of 'appreciative inquiry' selecting pictures of Vanuatu and relating them to their vision of VBTC. Thus participants were able to express themselves in their own words, rather than in 'planning terminology.' Key themes which emerged during this workshop were: youth; access/coverage; uniting; participation; diversity; identity; tradition; education/awareness; economic growth; environment protection.

The group worked with these themes to formulate a draft vision statement: *Radio Vanuatu – building the nation by linking its past to its future and connecting people to knowledge and to each other.* A variant was: *Radio Vanuatu – building the nation by linking its past to its future and connecting its peoples.* In the time available it was not possible to finalise the vision. However, the design team proposes to use the drafts to guide the goal for the program. The goal should support the achievement of the vision. It is important that the management and staff of VBTC are fully committed to their vision for Radio Vanuatu and to the program, and this will require further work once the program is underway. This follows

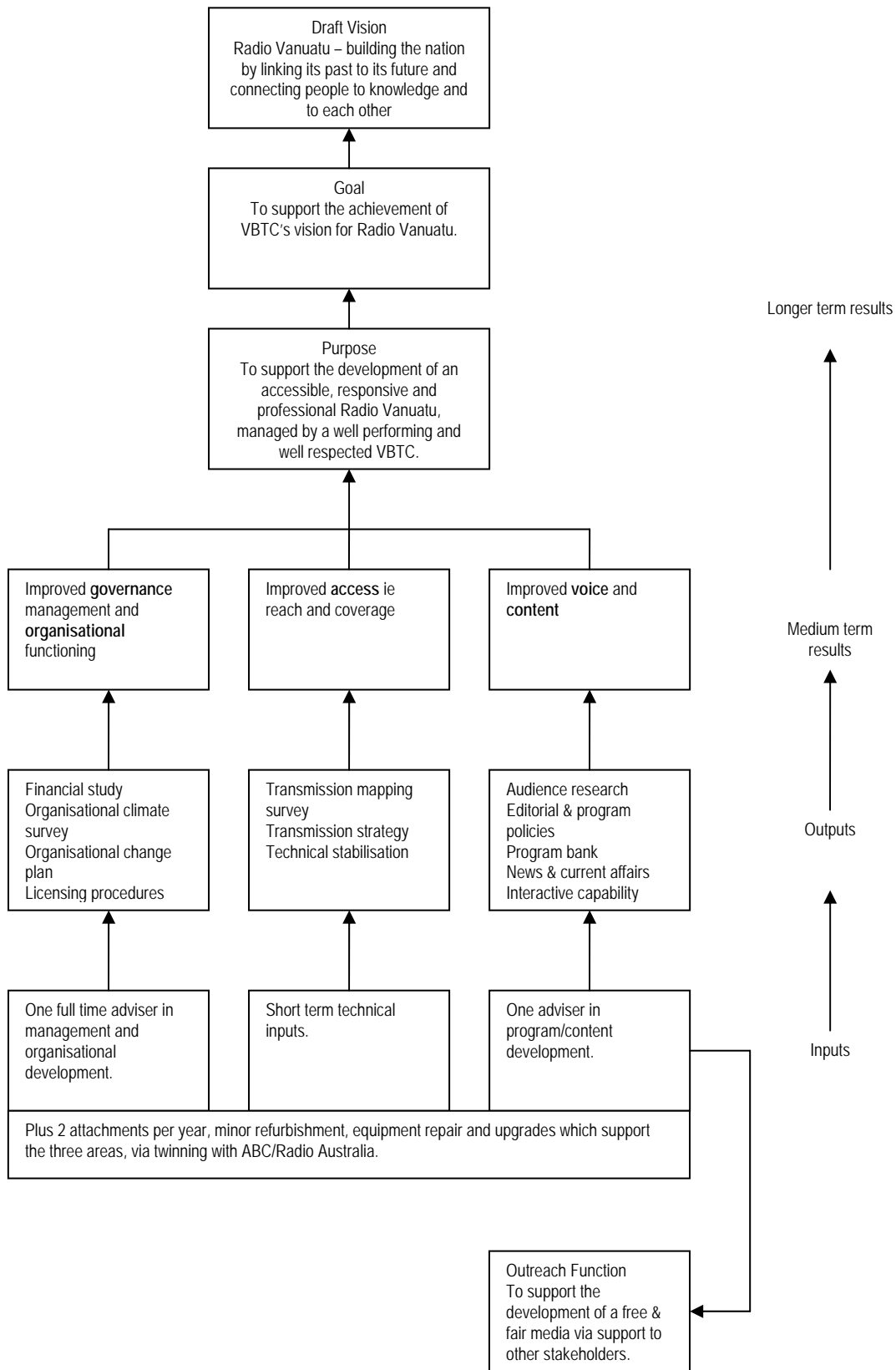
the pattern set by the Governance for Growth Program which takes its goal from the latest version of the Vanuatu Prioritised Action Agenda, supplemented by a specific purpose.

The program goal is therefore: *To support the achievement of VBTC's vision for Radio Vanuatu.*

The purpose needs to be more specific to this program. It is: *To support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC.* It is based on the discussions and work emerging from the workshop.

As the program needs to be fully owned and supported by management and staff of the VBTC, the above goal and purpose should be confirmed with them at program inception. The direction of each is likely to be fully in tune with management and staff views based on work the team undertook (see annex 8 which shows the changes needed as identified by staff) but fine tuning of words and concepts can be all important.

The diagram below shows the major elements of the first phase at a glance.



6.2 Program Description

6.2.1 Component 1 – Governance and Organisation Development

Output 1.1 – Financial Study

The VBTC has reportedly been under-capitalised since its formation. It is not clear what cross subsidisation is taking place and what that may mean for ongoing viability of services. There are no depreciation schedules and infrastructure replacement could potentially run into millions of dollars. The VBTC needs a sound financial analysis to assist in management and decision making. This includes a commitment to funding ongoing maintenance costs for long term viability. AusAID needs to understand the position so as not to inadvertently undermine sustainability, for example, by funding equipment which puts a burden on recurrent costs (utility bills) etc. Depending on progress in this phase, there may also be the future potential for either debt relief or budget support and this can only proceed based on sound financial analysis.

A local company will be engaged to assess the financial position, including debts and debt servicing, revenue earning areas of the business; any cross-subsidisation; effectiveness of revenue management; budget planning and resource allocation, including allocation/expenditure on maintenance. Having conducted the review, areas for improvement in management will be identified and will feed into the organisational change plan (output 1.3).

Output 1.2 – Organisational Climate Survey

This is intended as an input to the organisational change plan (output 1.3). Staff raised the idea of wanting to know what staff members feel about the organisation and what issues concern them (although they did not call it an ‘organisational climate survey’ and it should be given an appropriate local name). It will be designed and implemented by the Organisation Development Adviser in consultation with staff. As management–staff relations have resulted in disputes and tensions in the past, it is important to identify the issues so that they can be progressively addressed as appropriate. In line with good practice of such surveys, results will be shared with staff.

Output 1.3 – Organisational Change Plan

The organisational change plan will be developed based on the above two inputs, the audience research (output 3.1) and the transmission strategy (output 2.2). It will be both VBTC’s own plan (incorporating their current corporate plan as appropriate) and the program plan. In that sense it is the overarching plan and will clearly identify what are the sole responsibilities of the VBTC and in which areas the program will provide support. The VBTC should ‘own’ this plan – it is not the program’s. Rather it will show the nature of the integration. A lesson learned from throughout the Pacific is that ‘separate’ program plans, no matter that they draw on local documentation, are never seen as the organisation’s. Where a program plan has been integrated with a local corporate plan, using local frameworks and terminology³⁹, the organisation and its staff have understood the program better and work more actively with it.

Output 1.4 – Revised Licensing Procedures Developed and Implemented

³⁹ Often set, for example, by a Public Service Commission or equivalent.

License applications sometimes go direct to the board and sometimes through VBTC management. Information on numbers of applications received and approved/rejected is not easy to obtain. Information on how long an application takes to process is not available. Given that there are not large numbers of applications it should be relatively easy to set up a consistent, reliable system. This is an important first step in transparency and accountability. The (then) General Manager agreed that it would be possible to set this up, and for additional transparency purposes, to publish information on an annual basis, subject to privacy considerations of applicants.

Output 1.5 – Minor Building Refurbishment Completed

A small amount of \$5,000 is provided for essential work which will facilitate occupational health and safety and changed work practices associated with introduction of new technology. It is not intended in this first phase to support major refurbishment such as a new generator or fire alarm. Subject to ownership and commitment to the program, additional refurbishment in later years could be identified.

Output 1.6 – Incentive Fund

An amount of \$5000 per year is allocated as per the information in section 5.6. Staff will determine the operation and use of the fund (provided it is used to motivate and reward change). The monies will be deposited in the same account as for the program bank (see output 3.3 below) and expended on the joint signatures of the General Manager and the Organisation Development Adviser/Program Coordinator with receipts and records maintained by the latter.

Output 1.7 – Attachments

Two attachments per year will be offered for selected VBTC staff to travel to Australia for attachment to the ABC, or within the region if there is a radio station which can offer a suitable learning and development opportunity. The attachments can be for technical (as in equipment) purposes, journalistic or corporate service functions. Selection will be determined by the needs of organisational change and by merit. VBTC management, staff and program advisers should jointly determine the selection criteria and requirements to demonstrate that the opportunity is put to good use. All those with an involvement in attachments, and particularly the ‘receiving organisation’ should read the publication on hosting placements to be found at www.ipaa.org.au/dbase_upl/Work%20placement%20guide.pdf

6.2.2 Component 2 – Access

Output 2.1 – Transmission Mapping Survey

Radio Vanuatu’s transmission coverage remains patchy in spite of recent replacement of medium wave transmitters. Radio Vanuatu’s signal is still not available in many parts of the country. A survey is required to identify:

- Geographical ‘black spots’ where Radio Vanuatu cannot be heard at all;
- Reliable coverage area of the short wave service;
- Reliable coverage area of the medium wave and FM services;
- Optimal listening times for all services.

A 3 week technical survey in key locations in the country by one Radio Vanuatu and one ABC transmission engineer will help draw a coverage map and identify outstanding transmission issues. The map will be made available to other media outlets to assist with their own understanding of transmission technical issues and so as not to provide a level playing field for commercial outlets considering their options.

Output 2.2 – Transmission Strategy Completed

Based on the above, a strategy will be developed which will propose solutions with cost estimates. The strategy will take into account issues such as recurrent costs of utilities associated with different services, and will balance coverage needs with what is feasible. For example, fixing a black spot which meets the needs of a small number of people may be desirable in the context of the dispersed Vanuatu islands, but it may not be feasible if it incurs significant recurrent or maintenance costs.

Output 2.3 – Technical Stabilisation

Radio Vanuatu has been plagued in recent years by a number of technical faults due to ageing equipment, lack of ongoing maintenance and lack of adequate technical skills among Radio Vanuatu technical staff. These have taken Radio Vanuatu off air on numerous occasions and affected the technical quality and reliability of its broadcasts. A technical audit of Radio Vanuatu transmission and technical facilities in early 2006 identified a number of areas for critical attention to keep Radio Vanuatu on air and bring its signal up to an acceptable standard of broadcast and reliability:

- Bring technical facilities at transmitter sites to basic levels of reliability;
- Repair critical program distribution systems from studio to transmitters;
- Address basic technical shortcomings in Radio Vanuatu studios and master control;
- Develop regular technical monitoring and maintenance programs;
- Upskill staff while carrying out the above work.

Best estimates of this essential repair work is \$300,000.

6.2.3 Component 3 – Voice and Content

Output 3.1 – Audience Research

There is no recent audience information on listener needs and expectations. A survey is planned at the beginning of phase 1 to (i) provide information on which to base program development; and (ii) to serve as a baseline indicating audience views of current services. A second survey will then be conducted at the end of phase 1 for further organisational planning needs and to measure changed responses.

The ABC will provide a short term specialist to work with the VBTC, the Vanuatu Cultural Centre (VCC) and the National Statistics Office (NSO) – in line with utilising local organisations where possible. The VCC have a network of 110 volunteer field workers (60 male and 50 female) who will be used to conduct the survey. (The Director of the VCC gave verbal agreement to this.) An honorarium of \$20 will be paid to each field worker. VCC will need to conduct regionally based training for the field workers. The NSO will provide the technical capacity to process the survey forms and analyse the results. Once the details of the survey have been settled, the NSO will need to provide justified costs.

In the interests of listener feedback and developing a relationship between the national broadcaster and its public, the VBTC management agreed to discuss the results and action to respond to them in a series of radio programs of suitable format.

Output 3.2 – Editorial and Program Policies

There is no guidance provided to program producers regarding issues of accuracy, impartiality and objectivity. Editorial policies exist in most media outlets to offer a frame of

reference, as well as a check list of considerations to help program makers make difficult judgements for themselves. The policies developed will not be plucked from those of more developed countries, but will be simple and appropriate for Vanuatu. More important than the actual documents themselves will be the process for developing them. It is through full participation of staff and stakeholders that people will grasp an understanding of their value and how to operationalise them. The method (process for development) will be the model for capacity building.

Output 3.3 – Program Bank

Programs in the VBTC are somewhat old and dated with little funding having been available to create contemporary material. Furthermore, the VBTC, like other outlets in the Pacific but unlike the rest of the world, demands fees to broadcast material (rather than paying for it). This is the basis of its financial ‘model’ but it does mean that other organisations are constrained in putting material to air that would benefit the public. Government departments for example complain that the fees are too high. A 30 minute program costs just over \$200. There is a need to lay the foundations of more contemporary programming and reinvigorate content. But it is also important not to set up a system whereby the VBTC becomes dependent on AusAID recurrent funding for regular programming – that is clearly not sustainable. Hence the emphasis on providing funding for government departments, NGOs, and community groups to make programs which will have longevity and will form the basis of a program library. Even well resourced stations replay material.

Beyond affirmation from the Vanuatu Cultural Centre and Wan Smolbag that there should be interest in the fund, the team was not able to confirm ‘demand’ because of time constraints in revisiting stakeholders. Hence the Program Bank will operate as a small contestable fund in the first two years, possibly increasing in subsequent years dependent on its success. Year 1 will provide \$20,000 and year 2 \$25,000. The Vanuatu Cultural Centre will also store material in their role as the National Sound Archives. As such they would be available for others to broadcast too.

The operation of the Program Bank will be determined by the VBTC, the advisers and other stakeholders. This again, is a capacity building endeavour. In the first instance the VBTC and program will decide who should form the Program Bank Advisory Group, and then that Group will determine how often applications will be received (once a year, twice a year?), what the requirements for application should be, how the winners should be selected etc. There will be some conflict of interest issues to be negotiated. For example, in a country as small as Vanuatu, the organisations best placed to supply a representative to the Advisory Group will also be the ones wanting to apply (Vanuatu Cultural Centre, Wan Smolbag etc). It is unlikely the sector is large enough to have complete separation of applicants from decision makers. Negotiating this will provide good experience in processes needed to ensure accountability and to avoid perceptions of influence.

A method for tracking and auditing expenditure is needed however. As an authority the VBTC is not subject to the more rigorous expenditure tracking and auditing of government departments which has enabled forms of budget support to operate in Vanuatu. This is the best option because it avoids parallel systems. Notwithstanding that, the VBTC does not normally have the function of handing out funds and so this is an additional and new role. The design team believes the best option is for a trust account to be opened with requirements for two signatories, one from the VBTC and one from the program. Although this is a ‘parallel system’, the Program Bank is not intended to have a life beyond this activity – its products are expected to have that life, but not the operation of the fund itself.

Output 3.4 – News and Current Affairs

Radio Vanuatu is the main provider of news and information to people in the rural areas. Its midday and evening bulletins are widely followed by most to keep abreast of political developments in Port Vila. In recent years, however, Radio Vanuatu has slipped behind the local daily newspaper in breaking stories and setting the news agenda. It is also widely perceived as a mouthpiece of government. The daily news appears to be shaped by government control and by the demands of the television service's schedule rather than the requirements of radio audiences.

Unesco funding in late 2006 will provide new newsroom computer equipment with text/audio capacity that will improve news processing and output. However further effort is required to ensure that Radio Vanuatu claims a solid role as the main provider of news.

The Program Development Adviser will work closely with Radio Vanuatu to assist it to:

- Set the news agenda and break the news as much as possible as it happens;
- Reintroduce an early morning news service;
- Become more professional and responsible in its approach to news, including by rebuilding public confidence in its reporting by application of the editorial and program policies (output 3.2);
- Increase 'voice' by starting to include audio elements from newsmakers and the public in news bulletins.

Output 3.5 – Interactive and Scheduling Capability

There is little opportunity for the average ni-Vanuatu to be heard or have their views reflected on Radio Vanuatu, particularly if they live in rural areas. Partly this is a matter of technology. For example, Radio Vanuatu studios were built and fitted in the 1970s. The equipment is antiquated, unreliable, unserviceable and inadequate for present day demands. The production system is still tape-based and prevents efficiency reforms, multi-skilling and automation. It is a major disabling factor to improving production standards, allowing time for quality program development and for producing more complex programs such as phone-ins and panel discussions. Partly it is a matter of motivation (constrained by inadequate equipment) and confidence (arising from lack of technical exposure to interactive programming).

Radio Vanuatu will be equipped with networked studio and office desk-based production and scheduling equipment. Radio Vanuatu producers will be trained to use this and new digital recorders. This will enable Radio Vanuatu to:

- Improve the quality of its sound and audience appeal;
- Improve efficiency through automation and ease of production;
- Better integrate the production and broadcast cycle;
- Motivate staff to produce more 'higher end' content;
- Produce more complex programs such as phone-ins;
- Use more sound and voices in programs;
- Archive material.

6.2.4 Component 4 – Outreach

Output 4.1 – Support given to Other Stakeholders

Little coordinated support has been given to the media in Vanuatu and AusAID has had limited involvement in the 'sector'. The initiation of this activity presents an opportunity to find out more about the sector and to play a supportive, if limited, role to media development more broadly than Radio Vanuatu and the VBTC. It may be that as AusAID's interests in supporting mechanisms that can exert a 'demand for governance' grow, there may be opportunities in the future to build on this small beginning.

The Program Development Adviser will consult widely at program mobilisation and develop a simple plan for where he/she can most productively allocate approximately 20% of his/her time (equivalent to one day per week) to activities which assist other program makers/broadcasters/media stakeholders. For example, Transparency International currently have a year long program of support to the media which is supported by a volunteer and a Youth Ambassador and they indicated the need for additional assistance. There will also be a need to respond flexibly as opportunities arise. The Adviser will keep a simple record against the plan of support provided, and will synthesise this into one or two pages for submission to the Management Committee as part of normal reporting requirements.

7. Options

The following options were considered as alternatives or in addition to the above approach:

1. Do nothing

Why?

- Various Governments allowed Radio Vanuatu to be off air for many years from the mid 1990s-2004 for want of relatively modest amounts of funding – why should a donor be more concerned than national governments appear to have been?
- The governance challenges go deep into Vanuatu's power and influence structures and will not be easily amenable to change.

Why not?

- Doing nothing will leave the issues to become even more deep rooted and the VBTC will deteriorate even further.
- It is possible to improve many of the content issues (better educational, health, news, current affairs analysis etc) which will assist with social and economic development, even if governance issues remain a longer term challenge.
- Radio serves a nation building function and it is in Australia's interest, as well as Vanuatu's, to help build stability.
- Australia also has a strong interest in poverty reduction and radio helps to erode one of the key aspects of poverty, that of isolation.
- Engagement and support is the only way to bring about change – doing nothing will not. Australia is best placed of all donors to work constructively on both the governance agenda and in radio given its interests, links and relationships and expertise.
- AusAID's country strategy involves supporting demand for governance and this activity can play a positive role, combined with other elements of the portfolio of activities which are self-reinforcing.

• Retire debt

Why?

- This would re-start the corporation on a more viable financial footing and help address what appears to have been under-capitalisation at the time of corporatisation.

Why not?

- There is no assurance that future financial decisions will be well informed and in the interests of the majority of the population. For example, \$34,000 was recently found to ensure World Cup television coverage for the small proportion of the population with access to television. Radio Vanuatu needed only \$80,000 for transmitters between the mid 1990s and 2004 – they were finally supplied by donors.
- Deeper understanding of financial issues to do with viability and cross-subsidisation is needed (and proposed – see section 6.2.1). Depending on the financial position and demonstrated commitment to addressing governance issues, some assistance with debt retirement could be considered during the course of the program.

- Provide budget support for transmission costs

Why?

- A key component of transmission costs is the high cost of electricity in Vanuatu and the ‘thirst’ of short wave transmitters in particular (necessary for national reach).
- It could be linked to a requirement to allow open access to transmission for other stakeholders and thereby provide a catalyst for other players to enter.

Why not?

- As per (2) above – there is no assurance at this stage that financial resources thus ‘released’ will be dedicated to what AusAID might regard as a development priority.
- It takes the pressure off the VBTC to improve its financial performance which seems (anecdotally) to have deteriorated quite significantly over the years.
- Nevertheless, dependent on financial analysis and commitment to good governance, this could be considered during the course of the program.

- Provide budget support for program development

Why?

- So that the fees which are currently charged to other government departments and NGOs could be dropped. Only media outlets in the Pacific region have adopted this unusual model of charging fees for broadcast (as opposed to paying fees to content providers).

Why not?

- Development experience for this type of support shows that once the donor withdraws activities stop. For example, once donor support for the communication program of the Vanuatu Comprehensive Reform Program stopped, so did the activity.
- The design is partly addressing this by proposing a contestable fund for the development of programs (see Program Bank in section 6.2.3).

- Be a catalyst for the introduction of community radio⁴⁰

⁴⁰ “Characterized by ownership, programming and market served. Owned and controlled by a not-for-profit organization. Structure allows membership and management by members of the community at large.

Why?

- A series of community radio stations could form an alternative to the national public service broadcaster.
- Being community owned and controlled such stations produce programs which reflect their concerns, as well as strengthening formal and informal social and cultural networks.
- Meteo (see annex 3) is an example of a community radio station and it looks promising.

Why not?

- The VBTC has received only ad hoc support to date and deserves an opportunity to reform itself before steps are taken which could potentially undermine its viability (although carefully done, community radio could be linked to Radio Vanuatu).
- Community radio depends on a positive enabling environment, including licensing arrangements, which do not yet exist in Vanuatu.
- The Meteo service receives support from the Vanuatu Meteorological Service, the World Meteorological Association and the Australian Bureau of Meteorology and so might not be a good example of a ‘true’ community radio station.
- The introduction of community radio needs to be done based on careful social, economic and cultural analysis which could be undertaken during the course of this activity as part of ongoing consideration of options during implementation.
- Community radio is usually small scale, serving one or more villages. It is usually operated by volunteers as a service to that community. It is therefore something additional, rather than an alternative, to a national broadcaster.

6. Investigate a twinning relationship with another radio station.

Why?

- For contestability purposes, rather than simply accepting ABC/Radio Australia as the most appropriate.
- The ABC/Radio Australia may be spreading themselves a little thinly with AusAID activities in 3 other countries.

Why not?

- The relationships between the VBTC and Radio Australia are already strong and Radio Australia has its own corporate interests in ensuring a viable VBTC which other radio stations would not.
- The only possible Pacific island broadcaster with any reasonable capacity would be Fiji but that capacity is unknown and untested.⁴¹ The program will investigate use of Fiji for attachments during implementation.
- New Zealand is the other possibility in the region but there would need to be a compelling reason to approach them given the strong links between the two proposed partners.

7. Contract out to a managing contractor.

Why?

Programming should be based on community access and should reflect the special interests of the listeners it is licensed to serve.” <http://www.crtc.gc.ca/Broadcast/eng/NOTICES/1999/1999-75/table.htm>

⁴¹ The recent coup in Fiji suggests that tying a twinning arrangement to an unstable neighbour could be very risky.

- For contestability purposes.

Why not?

- Twinning has benefits that no managing contractor can provide – they are not directly comparable alternatives. The direct business of the twin is the same as the developing partner – the partner therefore gets access to an entire organisation which brings with it a consistent philosophy, set of business practices. It is generally easier to integrate advisory assistance with technical upgrades, training, attachments etc.
- The current Government of Australia policy is to develop stronger links between Australian organisations and Pacific ones where such a partnership is viable and of benefit to both organisations. This is one such case.

Notwithstanding the above options were rejected at this stage, during the 7-10 year life of this activity, there will be scope for re-examining each option. The proposed monitoring and evaluation specialist (see section 8.5) should be specifically tasked to review these options towards the end of year 2, and the Management Committee should maintain a watching brief over their viability as the program evolves.

8. Management and Coordination Arrangements

8.1 Program Strategist

The design team recommends that AusAID appoint a Program Strategist who is independent of the program itself, and who could be one of its own internal advisers or one of the AusAID contracted staff of the Governance for Growth office. The key role of the strategist is to ensure that the program is correctly positioned over time to contribute to AusAID's country program objective of improved governance through strengthening the stability and reach of key institutions.

What does 'positioned' mean? The program strategy (section 5) is one of progressive engagement, starting by focussing on assisting Radio Vanuatu to provide programming content to the rural population that serves a social and economic purpose, and thereby supporting a nation building role. But to contribute to a governance agenda (that is, a state building role involving demand and supply of accountability) over time, it does need to skilfully and purposefully build linkages with other media and governance activities, both local and regional. Its activities may need to be re-directed, and with that may come the need to broaden the program beyond its focus on the VBTC and with activities additional to those provided through a twinning arrangement. At that point the design would need revisiting together with the structures and systems that support the design.

Such re-positioning could be the collective responsibility of the AusAID Post as activity managers and the ABC program team, drawing on the work of the M&E team (possibly requiring the latter to offer advice). But there are drawbacks to that. The ABC team will naturally be invested in radio and in having a fairly straightforward twinning arrangement, notwithstanding that they have professional commitments to the media as a sector. Experience shows that AusAID Posts find it difficult to disengage from busy day to day activity management and create space for strategic thinking. Indeed experience shows that unless there are problems, activities tend to roll on. The M&E team could offer some thoughts but even monitoring teams find it hard to rise above the nitty gritty of program implementation.

The purpose of this position then is to stand back and objectively assess whether and how the activity can build towards strengthening good governance.⁴² The strategist should concentrate on issues of positioning, partnerships, governance, finding incentives, understanding the drivers of change etc.

The strategist would join the M&E team on alternate annual missions (that is 2-yearly). The intention is not that he/she forms part of the M&E team per se but he/she will likely need meetings with similar individuals as the M&E team and having one process will prevent the burden of servicing too many separate ‘missions.’ The strategist should not get caught up in the more ‘routine’ aspects of monitoring, although drawing on the M&E work will be important, as will a collaborative approach between both. In particular the strategist should provide advice at the end of phase 1 about the shape and scope of the program in future years.

8.2 Roles and Responsibilities of the ‘Twins’

The principal program stakeholders are: the VBTC and Government of Vanuatu, the ABC (and its specific station Radio Australia), and AusAID. AusAID has finalised a Head Record of Understanding⁴³ with the ABC. This activity will come under that RoU. Roles and responsibilities are:

VBTC

The General Manager as the full time, day to day manager, is the key representative for VBTC. He reports to the Chairman of the VBTC board and will keep him (and the board) up to date on activities and will facilitate consultation when necessary. As the program supports the development of the VBTC, for which the General Manager has a key functional responsibility, it is expected that directing and utilising the program on a day to day basis will take time and energy. Nevertheless, the Organisation Development Adviser will provide support to him and the management team.

For in-country purposes, both advisers report to the General Manager. A lesson learned is that it is important for organisations to feel that the advisers ‘belong’ to them, and not to the supplying agency (whether managing contractor or other). ABC legal requirements however, mean that the ABC remains their actual employer. This will be exercised through the Program Director, as the representative of the ABC. For project management purposes, they therefore report to the Program Director. The General Manager and Program Director will jointly manage any significant performance issues.

In line with recent practice, the General Manager (or acting) will also be a member of the selection panel for both advisers. Experience has shown that the degree of ‘ownership’ of advisers is higher when partners participate in selection. Such processes also model good recruitment practices and can play a small part in capacity building.

The program will not have its own identity – VBTC is the ‘corporate’ entity covering the program. For example, invitations to participate in the Management Committee, the program bank advisory group etc will be issued by the General Manager VBTC under VBTC letterhead, not the program.

ABC

⁴² AusAID’s definition being ‘Competent management of a country’s resources and affairs in a manner that is open, transparent, equitable and responsive to people’s needs.’

⁴³ Head RoU No 37833, dated 14 November 2006

The ABC will provide its Manager International Projects, as Program Director and he will usually make two visits per year for Management Committee meetings (see section 8.4), and more on an exception basis if necessary.

The ABC will also provide long and short term advisory support, will host attachments and will source equipment (in Vanuatu when possible). As a twinning arrangement, staff in ABC/Radio Australia will be available to both the advisers and VBTC staff for phone and email consultation, for example, to troubleshoot technical difficulties. The program will fund ABC/Radio Australia to engage an Australian based Program Manager on a 3 day per week basis to cover the administrative and logistics tasks.

8.3 Planning

The planning mechanism for this activity will in the first instance be this design to enable project mobilisation, and subsequently will be the Organisational Change Plan⁴⁴ to be developed in the first half year. The plan will need to accommodate the needs of VBTC, while allowing for tracking of project activities. A general lesson learned in AusAID activities is that separate project plans are viewed by the recipient agency as just that 'separate'. Even this design document is likely to be seen as 'AusAID's', notwithstanding the consultation that took place to develop it. Experience has shown that where the organisation's own plan and that needed to support project planning can be integrated, it results in greater ownership of the activity and a deeper understanding of what it is designed to achieve and of respective roles.

The Organisation Development Adviser will be key to this integration. However, expecting an adviser, drawn from the ABC, to understand AusAID and its requirements can be a big 'stretch.' The financial years of Vanuatu and Australia also do not coincide. It may be necessary to provide some guidance and support, just for a few days of input. If this is the case, the AusAID Post should identify and mobilise a person with the requisite skills, or even provide that guidance themselves if internal resourcing permits.

The planning mechanism is therefore one of 'rolling design', kicked off by this document, and with VBTC organisational and AusAID program plans integrated. If the activity develops over the course of several years to support media activities beyond the VBTC, planning mechanisms will need to be adjusted at that point.

8.4 Coordination

The program has relatively straightforward coordination requirements, although there is a need to link to the Governance for Growth Program, the portfolio of activities which support demand for good governance, and potentially a new AusAID regional media initiative (barely at concept stage).

The 'chief representatives' of the 3 parties which have the core relationship for this program are: the General Manager for VBTC, the ABC Program Director, and the Counsellor, AusAID. There is a need for a mechanism for the three principal stakeholders to come together to receive plans, agree to any changes of direction as the program evolves, adjust resourcing levels if needed and for general oversight. The General Manager, Program Director and the Counsellor (delegating to the Governance Program Manager depending on

⁴⁴ The VBTC should feel free to change its name to one that might be more appropriate and familiar in the local context.

the evolution of that program) will therefore form the core of a Management Committee. However, in the interests of transparency and for representation of other voices who have a stake in the success or otherwise of the national broadcaster, other key stakeholders should be invited onto that committee. The suggestions are to approach 2 or 3 of the following: the President Media Association, the Head of Vango, the Director National Council of Women, the Director Vanuatu Cultural Centre, Malvatumauri (Chiefs).

The committee should meet approximately every six months with meetings set to match key phases. Once the annual organisational change plan has been developed, a set cycle will follow from the timing of that, so that the committee meets shortly after it has been developed to consider it.

Once a regional media program is established, this committee may then form a country representative body for its activities.

8.5 Monitoring and Evaluation

Monitoring and evaluation has three purposes – accountability, learning, and enabling responses to changing circumstances. AusAID as the funding agency in particular, but also the partner government and agency, are interested in the efficiency, effectiveness and impact of the program. The partner agency and implementers, but also AusAID, are interested in identifying lessons learned for the purpose of continuous improvement. Over the course of long term development support, it is only to be expected that there will be changes arising from the support itself, and ones arising from the external environment. These changes will inevitably require the activity itself to respond appropriately. Monitoring and evaluation can assist in that process. All three purposes are valid, and equal ‘weight’ should be accorded them (accountability tends to dominate in most activities and thus ‘crowds out’ the other purposes).

In line with the philosophy of embedding as much as possible within the agency being strengthened, and of every activity being an opportunity for learning and for improving systems, the monitoring and evaluation framework has been developed so that the information collected is what will be useful to the VBTC itself. It also draws extensively from the outputs which are part of the early months of the program and which provide the baseline information for VBTC’s current performance and which will be needed both for ongoing management purposes (that is, to determine areas of organisational change) and to assess the program’s contribution. In this way, the framework becomes a genuine aid to management rather than something imposed by a project and something external to it. Requirements to meet AusAID’s accountability needs (in which VBTC may have no/little interest) have been kept to a minimum. These are mainly at the Activity Level.

Note that no quantifiable indicators have been set for the changes being sought. For example, regarding increase in hours of programming to be directed to meeting women’s interests or % of population to be reached by signal. This is for two reasons. Firstly, without the baseline information to be derived from the various studies to be undertaken in phase 1, it is not possible to know what targets might be feasible and reasonable. Secondly, it is important that the VBTC is involved in setting any quantifiable indicators or targets so that this M&E framework does not become something imposed on them to meet donor requirements. It will also be important to determine priorities according to VBTC’s capacity to cope with change. For example, it may be that changes to programming select only a couple of changes to focus on for the first couple of years. This could be developing one or two programs to meet the needs of women. And so meeting the needs of youth with

reinvigorated programming may not be possible until later. Any targets that can be set should therefore be part of the organisational change plan so that they become something that the VBTC itself wants to achieve and so that the VBTC sets up the data collection as part of its own organisational functioning.

This M&E framework has also tried to balance what is reasonable for an activity of a relatively small scale and size. M&E frameworks can cause paralysis if they are ‘top heavy’ and require the setting up of separate systems to generate information.

It is suggested that AusAID appoint a Monitoring Specialist/Team to monitor on an annual basis (with the additional option of being tasked between annual visits if the need arises). There is currently an activity in design for the Solomon Islands and an individual common to both monitoring teams would provide some cross-fertilisation of ideas. If the ‘common individual’ is a monitoring specialist, it would also be useful to include a ni-Vanuatu media practitioner on the team. There are a number of retired, former General Managers of VBTC who might be suitable or the President of the Media Association etc.

While the Monitoring Team inevitably do have an accountability role, they should also approach their task collaboratively in the interests of assisting all parties to learn and to facilitate a flexible approach to the ongoing design and delivery of the program. Interpersonal qualities will therefore be an important selection criteria for the role.

The table below represents the different levels of monitoring and provides details of the sources and processes. It will require some refinement during the courses of implementation.

M&E Levels	M&E Tools	Responsibility
<p>Impact Level</p> <p>Long term, outside the scope of the program alone.</p> <p>Needs to measure the extent to which VBTC’s vision⁴⁵</p> <p><i>Radio Vanuatu – building the nation by linking its past to its future and connecting people to knowledge and to each other</i></p> <p>and the Program Goal</p> <p><i>To support the achievement of VBTC’s vision for Radio Vanuatu</i></p> <p>are achieved.</p>	<p>Independent Completion Review (as per AusAID requirements at relevant future time)⁴⁶, drawing on material in levels below, supplemented with qualitative research, including through methods such as focus groups, interviews, case studies.</p> <p>Key questions to be answered include:</p> <ul style="list-style-type: none"> • Is Radio Vanuatu fulfilling its role as the national public service broadcaster? • How representative is Radio Vanuatu of different opinions, issues and political views? • How accessible is Radio Vanuatu to different sections of society, including poor and vulnerable groups? • What changes in access, voice, content and governance and organisational functioning have occurred in the last X years and what has been the contribution of the program to these? 	<p>AusAID to select an independent team at the appropriate time, in consultation with Government of Vanuatu.</p> <p>Note: This assumes the program will continue beyond first phase of 2 years and up to 10 years.</p>

⁴⁵ Which still needs refining during program mobilisation.

M&E Levels	M&E Tools	Responsibility
<p>Country Program Level</p> <p>Medium-long term, only partially within the scope of the program as the program is only one contribution to strategic objectives.</p> <ul style="list-style-type: none"> • Strategic Objective 1 Improved governance through strengthening the stability and reach of key institutions. • Strategic Objective 2 Improved service delivery to populations in greatest hardship • Strategic Objective 3 Raised productive capacity of ni-Vanuatu, particularly women and young people. 	<p>Independent annual monitoring, drawing on material below supplemented with interviews.</p> <p>Key questions to be answered include:</p> <ul style="list-style-type: none"> • Changes in reach and reception and sustainability of those; • Extent and type of changes to programming; • Progress in organisational improvement and impact and sustainability of changes. <p>As per above first two dot points above.</p> <p>Not clear that this activity will directly support this objective, although it may be that some content eg agricultural programs, may assist.</p>	<p>AusAID to appoint a specialist. Suggest that the person/team to be appointed for a similar activity currently in design for the Solomon Islands should be considered so that there is a cross-fertilisation of ideas.</p> <p>As per above.</p>
<p>Outcome Level</p> <p>Medium-long term, within the scope of the program.</p> <p>Needs to measure the extent to which the program goal <i>To support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC</i> is achieved.</p>	<p>Independent annual monitoring, drawing on material below supplemented with interviews.</p> <p>Key questions to be answered include:</p> <ul style="list-style-type: none"> • Changes in reach and reception and sustainability of those; • Extent and type of changes to programming; • Progress in organisational improvement and impact and sustainability of changes. <p>Note that these are the same as for Country Program Level (above) to streamline and simplify collection of data and reporting.</p>	<p>AusAID to appoint a specialist. Suggest that the person/team to be appointed for a similar activity currently in design for the Solomon Islands should be considered so that there is a cross-fertilisation of ideas.</p>
<p>Program Level</p> <p>Medium term, within the scope of the program.</p> <p>Needs to measure the changes in each of the 3 Radio Vanuatu improvement areas (components):</p> <ul style="list-style-type: none"> • The governance, management and operations of the VBTC. 	<p>Organisational climate survey at mobilisation provides the baseline, repeated towards end of year 2 and 2-yearly thereafter.</p> <p>Financial study at mobilisation provides the baseline and demonstration of</p>	<p>General Manager VBTC supported by the Organisation Development Adviser</p> <p>General Manager VBTC supported by the Organisation Development Adviser</p>

⁴⁶ The Office of Development Effectiveness is currently reviewing requirements with a view to change and no doubt there will be other changes between now and up to 10 years in the future.

M&E Levels	M&E Tools	Responsibility
<ul style="list-style-type: none"> The reach of Radio Vanuatu and the quality of reception. Program content which serves people's needs. Outreach – needs to measure whether small scale support to other stakeholders has supported the development of a free and fair media. 	<p>movement towards a more sustainable financial position by end of year 2, and 2-yearly thereafter.</p> <p>Publication of results of licence applications on an annual basis.</p> <p>Report by ABC and VBTC technicians at end of year 1 and year 2 and 2-yearly thereafter.</p> <p>Audience Survey at mobilisation provides the baseline, repeated towards end of year 2, and 2-yearly thereafter.</p> <p>Program content analysis available from output 3.1 is monitored and submitted to Management Committee.</p> <p>Recorded comments on program changes from stakeholders at 6-monthly Management Committee meetings.</p> <p>Ask specific interest groups to undertake short surveys/reports eg National Council of Women re ongoing changes to meet needs of women.</p> <p>Stakeholders included in VBTC activities or receiving support for specific initiatives can cite a direct/indirect benefit.</p>	<p>General Manager VBTC.</p> <p>VBTC Manager Technical Services with support from the Organisation Development Adviser and ABC technicians.</p> <p>Organisation Development Adviser and General Manager to initiate and maintain records.</p> <p>Program Development Adviser and General Manager.</p> <p>To be documented by Organisation Development Adviser in role as Secretariat to Management Committee.</p> <p>Management Committee.</p> <p>Management Committee members to conduct informal monitoring and bring information to Management Committee.</p> <p>Monitoring specialist specifically to enquire on an annual basis.</p>
<p>Activity Level</p> <p>Short term, within the direct control of the program.</p> <p>Needs to measure the extent to which the program is managed and the partnership is operating.</p> <ul style="list-style-type: none"> Progress monitoring against this design document and subsequent Organisational Change Plan. Financial monitoring Financial monitoring of Program Bank Trust Fund Partnership monitoring 	<p>Six monthly report to Management Committee, interspersed with quarterly reports to AusAID and VBTC.</p> <p>Annual acquittals/reporting to AusAID.</p> <p>Annual reporting to Management Committee</p> <p>Annual review of relationship issues based on above tools.</p>	<p>Program Director and Organisation Development Adviser, in consultation with General Manager VBTC.</p> <p>Program Director and Program Manager</p> <p>Organisation Development Adviser and General Manager VBTC.</p> <p>AusAID, Radio Australia, VBTC - meeting of these stakeholders only, to follow on from meeting of Management Committee at meeting 2 of each year.</p>
<p>Specific Issue: Gender</p> <p>Needs to measure the extent to which</p>		

M&E Levels	M&E Tools	Responsibility
gender equality is advanced in VBTC's broadcasting output and VBTC as an employer.		
<ul style="list-style-type: none"> • Progress monitoring. • Report to include comment/statistics on, <i>inter alia</i>: <ul style="list-style-type: none"> ○ Incorporation of a gender perspective in relevant policies and plans supported by the program, for example, editorial policy and organisational change plan. ○ Program changes made over time to meet needs/interests (arising from audience research). ○ Female participation in program activities (workshops, attachments, committees etc). ○ Activities to encourage a non-stereotyped view of men and women (and youth) and examples of program content demonstrating appropriate views. 	Annual report to Management Committee Annual monitoring	Organisation Development Adviser and General Manager VBTC Monitoring Specialist

9. Feasibility

The program is assessed as highly feasible. Both AusAID and the ABC (Radio Australia) have past and current experience of working together on similar activities. For example, the ABC is currently implementing AusAID activities in PNG, the Solomon Islands and Cambodia. Nine of the 18 activities which were the subject of a rapid review of AusAID media activities have been or are being delivered by the ABC, mainly through Radio Australia. Radio Australia knows and understands the Pacific and indeed its remit, is to do just that and to broadcast to the Pacific. While part of a larger ABC it is a relatively small organisation with a modest budget and thus provides a good model to the VBTC of what can be achieved. AusAID and the ABC have finalised a Head Record of Understanding and this activity will be governed by the RoU. Nevertheless there are some international lessons learned about twinning which are included at annex 7.

The VBTC has received donor support in the past but that has largely been ad hoc provision of infrastructure and a limited number of short term advisory inputs. The organisation has not been party to a longer term sustained donor program, involving resident long term advisers. The design team considered placing only one adviser (Organisation Development) in order to minimise the risks of over dominance of advisory support in a small organisation (47 staff). However, there is a need for activities in management and organisational change to move in parallel with some of the changes brought about by upgraded technology and renewed emphasis on journalism, editorial and content changes. The team decided that two advisers working in tandem would facilitate this better.

In line with recent lessons learned in AusAID programs, the two advisers will report to VBTC management for in-country activity purposes.⁴⁷ They are thus to be ‘embedded’ within the organisation and not seen as ‘separate’ in the way in which project personnel have often been in the past. Apart from the initial set of activities included in this design to get the project underway and to provide a foundation on which to build, additional activities will arise from organisational need and particularly from the organisation change plan to be developed in the first phase.

It is always the case that the effectiveness of advisers is maximised when they speak the local language. In the case of a media program, feasibility of the activity will be enhanced if the two advisers understand the content of programs being broadcast in Bislama. In the case of Vanuatu, this also provides a ‘leveller’ for Francophone ni-Vanuatu. It is a requirement that the appointed applicants learn and become proficient in Bislama. Their work program must allow them the necessary time to attend classes.

10. Cross-Cutting Issues

10.1 Gender

A key operating principle which forms part of AusAID’s new Gender Equality Policy and Strategy is that it is important to make gender equality explicit and visible. A lesson learned from gender mainstreaming is that women’s needs and rights were invisible – women were ‘everywhere but nowhere.’ Another lesson is that sex-disaggregated information is needed at all levels to improve visibility.

Radio can play a key role in fostering more equitable gender relations and in providing information to women about matters such as their legal rights, and health care for themselves and their families. The changes being sought through this activity regarding program content will actively ensure that gender issues are reflected in programming content, and time slots. Currently for example, there is one half hour program specifically for women (Woman long Society). Whether this program, and others which may have relevant content (for example Family blong Serah) meets the needs of women is not known. There is also one half hour program specifically for children. The proposed audience research (output 3.2) will help determine the interests of men and women and children, and the program development specialist will then assist Radio Vanuatu to develop programs in line with the results. The VBTC and the specialist will also need to involve relevant groups such as the National Council of Women. In doing this, the program’s role will be to develop VBTC’s understanding of consultation and capacity to work with communities to understand and meet their needs in line with their role as the national broadcaster.

In addition to meeting the specific interests and needs of women, and ensuring that radio plays due regard for their role in development, there is a need to ensure that the VBTC is active and skilful in not portraying stereotyped expectations and interpretations of men’s and women’s roles in society. This is particularly detrimental to women and usually reinforces the belief that women are not capable of playing a full role in society, in both public arenas and the private space of the home. Journalists and broadcasters play an important part in defining what people think and what their place is in society. For example, there can be double standards in the way news is reported. A man may receive sympathy because he is criticised for hitting his wife, while the wife may be reported as ‘deserving the punishment because she ‘disobeyed’ him. It is important that this program incorporates a gender

⁴⁷ The ABC remains their employer as per ABC requirements.

perspective in all aspects of programming – in developing program content; news and news analysis; enabling voice etc. This extends to the small outreach role of the Program Development Adviser. A good resource is *Gender for Journalists* which includes eight chapters focusing on gender-related media trends and research resources such as Gender Violence, Women's Inequality, Gender Tools and Gender Agenda. The toolkit can be accessed on <http://www.cpu.org.uk/cpu-toolkits/>.

The Organisation Development Adviser will work with the VBTC management to develop the organisational change plan which will take into account any specific constraints to women's effective participation in the organisation and develop strategies to remedy the constraints.

Support given to the VBTC will ensure that men and women employees are treated equitably. For example, female employees will have equal access to training and work attachments, and both will be scheduled to take account of the needs of women, who often need to stick firmly to work hours and for whom long attachments might conflict with family responsibilities.

The specialist/team undertaking monitoring and evaluation will be expected to examine issues of gender, both in programming (ie content), in the workplace, and opportunities offered under the program. The monitoring and evaluation framework (see section 8.5) outlines expectations.

10.2 Youth

Experiences in the region⁴⁸ demonstrate that alienated youth, particularly unemployed males, can be a source of instability, or their disconnection from society can easily be fomented into violence. One source of connection to broader society can be through radio and it is therefore important that this activity supports VBTC to engage with the youth of Vanuatu. Key to this will be the audience research which will seek views on what young men and women want in terms of content and time slots. The program will then need to work actively to help VBTC develop new programs and content. The program bank could also be actively used to engage with youth, perhaps by giving preference to applications from youth groups.⁴⁹

It will also be important not to overlook commercial radio (FM). The example given on page 12 regarding the Northern Care Youth Clinic's use of a half hour program and the resultant increase in clients to the clinic is instructive. Young people are more likely to be attracted to FM's music focus and some creative thinking about incorporating content for youth within the mix might be warranted.

10.3 Language

The work to support program development will take account of the three main languages of Vanuatu – English, French and Bislama. Indeed, developing the capacity of the VBTC to undertake more direct programming (rather than buying-in programs) should bring about more lively and informative programs in Bislama – the lingua franca.

As per the note above, the two full time advisers will be required to learn Bislama so that there are equitable relations with staff and other stakeholders.

⁴⁸ Civil disturbances in Tonga, Fiji, Solomon Islands, Timor Leste

⁴⁹ The policies and guidelines for the operation of the Program Bank will be determined by the Program Bank Advisory Group.

10.4 Poverty

It is not possible to draw a direct correlation between a strong media and poverty reduction. It is reported that a national radio service assists economic development by:

- providing information about agricultural matters (application of fertilisers, control of pests etc),
- providing information regarding transport for getting goods to and from markets;
- reducing loss of productive effort because of ill-health by provision of educational and awareness programs in the health and social area for example: hygiene, malaria prevention; HIV, reproduction.

In addition, as noted above, radio can play a nation building role and a stable nation is an enabler for economic development and therefore poverty reduction.

10.5 HIV/AIDS

The program Family blong Serah developed by Wan Smolbag and broadcast Tuesdays and Saturdays is set in a clinic dealing with HIV and sexually transmitted diseases. Whether this is sufficient will need to be determined by the program development adviser, VBTC management and stakeholders involved in HIV/AIDS programs. Over time additional program content may need to be developed. There will also be a need for the program development adviser to assist all staff who broadcast to ensure that biased attitudes about people with HIV/AIDS are not consciously/unconsciously aired. Radio plays an important part in ensuring social acceptance and appropriate treatment of people suffering from the disease or perceived to be suffering from it.

10.6 Governance

Bringing about change in governance is the most difficult endeavour for any donor project. Firstly because change is resisted by those who benefit from the status quo and who are usually in a position to block change; secondly because it is difficult to effect change as external interveners; and thirdly because it tends to be long term, often generational. The design strategy (see section 5) has taken these issues into account, together with the provision of a Program Strategist (see section 8.1). In the first phase of this program, there will be a focus on two simpler, more achievable elements of governance.

One will be improvements in licensing procedures so that there is improved transparency and accountability. The (then) General Manager verbally agreed to these improvements. Secondly, much of the work of the program development specialist will be on assisting the VBTC with improvements in news reporting and current affairs. This does have the potential to challenge vested interests but not all news and current affairs reporting has political implications, and to the extent that they do, it might be instructive in surfacing patterns of interests.

10.7 Environment

This issue may become relevant if new transmitters are installed. Works under the Australian aid program must comply with Commonwealth environmental legislation. When negative environmental impacts are possible, a plan for managing those impacts must be developed. Environmental management plans should describe specific environmental issues and outline actions for managing likely environmental impacts.

Annex 1: Terms of Reference

Background

Radio Vanuatu, the radio service of the Vanuatu Broadcasting and Television Corporation (VBTC), is a key public institution in Vanuatu playing a central role to uphold good governance, foster a sense of national identity and disseminate information that supports social and economic development objectives. It boasts an established technical infrastructure and relatively well trained staff.

Conflicting commercial and public service priorities, donor and political pressures, and inadequate capital funding levels are hindering the national broadcaster in its mission to deliver essential services to a large part of its audience in Vanuatu, particularly in rural areas.

The Australia/Vanuatu Joint Development Co-operation Strategy (2005 – 2010) identifies improving governance and service delivery as key objectives.

The Vanuatu Broadcasting Act gives VBTC its mandate and a large degree of independence in determining how it fulfills its mission. Commercial revenue for radio and TV advertising as well as broadcast licenses offer VBTC potential sources of adequate revenue. Nevertheless, VBTC faces key issues in redefining a clear public mission and securing resources to replace or repair ageing transmission and technical equipment.

Over the years, VBTC has received training and technical support from a number of donors, including transmission support from AusAID. However, as a public agency not operating within a given government portfolio, it has been neglected by public sector reform and capacity building programs.

VBTC has a long-standing close association with Radio Australia which helped it restore some of its shortwave services early last year. Medium wave transmitters are now being refurbished with the help of NZAid.

Earlier this year Radio Australia conducted a technical audit of Radio Vanuatu's technical issues and requirements in Port-Vila. VBTC and Radio Australia also jointly developed a concept paper for a twinning assistance program (Vois Blong Yumi: Concept paper for Strengthening Radio Vanuatu-December 2005). The concept paper identified technical support and capacity building in 4 areas:

- Improved news service and delivery of essential information
- Better analysis through current affairs programming
- More open public debate and discussion via Talkback programming
- A better Radio Vanuatu signal for all in Vanuatu

An appraisal of the concept paper supported the Vois Blong Yumi Project but noted the need for more work on defining its focus and on issues of sustainability and to ensure that it 'delivers effectively in the improved governance context'. The appraisal referred in particular to 'the content issue, and the ability of VBTC to sustain its ongoing activity over the medium to longer term beyond the period of the twinning program'.

It noted the concept paper pointed 'to areas that are clearly areas of need and in many respects covers many of the issues highlighted through the Pacific Media and

Communications Facility (PMCF) *'Informing Citizens: Opportunities for Media and Communications Report'* (PMCF, 2005)'. It said there is probably 'scope to include other areas highlighted by the PMCF in future iterations of the project'.

It is proposed that the design covers the following areas:

1. Content and Structural issues: The role of Radio Vanuatu as a key provider of information in the governance context and organizational capacity building for VBTC board and management.
2. Access and Transmission: Delivering information to rural communities: access to the Radio Vanuatu signal for all in Vanuatu.
3. A new model for Public Service Broadcasting in Vanuatu: giving a greater voice to the public, civil society and rural communities.
4. Sustainability: A viable national broadcaster: commercial and funding options to help VBTC fulfill its mandate.

Objectives

The objectives of the design mission are to:

1. Confirm a Program of Support to VBTC
2. Determine the nature and form of that support
3. Propose management arrangements
4. Identify a program of activities and associated costs for year 1

Scope

Pre mission (3 days)

1. Review background documents including the VBTC Broadcasting Act, the VBTC Corporate Plan, the Vois Blong Yumi Concept Paper (2005), the Joint Australia/Vanuatu Development Cooperation Strategy, 'Informing Citizens: Opportunities for Media and Communications Report' (PMCF, 2005)', 'Vanuatu Governance and Accountability Partnership: Radio Australia/ Vanuatu Broadcasting and Television Corporation Twinning Program' (AusAID 2006).
2. Organise logistics and scheduling for in Vanuatu mission
3. Teleconference between design team and Post Counsellor to review mission objectives

In Vanuatu (5 days)

Meetings with:

1. Counsellor at AusAID post to discuss mission objectives;
2. Meet with Prime Minister's Office, VBTC Chairman, Management and Technical Department.
3. Meet with Departments of Education, Health, Interior.....and representatives of some provincial governments to discuss how VBTC can play a more effective role in the dissemination of public information.
4. Meet with Civil Society bodies and NGOs to discuss their views on the role of VBTC and their ideas on how the national broadcaster can be more inclusive: Vanuatu Cultural Centre, USP, VANGO, the National Council of Women, National Council of Churches, Malvatumauri, Vanuatu Chamber of Commerce, Vanuatu Sports Association.
5. Meet with volunteer agencies to assess potentials for Ni Vanuatu and Australian volunteer placement.
6. Meet with other donors including NZAID, French and Chinese Embassies to maximise opportunities for harmonisation.

7. Meet with the AusAID/GoV law and justice and police programs to identify potential linkages.
8. Meet with the Santo Malo (SANMA) Provincial government and representatives of business, NGOs and rural communities (Sarete village– South Santo) on Santo Island

Discussions/Workshops

9. VBTC board and Management to identify priorities for: Organisational development for the VBTC and developing a more effective role for the national broadcaster; a possible role for rural community broadcasters; and research.
10. Design team to identify the contributions of each partner and a set of principles to guide the partnership.
11. Design team to agree on priorities for year one of the partnership and develop a program of activities. Consideration should be given to a range of methodologies for capacity building, which are relevant to the context and can sustain long term change in attitude, skills and knowledge.
12. Design team to determine appropriate management and reporting structures and funding mechanisms for the partnership that
13. Ensures a sense of ownership and leadership by the VBTC
14. Retain flexibility to allow for changes in funding levels
15. Identify a simple framework for assessing performance of the partnership
16. Design team to identify risks and treatments
17. AusAID Post and VBTC to present the draft design framework and year one program.

Documents/outputs

18. Prepare a draft design framework for.....years and Year One program that is in plain language and no more than 6 pages (excluding logframe and budget). The document should include:
 - Partnership principles
 - Goal, purpose, objectives
 - Outputs for year1
 - Management structure
 - How the partnership will be assessed
 - How risks will be managed
 - Reporting requirements
 - Roles of AusAID desk and post; and
 - Arrangements for review and further design during year one.
 - Budget for year 1

Post mission (3 days)

19. Draft the design framework and year one program
20. Draft financial agreements and revise as required

Duration

Total input 11 days

Reporting

The design team will prepare a:

Draft design framework, year one program and financial agreements.

Revise as necessary and produce the final design framework, year one program and financial agreements

Design Team

The team will include the following members:

- Design specialist/capacity building expert – Patricia Lyon
- One representative from VBTC – Jonas Cullwick
- AusAID post – Leith
- AusAID desk – Alopi Latukefu
- 1 representative from Radio Australia (funded by AusAID) – JG Manguy

DESIGN TEAM MEMBER TERMS OF REFERENCE

Design/Capacity Building Specialist

Pre Mission

Review background documents including the VBTC Broadcasting Act, the VBTC Corporate Plan, the Vois Blong Yumi Concept Paper (2005), the Joint Australia/Vanuatu Development Cooperation Strategy, ‘*Informing Citizens: Opportunities for Media and Communications Report*’ (PMCF, 2005), ‘*Vanuatu Governance and Accountability Partnership: Radio Australia/ Vanuatu Broadcasting and Television Corporation Twinning Program*’ (AusAID 2006). Participate in teleconference of design team to review mission objectives

In Vanuatu

Lead the design team in meetings and discussion/workshops.

In consultation with the design team draft a design framework, and year one program of activities

Post Mission

Finalise the design framework and year one program, in consultation with design team members.

Draft the financial agreements in consultation with design team members.

VBTC

Provide information and documentation as requested and required for mission. Participate in meetings and discussions/workshops, represent the interests and views of VBTC, identify priorities for VBTC, review and make comments on the design framework, year one program, financial agreement, and provide local costing information.

AusAID Desk and Post

Provide information and documentation as requested and required for mission. Organise in country meetings and logistics support (post), contribute to writing and revising the design framework, year one program (desk and post) and financial agreements (post), represent AusAID policy and programming approaches (desk and post).

Radio Australia

Take the lead on developing the research agenda, with a focus on year one activities, participate in meetings and workshops, contribute to writing and revising the design framework and year one program, represent RAs experience through the pilot and ideas for future activity, provide costing information.

Annex 3: People Consulted

VBTC

Manarewo Patrick Crowby	Chairman and Public Relations Officer
Fred Vurobaravu	Manager Admin & HRO Department
Yvette Tavear	Payments Officer
Rhina Cyrus	Accounts Officer
Warren Robert	Manager Technical (Radio)
Iatika Steven	Senior Tech/TRANS
Steven Abel	Senior Tech/TBV
Antoine Malsungai	Manager Radio & TV News
Jennifer Kausei	Supervisor News
Stevenson Liu	Journalist Presenter
Joe Harry	Supervisor TBV
Ellenson Kanas	Copywriter & Sales
Stephenson Reuben	Salesperson
Bruno Leingkone	Manager FM 98 Department & Radio
Merelyne T	Secretary/Supervisor
+ a large group meeting	
Kenery Solomon	Supervisor Studio 5 North
Marie-Noelle Kaltack	Presenter/producer
Tensly Sumbe	Presenter/producer

Other Government & Public Sector Representatives

Hon. Ham Lini Vanuaroroa	Prime Minister
Jean Sese	Director General PM's Department
Ralph Regenvanu	Director Vanuatu Cultural Centre
Ambong Thompson	Vanuatu Cultural Centre
Jotham Napat	Director Vanuatu Meteorological Services (re Meteo FM)
Betty Harry	Investment Officer, GBEU
John Ezra	Social Equity Officer, DSM
Frederick Hosea	Acting Director, DESP
Flora Kalsakia	Acting Sector Policy Manager, DESP
Dorothy	
Israel	Department Strategic Management
Joe Boman Carlo	Ministry of Internal Affairs, but in capacity as former GM and board member
Linda Kalpoi	General Manager, Vanuatu Tourism Office
Joel Path	Secretary General SANMA Province
Nancy Wells	Director, National Statistics Office
Selwyn Geru	Malvatumauri

Other Media

Bob Makin	Editor, The Vanuatu Independent (former GM and board Member)
Jim Moli James	Chairman, Radio 90 Laef FM, TBN
Tony Ligo	Representative, FM 107 Capital
Moses Stevens	President Media Association of Vanuatu
Evelyn Toa	Vice President MAV

Mark Lowen

Vanuatu Online

<http://www.vanuatu.net.vu/VanuatuOnlineDirectory.html>

NGOs

Jeff Melengrou

Northern Care Youth Clinic, Luganville

Michael Taurakoto

Wan Smol Bag

Susan Detera

VSO, Transparency International

Jenny Ligo

CEO, National Council of Women

Private Sector

Emmanuel Tourebibi

A/Manager Commercial Services, Unelco

Other Donors

Johnson Vora

Development Program Administrator, NZAID

Ni-Vanuatu

The public of Sarete Village, and
representatives from 5
surrounding areas, South Santo

Representatives of Australia

John Pilbeam

High Commissioner

Rob Tranter

Counsellor, AusAID

Annex 3: Details of Other Radio and Television Services

Broadcasting was initiated in 1966 through the Condominium Government.⁵⁰ Initially called Radio Vila, it was renamed Radio New Hebrides in 1977 and then became Radio Vanuatu in 1980 with independence. Although there was resistance from the CG to the use of Bislama, by 1971 Radio Vila was using this language to present the news and other programs.

Meteo (FM) a World Meteorological Association Project with a pilot running in North Efate and plans to extend to other sites (Banks, Santo, Malekula, Ambae, Port Vila, Tanna, Aneityum, with a different but similar system also in Torres). It broadcasts in the local language of North Efate and in Bislama. Community radio and non commercial although it does charge very small fees, for example Vt20 to make an announcement about a community event or requirements for transport. Covers about 60km radius, although if a repeater station could be funded, as hoped, it could cover all of Efate. It cost about Vt2 million to set up (\$25,000). It runs on solar power. Asked VBTC for training but received no support (link to outreach function). Broadcast 6 hours per day. It is organised through a local committee and utilises unemployed young people for broadcasting. The system is enabled to run a relay of VBTC services but VBTC rejected this, notwithstanding Radio Vanuatu does not reach North Efate.

Radio 90 Laef FM, a Christian Station, charitable organisation (Vanuatu Christian Broadcasting Network). 24 hours service to Port Vila, extending approximately 100 km. Free to air/not commercial basis. Hopes to set up in Tanna and Santo with donations received from an individual in NSW. From Santo they may be able to cover Banks and Malekula.

Established in 2003 and now operates on a 24 hour basis, being staff from 6am-12pm and automated after midnight.
20 staff, all volunteers.

Capital FM107 – received a licence 7-8 months ago but has yet to start broadcasting. Is reportedly having equipment made overseas.

Tafea Toktok FM 104 – a community radio station in Tanna, Tafea Province. broadcasts in local language, supported by Unicef (under the Child Friendly School project) and also the Tafea Provincial Education Office and have asked NZAID for an additional transmitted.

Television

Telsat (Pay TV) which uses microwave and broadcast in Port Vila.

LBF – French TV which goes via satellite from Paris to New Caledonia.

CCTV – Chinese provided through the Chinese Embassy and reaching Port Vila, Santo and Malekula.

Cable TV (Rod Smith)

A licence given for another cable TV station in Port Vila but not yet started.

⁵⁰ This information is drawn from *Radio and the Redefinition of Kastom in Vanuatu*, Lissant Bolton, The Contemporary Pacific, Volume II, Number 2, Fall 1999, pages 342-343

Annex 4: Distribution Issues

Whether to distribute via short wave, Amplitude Modulation (AM), Frequency Modulation (FM) is a question of Cost (recurrent and capital) Quality of Service (QoS) and Reach. Choosing which service to invest in is a strategic decision for any broadcaster based on whom and where their core audience is, what they can sustain financially, technically and administratively and what type of service they are trying to deliver. The table below shows the challenge Vanuatu Broadcasting and Television Corporation in decision making and investment, and in developing a transmission strategy aimed at sustainably reaching a majority of the population in regional and remote Vanuatu.

Type of Service	Capital Cost	Recurrent Cost	Quality of Service	Reach
Short Wave	High	High	Mixed	Ubiquitous (although can be affected by certain topographical formations and weather).
Medium Wave (AM)	Medium	Medium	Good	Broad
FM	Low	Low to medium	High Fidelity (within limited radius)	Local (generally <40km radius)

Annex 5: Duty Statements for Key Personnel

Position Title: **Organisation Development Adviser & Program Coordinator**
Reports to: for ABC employment purposes, Program Director
For day-to-day management purposes, General Manager VBTC
Duration: 2 years, early 2007-2009 (renewal subject to program needs and individual performance).
Location: Port Vila, Vanuatu

Key Accountabilities:

1. Coordinate all Vanuatu-based activities relating to the project in close consultation with the Program Director and General Manager of Vanuatu Broadcasting Corporation, including regular reporting requirements.
2. Provide support and advice to VBTC management and board in the areas of: corporate governance, finance, HR policy, including performance management processes, and strategic resource planning.
3. Develop a program of organisational development activities and help VBTC formulate an organisational change plan and a new set of programming and editorial policies. These will include new AM and FM network briefs and divisional plans.
4. Help Radio Vanuatu management refocus its programming in order to better serve the information and educational needs of audiences, with a particular emphasis on rural audiences.
5. Liaise effectively with key government, civil society, cultural sector and private sector stakeholders in order to rebuild VBTC's constituency in Vanuatu.
6. Assist VBTC to develop and implement, within both its programming and organisational activities, strategies for the promotion of cross-cutting issues.
7. Contribute to the development of a more professional and open media environment in Vanuatu in cooperation with the Media Association of Vanuatu.

Key Competencies, Qualifications and Experience:

8. Proven understanding of development issues and the media environment, particularly Public Service Broadcasting, in the Pacific.
9. Sound experience in management and policy with training, change management and organisational development skills.
10. Demonstrated communication skills, particularly in a cross-cultural context relevant to the Pacific. Strong interest in the cultures of the Pacific and ability to speak or willingness to learn Bislama.
11. Knowledge of editorial, production and technical aspects of radio broadcasting and transmission technology.
12. Relevant tertiary qualifications and work experience in the Pacific preferred.
13. Demonstrated ability to adapt to a foreign work environment and different work practices.

Position Title: **Program Development Adviser**

Reports to: for ABC employment purposes, Program Director
For day-to-day management purposes, General Manager VBTC

Duration: 2 years, early 2007-2009 (renewal subject to program needs and individual performance).

Location: Port Vila, Vanuatu

Key Accountabilities:

1. Provide advice and support to Radio Vanuatu’s News Editor and Programs Manager in the areas of news and current affairs, broadcast scheduling and programming.
2. Review the content and scheduling of Radio Vanuatu’s AM and FM services to ensure they meet the needs of audiences, particularly in rural areas and make recommendations to Radio Vanuatu management.
3. Assist Radio Vanuatu:
 - a. Lift the credibility and timeliness of its news service through a review of its news schedule, a more rigorous editorial process and the inclusion of audio in news bulletins.
 - b. Develop current affairs programming that provides context and explanation to the news of the day, and a space for debate on issues of public interest.
 - c. Produce interactive programming that encourages public participation and provides a voice to the general public.
4. Provide necessary training and ongoing mentoring of journalists, presenters and producers.
5. Assist Radio Vanuatu staff and management in the development of a programming policy for their two networks and an editorial policy for all networks.
6. Identify a program of work to assist in the development of a more professional media community in Vanuatu in cooperation with the Media Association of Vanuatu (program of work to account for approximately 20% of work load).
7. Assist VBTC to develop and implement, within both its programming and organisational activities, strategies for the promotion of cross-cutting issues.
8. Provide activity reports as required by the Program Coordinator.

Key Competencies, Qualifications and Experience:

9. Proven understanding of development issues and the media environment, particularly Public Service Broadcasting, in the Pacific.
10. Senior editorial, production and programming experience and training and mentoring track record.
11. Demonstrated communication skills, particularly in a cross-cultural context relevant to the Pacific. Strong interest in the cultures of the Pacific and ability to speak or willingness to learn Bislama.
12. Thorough knowledge of editorial, production and technical aspects of radio broadcasting.
13. Relevant tertiary qualifications and work experience in the Pacific preferred.
14. Demonstrated ability to adapt to a foreign work environment and different work practices.

Position Title: **Program Director**

Reports to: ABC Chief of Strategy and Governance

Duration: 2 years, early 2007-2009 (renewal subject to program needs and individual performance).

Location: ABC International Projects, Australia

The role of the Program Director for this activity will fall to the ABC's International Projects Program Manager. This is a recently created position in response to the ABC's increasing role in development. The position has overall responsibility for the development, planning and implementation of all international media development activities in which the ABC is involved. The key accountabilities for the position holder are:

1. Overall management of ongoing planning and implementation of the program on behalf of the ABC.
2. Selection (with the General Manager VBTC) and contract management of ABC personnel and management of resources associated with the program.
3. Represent the ABC in the Management Committee, alongside the General Manager VBTC and the Counsellor AusAID (or delegate).
4. Overall budgetary and reporting responsibility for the activity.
5. Regular liaison with all parties regarding progress and issues arising, including representatives of the Government of Vanuatu, AusAID Port Vila, and AusAID Canberra.

Annex 7: Twinning – Lessons Learned

The underlying theory⁵¹ of a twinning project is that pairing organisations with similar functions and purposes to undertake workplace partnerships and exchanges should result in efficient capacity building⁵² as organisations can disclose decision-making processes, problems, constraints, challenges and approaches taken. The objective of a twinning arrangement is to help the organisation in the partner country to develop on its own terms, on the basis of its own cultural, political, economic and social situation so it can take a more pro-active, systematic approach to reform.⁵³ Such a partnership is different to other development projects that involve a consultancy firm building capacity because a twinning arrangement gives a partner organisation access to an entire sister organisation, rather than consultants and inputs ‘put together’ from various sources by a managing contractor. As such the twinning arrangement is not an alternative to a managing contractor, but an entirely different ethos and form.

There is an acknowledgement in twinning arrangements that for them to work successfully exchanging experiences is mutually beneficial and not to the advantage of the partner from the developing country alone. In the case of the proposed twinning arrangement here, it is to Radio Australia’s advantage to understand more of the Pacific region, to which it broadcasts, and of the VBTC in particular, which relays its programs. It will also provide valuable international experience for its staff – an opportunity that helps career development and staff retention. For the VBTC, over time, it should be able to input to Radio Australia on the types of programs the Vanuatu public would welcome from Australia and possibly co-produce selected programs for the region. This would both be a capacity building activity and get Radio Vanuatu some profile in the region – an incentive and reward for Radio Vanuatu.

This program should therefore be seen as a partnership between two organisations which respect each other and have something to contribute to each other. AusAID facilitates the relationship with its funding, oversight, understanding of development and ties it in to the development objectives of both Governments.

One purpose of twinning arrangements is that the relationship should endure once an input (that is, a short or long term adviser) and the formal project ceases, through the end of the project funding. In this case, a relationship already exists as demonstrated by Radio Australia’s contribution of transmitters in 2004. It is to be hoped therefore that linkages across both organisations – at different levels and across the various disciplines are deepened. A direct benefit is that short term advisers can be available by phone and email once their specific task is finished. This is not often the case with advisers provided under managing contractor arrangements. In this way, Radio Australia is a resource to draw upon for assistance during the life of and upon completion of the program.

Notwithstanding the clear benefits, there are also some risks with twinning. They are:

- “Ownership” is placed with the “developed” organisation which reduces sustainability.⁵⁴

⁵¹ Some of this material is drawn from PATTS Concept Note, AusAID, 2006

⁵² AusAID definition: “the process of developing competencies and capabilities in individuals, groups, organisations, sectors or countries which will lead to sustained and self-generating performance improvement.” Capacity Development Principles and Practices, AusAID 2004

⁵³ *Lessons Learnt on Twinning: possibilities and limitations of the twinning model as an instrument for organisational learning and institutional development.* Sida, January 2000.

⁵⁴ Strömberg, Tove. 2002. *Description and analysis of Twinning between Two Network Organisations.* Capacity Development – Sida Working Paper No. 12.

- Through insensitivity, the developed country ‘twin’ can impair the usefulness of a relationship.⁵⁵
- Crucial elements of the mechanics of twinning, such as the selection of key staff and the management of a twinning arrangement, do not get the attention they require.⁵⁶
- By focusing on expert-to-expert exchanges, little thought is given to the change processes needed to transform the knowledge gained into actual action.⁵⁷
- The people involved in a twinning project lose sight of the superordinate objectives of development and the relationship takes on a life of its own which has implications for monitoring and evaluation.⁵⁸
- The technology in use in the “developed” partner may not be suitable to the level of development (technical, skills, resources, including recurrent budget) of the recipient and insufficient attention is paid to alternative appropriate technology.
- The supplying partner can become over-stretched and the program comes to be seen as a burden rather than an opportunity and a relationship.
- The supplying partner tries to meet every need, and there may be occasions when their organisation does not have the required skills and should source externally.

This program has been carefully designed regarding quantity and type of inputs (particularly advisers) and pace of change to mitigate the above risks. Other strategies, responding to other lessons learned, will also contribute to avoiding unforeseen consequences of twinning, for example, including the General Manager in the selection process for the two long term advisers and giving them a reporting relationship to him; the centrality of the organisational change plan (a rolling design) to guide both the organisation and the program; the funding of an Australian based coordinator to handle administration and logistics. In addition, it will be important that AusAID, the Management Committee and the monitoring and evaluation specialist also take note of the above points. As stakeholders external to the central relationship they can be alert to risks to which the two principal parties are blind.

A Special Note about Attachments

The program will fund two attachments per year, certainly to Radio Australia, with consideration also given to a radio organisation in the region. This may provide a more direct experience as well as forging regional links. By working for a short period in another organisation, Radio Vanuatu employees will be exposed to different ways of working.

Attachments however are often done badly because insufficient time and attention is paid to setting them up, supporting them and then following up back in the workplace. Indeed a constant theme from a recent review of the PNG-Australia Treasury Twinning is that attachments need a lot of structure and support. A few key points:

- Attachments must be tied to a transparent and communicated staff selection process which should also require good work performance as a criteria for selection – a trip to Australia or the region is then an incentive to perform well. Nevertheless the criteria and

55 Proctor, Rosemary. 2000. *‘Twinning’ and the South Africa/Canada Programme on Governance: some reflections on Blunt, Jones and Askvik*. Public Administration and Development 20: 319-325.

56 Ibid.

57 Strömberg, Tove. 2002. *Description and analysis of Twinning between Two Network Organisations*. Capacity Development – Sida Working Paper No. 12.

58 Proctor, Rosemary. 2000. *‘Twinning’ and the South Africa/Canada Programme on Governance: some reflections on Blunt, Jones and Askvik*. Public Administration and Development 20: 319-325.

staff selection process should be developed by the VBTC and the program – the full involvement in that process develops capacity (the method is the model) and ownership.

- Attachments should be given actual tasks to perform – not just observe. And the tasks should be in an area similar to the attachee’s duties in VBTC.
- The energy and morale of attachees can quickly diminish on return. Follow-up mentoring, combined with a post-attachment action plan can assist to translate the learning from the Australian (or regional) environment to the Vanuatu one.

Comprehensive detail on structuring and supporting attachments is given in *Guidelines for Hosting Work and Study Placements and Undertaking International Development Assistance Placements*. This was produced by the NSW Institute of Public Administration in Australia, with input from AusAID’s Capacity Building Adviser. The guidelines can be found in at http://www.ipaa.org.au/_dbase_upl/Work%20placement%20guide.pdf

Annex 8: Changes Needed for Radio Vanuatu and VBTC

The following were identified by middle-senior ranking VBTC staff during the course of a short workshop with the design team. The method adopted was a variation of ‘appreciative inquiry’ with individuals ask to select a picture from a collection of photographs of Vanuatu and to describe why they selected that picture and its relationship to the sort of VBTC/Radio Vanuatu they would like to see develop. This list cannot adequately capture the lyricism and visions presented.

- Ensure Coverage of RV across all the islands.
- Get to know the real needs of the audience through a survey and use that to improve programs (last done 1994). (3)
- Improve programming (4)
 - Targeting themes
 - More speakers from government, departments.
- Identifying current issues of concern to the people and putting on programs about them.
- Supported by a professional facility.
- Better involvement of rural communities, through going into the field and helping them come to us.
- Have a board made up of reps, from eg Telecom, Women, Private Sector (VCCI), Chiefs, Youth and Government.
 - Training for board members
- A strong enough structure to withstand the pressures of political interference. (1)
- Outreach to stakeholders to help them understand the role of the media. Encourage a media culture. Help them understand the need to change the legislation so staff can do a better job.
- Improving systems, functions, management, and administration.
- A more skilled staff.
- Feedback systems.
- Learn to live within means, do things sustainably. Better financial management, planning and management. (2)
- More bilingual.

Annex 9: Logical Framework

	Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions
		ie <u>How</u> the achievement of the purpose, component or output will be measured.	ie the source/s of information on the indicator.	
Vision	<i>Radio Vanuatu – building the nation by linking its past to its future and connecting people to knowledge and to each other.</i>	Note: AusAID logframes do not require the specification of a vision. This draft vision was developed by the VBTC management facilitated by the design team. It needs further refinement and adoption by the whole organisation. A vision is usually defined as something that guides an organisation in its development by being inspirational and serving as something to strive for. It is not amenable to measurement.		
Goal	Program Goal: <i>To support the achievement of VBTC's vision for Radio Vanuatu.</i>	This needs to be confirmed during the early months of the program, together with the refinement of the vision.		
Purpose	<i>To support the development of an accessible, responsive and professional Radio Vanuatu, managed by a well performing and respected VBTC.</i>	Although the design team is confident that this purpose broadly meets the aspirations of the VBTC, this needs to be confirmed during the early months of the program in line with the above. In line with 'the method is the model' the building of consensus around these at all levels of the organisation is important and cannot be accomplished within the narrow confines of design mission.		
Component 1: Governance and Organisation Development				
Objective	To improve the governance, management and operations of the VBTC.			
Output 1.1	Financial study completed	<ul style="list-style-type: none"> Financial study enables management and donors to make decisions regarding the further development of the VBTC and its services. 	<ul style="list-style-type: none"> Financial study presented to the VBTC board, senior management, Government Business Enterprise Unit. 	<ul style="list-style-type: none"> A local contractor can be found to undertake a sound analysis. The VBTC management is prepared to review its operations in the light of the findings.
Output 1.2	Organisational climate survey completed	<ul style="list-style-type: none"> The survey enables strategies to be developed to improve the organisation. 	<ul style="list-style-type: none"> Results of survey analysed and presented to Management Committee 	<ul style="list-style-type: none"> VBTC is prepared to respond to overcome concerns and further enhance strengths.
Output 1.3	Organisational change plan completed and implemented.	<ul style="list-style-type: none"> Organisational change plan responding to issues identified by financial study, organisational climate survey and audience research 	<ul style="list-style-type: none"> Organisational change plan presented to Management Committee 	<ul style="list-style-type: none"> VBTC is committed to implementing the change plan.
Output 1.4	Revised licensing procedures developed and implemented.	<ul style="list-style-type: none"> Transparency and accountability increased by documented procedures, better record keeping and annual publication of results of applications. 	<ul style="list-style-type: none"> Procedures submitted to VBTC board and endorsed by them. Records available for inspection. Annual publication of licenses applied for and approved/rejected. 	<ul style="list-style-type: none"> VBTC board is prepared to accept a higher level of transparency than currently exists.
Output 1.5	Minor building refurbishment completed.	<ul style="list-style-type: none"> Essential refurbishment to facilitate changed work practices and improve morale. 	<ul style="list-style-type: none"> Upgrades can be sighted visually. Staff report the work environment is more conducive to effective work practices (within the 	<ul style="list-style-type: none"> Work practices and morale can be improved with minor refurbishment only and expectations can be managed.

	Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions
		ie <u>How</u> the achievement of the purpose, component or output will be measured.	ie the source/s of information on the indicator.	
			parameters of what refurbishment takes place).	
Output 1.6	Incentive Fund	<ul style="list-style-type: none"> Realistic and creditable processes for operation and use of the fund are developed by staff. Uses to which the fund is put. 	<ul style="list-style-type: none"> Sighting of the procedures. Judgement by M&E team whether it is achieving its purpose 	<ul style="list-style-type: none"> Staff will be motivated to generate the processes for operation and motivated by its use.
Output 1.6	2 attachments per year undertaken, either to Radio Australia or within the region. ⁵⁹	<ul style="list-style-type: none"> Each attachee is selected in accordance with transparent, equitable processes. Attachees report at least one aspect of their work which changed on return as a result of the attachment. 	<ul style="list-style-type: none"> Procedures issued to staff. Attachees interviewed by monitoring and evaluation specialist. 	<ul style="list-style-type: none"> A broadcaster from within the region could offer a suitable learning and development experience and is willing to do so.
Component 2: Access				
Objective	To extend the reach of Radio Vanuatu and improve the quality of reception.			
Output 2.1	Transmission mapping survey completed.	<ul style="list-style-type: none"> The survey identifies for VBTC and other stakeholders areas and times where coverage is and is not reliable for each radio frequency. 	<ul style="list-style-type: none"> VBTC technicians and other radio station stakeholders state that the map is useful for planning transmission infrastructure. 	<ul style="list-style-type: none"> There are no unforeseen technical difficulties in carrying out this survey. Other media outlets will be interested in utilising the information.
Output 2.2	Transmission strategy completed.	<ul style="list-style-type: none"> Strategy completed based on map and other variables such as cost and reach of various forms of technology. 	<ul style="list-style-type: none"> VBTC management and technicians report that the survey enables them to make decisions and garner resources for sustainable transmission requirements. 	<ul style="list-style-type: none"> It is possible to improve make some improvements in transmission within the resources allocated to phase 1.
Output 2.3	Technical stabilisation achieved.	<ul style="list-style-type: none"> Quality and reliability of broadcasts improved by repair/upgrade of critical equipment, development of maintenance programs and upskilling of technicians. 	<ul style="list-style-type: none"> Repeat audience survey at the end of phase 1 indicates listeners report improvements. Systems and processes which monitor reliability (downtimes etc) indicate improvements. Maintenance records. Competency records of technicians. 	<ul style="list-style-type: none"> The survey is designed to measure from activity start up baseline. As a result of the financial study and organisational change plan, funding becomes available for maintenance.
Component 3: Voice and Content				
Objective	To develop program content which serves people's needs,			
Output 3.1	Current program schedule analysed to provide baseline information.	<ul style="list-style-type: none"> The analysis identifies for VBTC and advisers the time allocated to: news; current affairs; interactive programming; meetings 	<ul style="list-style-type: none"> Records of analysis held by VBTC and available to Management Committee. 	<ul style="list-style-type: none"> The baseline can serve as a good indicator of program outcomes in the medium-longer term.

⁵⁹ The attachments may be in support of the objectives of one or more components and are therefore listed here for convenience.

	Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions
		ie <u>How</u> the achievement of the purpose, component or output will be measured.	ie the source/s of information on the indicator.	
		needs of specific groups eg women so that changes can be monitored over time.		<ul style="list-style-type: none"> • VBTC will want to continue to collect and analyse this information as part of routine feedback to management.
Output 3.2	Audience research conducted.	<ul style="list-style-type: none"> • Audience research survey completed in first quarter of implementation and programming changed over time to reflect findings. • Audience research repeated at end of phase 1 and showing results of improvements. 	<ul style="list-style-type: none"> • Both survey reports are made available to all stakeholders, including the VBTC board, all major media stakeholders. 	<ul style="list-style-type: none"> • Vanuatu Cultural Centre makes available field workers as agreed verbally during design mission. • Vanuatu Statistics Office participates as agreed verbally during design mission. • Survey is designed to enable measurement of change between first and second surveys.
Output 3.3	Editorial and program policies developed and implemented	<ul style="list-style-type: none"> • Editorial and program policies developed which provide for a more open and transparent VBTC and guide journalists and program producers. 	<ul style="list-style-type: none"> • Policies available. • Journalists and program producers report that implementation of the policies is monitored by the VBTC management and that the policies provide them with practical guidance. 	<ul style="list-style-type: none"> • The Government (of the day), VBTC board and management will not unduly constrain implementation of editorial and program policies.
Output 3.4	Program Bank designed and implemented.	<ul style="list-style-type: none"> • At least 3 programs per year developed which are creative, meet a need and have a long 'shelf life'. 	<ul style="list-style-type: none"> • Broadcast date of each available from VBTC. • Copy is available in Vanuatu Cultural Centre (national sound archives). 	<ul style="list-style-type: none"> • There are sufficient groups interested in obtaining funding to make programs.
Output 3.5	News service and news in context (current affairs) upgraded.	<ul style="list-style-type: none"> • Program schedules show reasonable news and current affairs coverage. • Program 	<ul style="list-style-type: none"> • Stakeholders report that Radio Vanuatu is actively breaking and building its own news stories, rather than 'reading' from other outlets. • 	<ul style="list-style-type: none"> • Listeners do want a quality news and current affairs service (audience research will confirm). • The government (of the day) will not exercise undue constraint on news and current affairs reporting.
Output 3.6	Digital production, scheduling capacity and interactive capability.			
Component 4: Outreach				
Objective	To support the development of a free & fair media via support to other stakeholders.			
Output 4.1	Opportunities identified for areas where other stakeholders can be included in VBTC activities, and for specific support which can be given to other stakeholders.	<ul style="list-style-type: none"> • Stakeholders report that they have benefited from the small scale support offered. • Stakeholders can cite a direct/indirect improvement arising from the support. 	<ul style="list-style-type: none"> • Records of support provided. • Interviews of stakeholders by independent monitoring specialist. 	<ul style="list-style-type: none"> • Other stakeholders are interested in the skills available to them. • Support can be given without conflicts of interest occurring. • This may lead to the identification of larger scale support across the media more generally and therefore to additional

	Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions
		ie <u>How</u> the achievement of the purpose, component or output will be measured.	ie the source/s of information on the indicator.	
				entry points for development assistance.
Management and Coordination				
There is no separate component for this. The Organisational Change Plan (output 1.3 will become the evolving design/planning document. Reports against this design document and the subsequent change plan will be on a six monthly basis to the Management Committee as noted in the monitoring and evaluation framework.				

Annex 10: Risk Matrix

Risk	Damage to Program	L	C	R	Risk Treatment	Responsibility
<p>Key: Likelihood (5 = almost certain; 4 = likely; 3 = possible; 2 = unlikely; 1 = rare) Consequence (5 = severe; 4 = major; 3 = moderate; 2 = minor; 1 = negligible) Risk level (4 = extreme; 3 = high; 2 = medium; 1 = low)</p>						
The enabling environment for governance improvements weakens.	Limited engagement and traction on governance changes needed.	3	3	3	The program has built this in to a certain extent by focussing on issues of program content rather than requiring legislative change (eg to board, freedom of information etc). Nevertheless this issue will need to be monitored and adjustments to the size and scope of the program made if necessary.	Management Committee/AusAID
Lack of VBTC ownership of program	Limited sustainability of program activities.	3	5	4	<p>The program has built this in by:</p> <ul style="list-style-type: none"> Working with VBTC's to refine their vision and therefore of program goal; Designing this suite of outputs with the General Manager; to be replaced by the Organisational Change Plan once developed. That plan to be developed in a fully participatory manner, exemplifying good process consulting – the method is the model. <p>Nevertheless this issue will need to be monitored.</p>	Management Committee and specifically the Program Director as a person with longstanding relationships with the key stakeholders; and as the person who by virtue of not being resident can stand back and observe.
'Political interference' in program activities.	Limitations in bringing about positive changes particularly re more transparent governance and program content.	3	4	3	<p>Organisation Development Adviser and Program Director to bring to attention of Management Committee in first instance; or AusAID if no meeting of committee due.</p> <p>AusAID to raise in discussions at appropriate levels.</p>	AusAID
Expectation that the program will primarily deliver hardware.	Disappointment and unwillingness to engage when it does not, or does so slowly.	4	4	4	<p>An initial activity at mobilisation introducing board and staff to the program.</p> <p>Participatory planning processes utilised for the Organisation Change Plan and those outputs which contribute to it.</p>	General Manager and Organisation Development Adviser.
Radio Australia is over-stretched in its commitments.	Does not service the program well. Advisers not up to standard; poor administrative and logistics support.	3	4	3	RoU with the ABC. Use of monitoring and evaluation framework to check progress and identify difficulties.	AusAID
Lack of skills transfer to ni-Vanuatu staff.	Lack of sustainability.	3	4	3	To a certain extent, risk mitigation has been built in because	

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					activities are across the organisation and not requiring specific counterpart arrangements. High quality selection, briefing of adviser to ensure relevant skills and attitudes (this risk also mitigated partly by having General Manager on selection panel). Ongoing monitoring.	Program Director and General Manager Monitoring and evaluation specialist.
Management Committee is ineffective.	Inadequate guidance and oversight.	2	4	2	Hold induction meeting outlining roles and responsibilities. Ensure issues of substance are discussed, not just rubber stamping.	AusAID Organisation Development Adviser in first instance; Committee itself.
See also Annex 7 on Lessons Learned with Twinning, including the risks and how the design has sought to mitigate them						