



EVALUATION OF MEDIA COOPERATION  
UNDER THE DANISH ARAB PARTNERSHIP  
PROGRAMME (2005-12)

**EVALUATION**

2013.02

ONLINE MEDIA

**LEGAL REFORM**

**ARAB WORKING GROUP**

**EYE ON MEDIA** ARAB REPORTERS FOR  
INVESTIGATIVE JOURNALISM

DOCUMENTARY  
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**COMMUNITY RADIO**



# **Evaluation of Media Cooperation under the Danish Arab Partnership Programme (2005-12)**



**May 2013**

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- Annex D Detailed recommendations per intervention area
- Annex E Projects sampled for evaluation
- Annex F Evaluation matrix
- Annex G Country profiles

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## Acronyms

|                |  |
|----------------|--|
| <i>AIF</i>     | Arab Institute of Film   |
| <i>AMARC</i>   | World Association of Community Radio Broadcasters                  |
| <i>ANHRI</i>   | Arab Network for Human Rights Information                          |
| <i>ARIJ</i>    | Arab Reporters for Investigative Journalism                        |
| <i>ASBU</i>    | Arab Satellite Broadcasting Union                                  |
| <i>AWG</i>     | Arab Working Group on Media Monitoring                             |
| <i>BIRN</i>    | Balkan Investigative Reporters Network                             |
| <i>CAR</i>     | Computer-Aided Reporting   |
| <i>CIHRS</i>   | Cairo Institute for Human Rights Studies                           |
| <i>CMN</i>     | Community Media Network  |
| <i>CSCCD</i>   | Centre for Studies, Consultations and Community Development        |
| <i>CSO</i>     | Civil Society Organisation   |
| <i>DAC</i>     | Development Assistance Committee                                   |
| <i>DAPP</i>    | Danish-Arab Partnership Programme                                  |
| <i>DEDI</i>    | Danish Egyptian Dialogue Institute                                 |
| <i>DR</i>      | Danish Broadcasting Corporation                                    |
| <i>EBU</i>     | European Broadcasting Union  |
| <i>EOHR</i>    | Egyptian Organisation for Human Rights                             |
| <i>EoM</i>     | Eye on Media   |
| <i>ERG</i>     | Evaluation Reference Group   |
| <i>EU</i>      | European Union   |
| <i>EVAL</i>    | Danida's Evaluation Department                                     |
| <i>FFF</i>     | Foundation for the Future  |
| <i>FoE</i>     | Freedom of Expression  |
| <i>FV</i>      | Free-Voice (organisation)  |
| <i>FUJ</i>     | (Danish) Federation of Investigative Journalists                   |
| <i>GIJN</i>    | Global Investigative Journalism Network                            |
| <i>HQ</i>      | Headquarters   |
| <i>ICFJ</i>    | International Centre For Journalism                                |
| <i>IMS</i>     | International Media Support  |
| <i>INN</i>     | Investigative News Network   |
| <i>INRIC</i>   | National Authority for the Reform of Information and Communication |
| <i>IREX</i>    | International Research & Exchanges Board                           |
| <i>JRTV</i>    | Jordan Radio and Television Corporation                            |
| <i>JYMDP</i>   | Joint Yemeni Media Development Programme                           |
| <i>M&amp;E</i> | Monitoring and Evaluation  |
| <i>MCP</i>     | Media Cooperation Programme  |
| <i>MENA</i>    | Middle East and North Africa                                       |
| <i>MFA</i>     | Ministry of Foreign Affairs  |
| <i>MOJO</i>    | Mobile Journalism  |
| <i>MoU</i>     | Memorandum of Understanding  |
| <i>MSI</i>     | Media Sustainability Index   |
| <i>NCMF</i>    | National Coalition for Media Freedom                               |
| <i>NGO</i>     | Non-Government Organisation  |
| <i>NRMTC</i>   | No Restrictions for Media Training Centre                          |
| <i>OECD</i>    | Organisation for Economic Cooperation and Development              |
| <i>OSF</i>     | Open Society Foundations   |

|                 |   |
|-----------------|---|
| <i>OSI</i>      | Open Society Institute  |
| <i>PDR</i>      | Partnership for Dialogue and Reform (DAPP)  |
| <i>PFI</i>      | Press Freedom Index   |
| <i>PSB</i>      | Public Service Broadcaster  |
| <i>SCAF</i>     | Supreme Council of the Armed Forces   |
| <i>SCOOP</i>    | Network for investigative journalists in Eastern Europe, Russia, Caucasus, Central Asia and West Africa |
| <i>SIB</i>      | Screen Institute Beirut   |
| <i>Sida</i>     | Swedish International Development Cooperation Agency  |
| <i>SNJT</i>     | National Union of Tunisian Journalists  |
| <i>STRL</i>     | Tunisian Syndicate of Independent Radios  |
| <i>TOR</i>      | Terms of Reference  |
| <i>UN</i>       | United Nations  |
| <i>UNESCO</i>   | United Nations Educational, Scientific and Cultural Organisation  |
| <i>WAN-IFRA</i> | World Association of Newspapers and News Publishers   |
| <i>YemenPAC</i> | Yemen Parliamentarians Against Corruption   |
| <i>YGCRTV</i>   | Yemen General Corporation for Radio and TV  |
| <i>YJS</i>      | Yemeni Syndicate of Journalists   |

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1 The evaluation was conducted by Rikke Ingrid Jensen (team leader), Alain Modot, Joachim Raffelberg, A. Sofie Jannusch, and May Mahmoud Shalabieh. Nasser Arrabyee supported the team with the data collection for Yemen. Helge Rieper was the Project Director.



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## Executive summary

This report presents the main findings and recommendations of an evaluation of the Media Cooperation Programme (MCP) of the Danish Arab Partnership Programme (DAPP) for the period 2005 to 2012.

DAPP was launched in 2003 and builds on the dual objectives of supporting existing local reform processes in the Middle East and North Africa (MENA), and establishing a basis for improved dialogue, understanding and cooperation between Denmark and the MENA region. Several focus areas receive support through DAPP, but this evaluation concentrates specifically on the MCP.

This evaluation is preceded by a 2011 pre-evaluation study that determined the focus of this evaluation should be the MCP and its contribution to the dialogue and reform objectives of the DAPP. MCP is the largest regional programme under DAPP (allocated budget of DKK 178 million) and includes many of the general features of DAPP: long-term professional partnerships, many partners and a combination of dialogue and reform activities. Importantly, media has played a critical role in recent socio-political changes in the MENA region.

This evaluation sought to answer four main questions:

1. To what extent and how has media cooperation contributed to enhanced dialogue between media professional partners and between Arab countries and Denmark? What have been the key mechanisms and factors of success and failure?
2. To what extent and how have reform activities contributed to the overall objectives of the MCP? Can key factors of success and failure be singled out?<sup>2</sup>
3. To what extent and how have DAPP and MCP programmes and projects been flexible and adjustable to respond to reform movements in their dynamic complexity?
4. Which lessons can be learned for future media cooperation and professionalisation of the media in the MENA region?<sup>3</sup>

The overall study frame included 20 different regional and country programmes. The evaluation has focused primarily on the assessment of the programmes implemented between year 2007 and 2012.

To guide overall programme assessment, the MCP intervention logic was reconstructed with the purpose of establishing an instrument for linking intervention areas, output, outcomes and objectives. An evaluation matrix was developed detailing evaluation questions, indicators and sources to guide the data collection. The matrix is structured

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2 In agreement with EVAL and the ERG, evaluation question two has been reformulated to capture the lessons learned concerning all reform-related media cooperation objectives. For the original evaluation question see TOR in Annex A.

3 TOR, Annex A.

per the five OECD/DAC<sup>4</sup> programme assessment criteria of relevance, efficiency, effectiveness, impact and sustainability. Less emphasis has been placed on the assessment of programme *impact* and *sustainability* in recognition of the compounded attribution constraints given the dramatic change in context during the assessment time-period. Data collection was undertaken through a combination of desk-research and fieldwork. Following the data collection, all findings were triangulated and validated before final analysis. Findings were also validated through two events: a debriefing session in December 2012 with the Evaluation Reference Group (ERG) and a workshop in Cairo in February 2013 with Arab stakeholders.

Four types of sampling were carried out for the evaluation: sampling of 1) countries, 2) intervention areas, 3) projects and 4) partners. Five countries were assessed: Egypt, Jordan, Lebanon, Yemen and Tunisia. The intervention areas sampled for assessments were: investigative journalism, media monitoring, legal reform, online media, public service broadcasting (PSB), documentary filmmaking and twinnings.

The evaluation was conducted between September 2012 and February 2013 by a team of five international consultants.

### **Key findings and conclusions**

The evaluation concludes that overall, in extremely fluid and complex circumstances, MCP has achieved some notable successes in individual intervention areas. Some activities have exceeded expectations and clearly met specific project objectives. Some have not. The evaluation found substantial variance in results within and between the different intervention areas for media support as summarised briefly below:

- *Investigative journalism.* The MCP-funded regional initiative – the Arab Reporters for Investigative Journalism (ARIJ) – has developed into a success story with results at both the individual reporter and the media industry level. ARIJ has not only equipped individual investigative journalists with innovative and competitive skills for unearthing and presenting stories hitherto thought taboo, it has also strengthened the media industry's watchdog role in terms of enhanced audience feedback and growing numbers of whistle blowers and informer. However, as a regional network, ARIJ needs further strengthening to shed its reputation as a Jordan-centred organisation. Moreover, strategies for financial and institutional sustainability need to be developed to ensure ARIJ's continual success and regional anchorage.
- *Media monitoring.* The MCP flagship for media monitoring activities, the Arab Working Group (AWG), can claim successful contributions to its objectives of strengthening its coalition of human rights NGOs in the MENA region to monitor elections and various human rights issues and to use the output for advocacy purposes. However, as with ARIJ, the results are mainly evidenced at a national level as opposed to a regional level. The second media monitoring initiative evaluated, the weekly radio programme, Eye on the Media (EoM) has attained some results in Jordan but very limited results at a regional level.
- *Legal reform.* Success of legal reform initiatives and their impact is complex as illustrated by the two evaluated cases for Yemen and Egypt. For Yemen, MCP support led to the successful adoption of the access to information law, but independent and critical reporting is still stifled by the Yemeni government's lack

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4 Organisation for Economic Coordination and Development's Development Assistance Committee.

of enforcement and regulation of the relevant legislation. In Egypt, MCP's support to the National Coalition for Media Freedom (NCM) is an extremely significant DAPP achievement, largely due to the timely and expert facilitation role played by the main contractor (IMS). However, because of the fluid crisis situation in the country and its repercussion on legislation drafting, true impact on media legislation is yet to be seen.

- *Online media.* Support to online media is a relatively new focus area of MCP, and only a few initiatives have been launched so far, primarily in the form of small-scale, one-off twinning projects – albeit with leading media outlets acting as role models for the entire sector. At this stage, no impact has been recorded for the online media initiatives assessed, however, some outcomes were identified, such as changes in newspapers' work processes and enhanced quality of their associated news websites.
- *Public service broadcasting.* Two different initiatives of MCP support to PSB were evaluated: co-production of youth/children's programmes for television in Jordan (JTV) and Lebanon (Al-Jadid), and support to local state radio stations in Yemen (YGCRTV). Results attained are dramatically different. The promotion of PSB standards and values through children's programming yielded very few results (and no impact) in the form of the number of broadcast and exchanged programmes – due to weak preparatory efforts and lack of sustained follow-up. The promotion of PSB at local radio level in Yemen, on the other hand, led to more significant change in editorial routines due to the combined impact of the training and audience research.
- *Community radio.* MCP support to community radios was evaluated at two different levels. Support to local news production through local university radio stations in Jordan, and strengthening of the newly emerging community media sector and its enabling environment in Tunisia. Both initiatives yielded positive, but limited results. In Jordan, only two of the originally three targeted radio stations are still receiving support – but the impact on the local communities is noteworthy not in the least when it comes to the public role of women in the conservative Governorates involved. In Tunisia, activities were undertaken to constitute and organise the sector but so far only three stations have received a licence.
- *Documentary filmmaking.* Through the Screen Institute of Beirut (SIB), MCP has contributed significantly to the promotion of documentary filmmaking in the MENA region. Indeed, SIB has become a 'quality label', aiding filmmakers' pursuits of additional funding sources. However, important production cycle elements of sales, distribution and dissemination need to be addressed for enhanced impact.

In terms of programme management the evaluation found that for most of the issues assessed more concerted efforts should be made to ensure an efficient and effective management of the DAPP:

- *Intervention logic.* The intervention logic of the MCP regional and bilateral programmes is inadequate as illustrated by overload of and inconsistency of general objectives (see also above). The flawed intervention logic has made it difficult to formulate clear and practical partner strategies for the contract holder.

- *Needs assessments.* Needs assessment for thematic areas have been consistently applied throughout the programmes. But at country and project level, assessments should be applied more consistently and this especially when it comes to regional interventions and institutional capacity building efforts.
- *Monitoring.* The need for adequate monitoring of project activities has been repeatedly called for in reviews and assessments conducted during the past five years. However, action is yet to be taken leading to continued weak documentation and learning results. The evaluation believes that the lack of response can be subscribed to the flawed perception of DAPP partners (including MFA MENA staff), that “DAPP projects are fundamentally different from other more traditional development programme, and that ‘traditional’ methodological tools for measuring and assessing results neither can nor should be applied”.
- *Coordination.* Coordination among DAPP partners is assessed to be not sufficient both at project/MCP level and at country/regional level. In contrast, coordination with other media actors has been facilitated very professionally.
- *Selection of contract holder.* The selection of a single DAPP MCP contract holder is assessed as inadequate given the broad scope of the activities undertaken. More specifically, the evaluation questions whether current IMS staff (or staff of other Danish media organisations) hold the adequate competencies relevant for *all* the fields of intervention. This is particularly in regard to the intervention areas on the margins of IMS’s mandate/core competencies, such as documentary filmmaking and institutional building activities.
- *Dual objective – dialogue and reform.* The dual objective of DAPP of dialogue and reform is assessed to be even more relevant now with the Arab Spring. However, in particular the dialogue objective needs to be further clarified in order to facilitate a more rigorous identification of end-objectives per project. Moreover, the evaluation questions the application of the partnership approach as a (sole) vehicle for dialogue results.
- *MCP regional approach.* The applied regional approach is found adequate but the notion of sub-regional networks for results should be further explored.
- *Many flowers blooming?* The evaluation questions the relevance (and impact) of the many small-in-scope one-off projects activities due to their high transaction costs and distraction from more substantial project activities. Instead long-term contract frameworks should be issued to key Danish partners to facilitate efficient and strategic project management. Moreover, given the changing context in the MENA region with new avenues for reform and dialogue potentially opening up, the time might be opportune to aim for more ambitious partnerships, including with government institutions, in terms of both timeframes and funding.

### **Responses to evaluation questions**

In regard to the assessment of MCP vis-à-vis the two overall objectives of DAPP: dialogue and reform (in response to *evaluation questions 1 and 2*) the conclusions drawn are more mixed.

In regard to dialogue outcomes, Danish and Arab partners alike have attained positive results albeit with different emphasis: Arab partners have primarily identified enhanced knowledge about media development issues, whereas Danish partners have stressed enhanced cultural knowledge. In terms of dialogue impact, however, only Danish partners have attributed to results. Sustainability of dialogue results is assessed as very limited.

In regard to overall *reform* results, the evaluation has identified positive results in the form of outcomes for all five reform areas; but again impact and sustainability has only been attained to a lesser extent.

- In regard to the enhancement of media freedom, draft and/or adopted laws have been identified as results. Reform impact, however, in the form of e.g. enhanced protection of journalists or diminution of self-censorship is yet to be identified.
- The reform area of establishing/strengthening supporting institutions, encompassing the development of the MCP flagship institutions of ARIJ, AWG and SIB, has been successful in terms of attained impact but sustainability is still lacking.
- The ability of media to function as a platform for democratic discourse has been an objective for the vast majority of the intervention areas and – for the most part – with positive results in terms of attained enhanced media diversity with strengthened focus on issues such as gender equality and rights of minorities. For the intervention areas of online media and PSB, however, the results in terms of impact are wanting due to un-sustained support. Lack of managerial buy-in hampered the promotion of PSB values for television.
- The improvement of media professionalism and quality content is the MCP focus area with the majority of activities and the most contested results due to the one-off nature of the majority of training sessions provided. Nonetheless, the training provided by ARIJ, AWG and SIB is the exception to this pattern, as training activities have been followed-up leading to overall positive results. However, for the majority of other training sessions provided, their impact is limited given the short-term nature of the capacity building carried out.
- Finally, in regard to coordination of media assistance, two intervention areas contributed directly to this overall objective – legal reform and community radio – with positive results in terms of facilitated harmonised response, coalition building and joint advocacy.

Specific lessons learnt in regard to future media cooperation and professionalisation of the media in the MENA region have been identified as follows (in response to *evaluation question 4*):

- *Seat of regional initiatives affects outcome.* For regional initiatives, the geographical location of the seat (or headquarters) of the initiative can affect the impact of the activities. E.g. one of the key factors leading to the closure of the Arab Film Institute (AIF) was its location in Amman, which lacks a vibrant film industry. Screen Institute Beirut, which replaced AIF, was established in Lebanon for this very reason.

- *Level of visibility of Danish support to be determined case-by-case.* Depending on the context, visible Danish partners can bring credibility to media cooperation initiatives. This was, for example, the case for ARIJ, where the Danish board members facilitated the collaboration between the regional partners. In other instances, project identification with Denmark can negatively affect impact as has been the case in Egypt and Yemen.
- *Cultural and linguistic capabilities can influence outcome.* Danish and Arab partners alike identified the importance of competent linguistic capabilities. For the Danish partners, insufficient English language skills of some of their Arab partners limited the scope of the collaboration. For the Arab partners, the cultural and linguistic capabilities of especially IMS staff were stressed as critical in terms of affecting programme outcome either positively (AWG) or negatively (AIF).
- *Local presence is critical for coordination/follow-up.* Given the complexities of MCP (regional and country programmes), the (often existing) language barriers between implementers and Arab partners, and the different communication culture of some countries in the Middle East (e.g. weak/no response to e-mail or phone calls), maintaining (or establishing) the local presence of the implementer is even more critical for coordination/follow-up purposes.
- *MENA regional approach cannot be applied uniformly.* The emphasis on regional programmes as the main programming vehicle holds clear advantages. However, e.g. cultural content such as that found in films produced for television may circulate only sub-regionally (Syria/Lebanon/Jordan or Morocco/Tunisia for instance). Hence, it is found that a uniform regional approach across all MCP themes is not conducive for best results.
- *Twinning visits of Arab partners' to Denmark are not an effective means for professionalisation.* Onsite training in the countries of the Arab partners holds a much better chance of leading to increased professionalism – even with modest input – as compared to twinning visits in Denmark.

The evaluation wishes to stress DAPP/MCP flexibility to adapt and respond to changing context as a strong point (*evaluation question 3*). First, in response to the Arab Spring and the emerging opportunities for reform, new programmes were developed within a short timeframe. Second, in regard to specific intervention areas, consultations for support to critical intervention areas, such as legal reform work in Egypt, were launched swiftly, e.g. the National Coalition for Media Freedom (NCMF) was formed with MCP funding less than two months after the overthrow of the government. Third, opportunities for dialoguing in Denmark on unfolding events in the Middle East have been identified and acted upon very effectively, such as the “Free Radicals” segment of the Copenhagen International Documentary (CPH:DOX) 2011 Film Festival.

### **Recommendations**

The evaluation has given rise to a series of recommendations. Below follows the main strategic and programmatic DAPP/MCP recommendations. For the recommendations concerning technical aspects linked to the thematic areas, the reader is invited to study the full list in Chapter 13 and Annex D of this report.

## Recommendations for DAPP programme management:

- *Clarification of dialogue objective and approach.* The DAPP dialogue objective needs to be further clarified by MFA in order to facilitate measurement of results. Moreover, the approach to dialogue results – in the form of Danish-Arab partnerships – needs to be reviewed, as per the conclusion drawn on the limited dialogue impact.
- *Revision of DAPP guidelines.* The DAPP guidelines should be revised by MFA in order to stipulate clear criteria for the application of needs assessments.
- *Development of M&E system.* A robust M&E framework should be established, in conjunction with MFA management, the MENA management team and contract holders and adopted going forward. Regular reporting should be a feature, and a knowledge management approach taken to disseminating and adopting lessons learned. It may be that additional resources and staff are needed to maintain the M&E system, and respond, in general to the political and programmatic demands of DAPP.
- *Clarification of DEDI's role.* The role and responsibilities of the Danish Egyptian Dialogue Institute should be clarified by MFA vis-à-vis the other contract holders in order to ensure synergy and prevent activity duplication.
- *Enhancement of information sharing among DAPP partners.* The current DAPP mechanism for coordination and exchange of experiences should be strengthened with in-country stakeholder meetings for enhanced synergy among programme areas. Danish embassies should facilitate such meetings to ensure local anchorage for lesson sharing.
- *Broaden scope of contract holders.* MFA should broaden the MCP implementation responsibility to additional contract holders in order to ensure adequate competencies in implementation oversight for all MCP intervention areas.
- *Inclusion of international partners for DAPP reform activities.* The usage of non-Danish partners for reform-specific projects should be further explored by MFA to ensure the best partner match possible in terms of competencies and needs. Inclusion of relevant international partners will also facilitate harmonisation efforts and building on previous reform experiences.
- *Exploration of sub-regional networks.* While the evaluation recommends maintaining and building on the regional cooperation strategy approach, the MFA should, along with the various partnership programme contract holders, explore the notion of sub-regional networks for enhanced results.
- *Conduct biennial country assessments.* In order to enhance overall relevance and to strengthen country coordination efforts, MFA should conduct DAPP (not MCP only) country assessments on a biennial basis.

### Recommendations for MCP programme management:

- *Formulation of longer-term projects with Arab partners.* MFA should explore the opportunities for longer-term and more substantial Arab partnerships within the existing DAPP framework, including with government institutions (e.g. in relation to PSB) as relevant.
- *Formulation of exit strategies.* The contract holder (IMS) should, in collaboration with institutions that have been established with the support of MCP (e.g. ARIJ and AWG), develop exit strategies for those institutions, with the overall purpose of preparing the institutions in question for their self-sustainability.
- *Development of long-term contract frameworks for key Danish partners.* The contract holder (IMS) should replace current short-term ad-hoc contract modalities with key Danish partners, such as the Danish Union of Journalists and the National Film School of Denmark, with long-term (three year) contract frameworks to facilitate efficient project management and strategic thinking.
- *Strengthening of presence in MENA region.* The contract holder (IMS) should strengthen its country offices with more senior staff profiles to enhance coordination and monitoring efforts.
- *Revision of intervention logic.* MFA, in collaboration with the contract holder, should adjust both the specific and overall MCP objectives to streamline monitoring requirements, reflect the changed realities in the MENA region and ensure that objectives are realistic and relevant.



---

# 1 Introduction

## 1.1 Background

The Danish Arab Partnership Programme (DAPP)<sup>5</sup> was launched in 2003 as a platform for strengthened dialogue with the countries of the wider Middle East – from Morocco to Iran – in response to the growing threat of extremism and terrorism in the Middle East and Europe following 9/11. The premise was that these threats could “only be brought to an end through close cooperation between moderates across borders and by reform and social development”.<sup>6</sup>

On this basis, long-term bi- and multilateral tracks of the programme were developed. The objective of the multilateral track was to strengthen the efforts of multilaterals, especially the EU, with a view to supporting reform processes in the region. The objective of the bilateral track was dual: 1) establish a basis for improved dialogue, understanding and cooperation between Arab countries and Denmark and 2) support local reform processes in the Middle East and North Africa (MENA).

In terms of content, the DAPP was informed by the United Nations Development Programme’s (UNDP) Arab Human Development Report (2002), which identified key development challenges for support.<sup>7</sup> Content was further adjusted following the lengthy inception phase where specific programme objectives were further developed. Three programme pillars were identified for implementation, which today read as follows:

- i. Establishing democratic institutions, particularly in North Africa, and supporting civil society and reform actors throughout the MENA region;
- ii. Promoting economic development and job creation, and
- iii. Strengthening of Danish efforts in multilateral fora, particularly the EU, and improvement of coordination among the Nordic countries.

The different programmes of DAPP are all linked to these three thematic areas and implemented either in the form of regional or national programmes. The Media Cooperation Programme (MCP) is embedded in the first pillar.

Nobody could have predicted the enormous challenges and formidable opportunities the DAPP would encounter during its 10-year life span. When the Danish newspaper, *Jyllands-Posten*, printed 12 caricatures of the prophet Muhammad on 30 September 2005, it ignited the worst foreign policy crisis in Denmark since World War II, with

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5 In late 2010, the programme name was changed from “Danish-Arab Partnership Programme: DAPP” (in Danish “Det Arabiske Initiativ” (DAI)) to “Partnership for Dialogue and Reform” (PDR). From 2011 onwards, however, the programme went back to its original name. DAPP is used for this evaluation.

6 Draft concept paper. *Operational guidance for Planning and Implementation of the Danish Wider Middle East Initiative (Bilateral activities)*. Copenhagen: Danida, 2003. Page 1.

7 Arab Human Development Report. New York: UNDP, 2002.

serious repercussions for how Denmark was perceived in the Arab world.<sup>8</sup> This led to reconsideration of the initiative's strategy, but Parliament voted for a continuation of the initiative – laying out directions based on the analysis undertaken.

From late 2010, revolutions in Tunisia and Egypt and uprisings in many MENA countries were fundamentally changing the context, and DAPP needed to quickly address the changes in which the people – thanks to changing traditional media, new TV channels and growing social media power – started sweeping previous power holders away. Although the new situation often created a dangerous operational environment, DAPP contract holders and their consultants and trainers continued to assist the Arab partners on the ground.

### 1.2 Media Cooperation Programme

MCP is the largest regional programme of the DAPP and has undergone several changes over the years in response to the changing context referred to above.

The MCP Inception/Pilot Phase (2004-05) focused on six thematic strategic areas:<sup>9</sup> media monitoring, capacity building of Journalist Unions, investigative journalism, audiovisual co-production, documentary film production, and twinning/exchange – each with national, sub-regional and/or regional components. Full media sector programmes were developed for Yemen, Morocco, Jordan and Libya. In all, 14 Arab countries have benefited from MCP interventions, including Syria and Iran.

Phase II (2007-09) of the regional media programme was build around four focus areas including media monitoring, reforming media associations, investigative journalism and introducing PSB partnerships. Phase III (2009-11/12) reduced the focus areas to three: enhancing media freedom; improving media standards, and connecting media workers. This allowed more flexibility in transitional programme work following the cartoon crisis.

Phase IV's (2011-13) three broad focus areas enhanced rapid response as a lesson from the Arab Spring: media serve as a platform for transparency, diversity, pluralism and accountability; improving Media Professionalism, and building social capital and understanding between media workers in MENA and Denmark.

Save for a few exceptions, phasing includes migration from regional activities to national approaches e.g. the EoM programme, as it transpired certain activities were not sustainable or themes could not be easily shared on a MENA-wide level (such as documentary films). Adjustments were made in areas where more progress had been hoped for, including the PSB sector.

The 'media content' intervention area (2005-12) received by far the largest share of the DKK 156 million of support given (57% of the total), with other sub-areas receiving the following amounts: documentary filmmaking and photography (13%), investigative journalism (10%), twinning (9%) and public service broadcasting (PSB) (10%).

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8 Andersen, Lars Erslev: Freedom of Speech, Battle over Values, and the Political Symbolism of the Muhammad Drawings; in DIIS REPORT 2008:6, Copenhagen.

9 IMS Media Cooperation with the Wider Middle East; Overall Strategic Approach for the Inception Phase.

The sub-areas of journalist unions and associations (under the intervention area ‘media freedom’) received support amounting to 7% of total spending.<sup>10</sup> Jordan and Yemen received the majority of resources. Other countries, such as Sudan, have not received any direct funding, but may have benefitted from regional activities. In regard to annual spending, MCP activities have more than doubled in size since the inception phase.

### 1.3 The evaluation

In 2010, Danida’s Evaluation Department (EVAL) decided to carry out an evaluation of DAPP with the overall objective of orienting future DAPP interventions and providing lessons learnt on the DAPP partnership approach for general application.<sup>11</sup>

In 2011, a pre-evaluation study was carried out, based on which it was decided to focus the evaluation on the MCP with the overall objective of assessing the contribution of the media cooperation component to the dialogue and reform objectives of the programme in the context of a “learning” evaluation.

It was decided to focus the evaluation on the MCP for the following reasons:

- Scope of funding – the MCP is the largest regional programme under DAPP (allocated budget: DKK 178 million), and the fourth largest of all DAPP programmes;
- Media cooperation includes the general features of DAPP: long-term professional partnerships, many partners and a combination of dialogue and reform activities;
- Support is implemented through regional as well as country-specific interventions, and
- Media played an important role in recent socio-political changes in the MENA region, making an evaluation particularly interesting from a learning perspective.

An inception report presenting the evaluation methodology was submitted to Danida in October 2012.

This final report constitutes the final evaluation report of the DAPP evaluation and presents the overall findings of the MCP evaluation.

The report begins with a summary of the applied methodology outlining the evaluation scope, framework, sampling frame and limitations (Chapter 2). Chapter 3 contains a presentation of the revised intervention logic developed for the evaluation.

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10 Inception Report.

11 Source: interview with EVAL and MENA staff.

Chapters 4 to 10 present the evaluation findings per intervention area. Specifically:

- Chapter 4 focuses on DAPP's support to investigative journalism through the Arab Reporters for Investigative Journalism (ARIJ);
- Chapter 5 focuses on media monitoring, assessing the Arab Working Group (ARG) and the regional radio programme initiative, Eye on the Media (EoM);
- Chapter 6 addresses support to legal reform through the National Coalition for Media Freedom (NCMF) of Egypt, the Yemeni Syndicate of Journalists (YSJ), and the Yemen Parliamentarians Against Corruption (YemenPAC);
- Chapter 7 assesses support to online media initiatives ranging from newspapers' web-editions to the Tunisian exile radio, Kalima – broadcasting online from London;
- Chapter 8 evaluates support to PSB, assessing support to co-production of children's television programmes in Jordan and Lebanon and professionalisation activities of local state radios in Yemen;
- Chapter 9 focuses on support to community radios through three university radio stations in Maan, Irbid and Karak in Jordan, and the umbrella organisation, World Association of Community Radio Broadcasters (AMARC) in Tunisia, and
- Chapter 10 assesses support to documentary filmmaking through the Screen Institute Beirut (SIB) and filmmakers' exchanges.

Chapter 11 assesses twinning projects with emphasis on the mechanisms of twinning as a cross-cutting tool for dialogue and reform.

Chapter 12 addresses overall programme management issues emerging from the thematic evaluations. Some of the issues are specific to certain themes or countries, whilst others are cross-cutting.

Chapter 13 outlines the evaluation conclusions and recommendations responding to the four evaluation questions and detailing programmatic and thematic recommendations.

The report is accompanied by seven annexes (see Table of Contents).

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## 2 Applied methodology

This chapter is a succinct summary of the applied methodology focussing on the evaluation scope, framework, sampling frame and limitations.

### 2.1 Evaluation scope

The overall objective of the evaluation was **to assess the contribution of media cooperation to the dialogue and reform objectives of the DAPP**. The specific questions to be answered by the evaluation were:

1. To what extent and how has media cooperation contributed to enhanced dialogue between media professional partners and between Arab countries and Denmark? What have been the key mechanisms and factors of success and failure?
2. To what extent and how have reform activities contributed to the overall objectives of the MCP? Can key factors of success and failure be singled out?<sup>12</sup>
3. To what extent and how have DAPP and MCP programmes and projects been flexible and adjustable to respond to reform movements in their dynamic complexity?
4. Which lessons can be learned for future media cooperation and professionalisation of the media in the MENA region?<sup>13</sup>

The overall study frame of the evaluation is the MCP of the DAPP-numbering a total of 20 different regional and country programmes, with a global budget of approximately DKK 178 million (for details on the programmes see the TOR included in Annex A). The evaluation focused primarily on the assessment of the programmes implemented between 2007 and 2012.

### 2.2 Evaluation framework

To guide overall programme assessment, the MCP intervention logic was reconstructed with the purpose of establishing an instrument for linking intervention areas, output, outcomes and objectives (see also Chapter 3). The reconstructed six objectives have been applied for the assessment of programme effectiveness and impact as reflected in the structuring of the evaluation matrix.

An evaluation matrix was developed detailing evaluation questions, indicators and sources to guide the data collection (see Annex F). The matrix was structured as per the five OECD/DAC evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability. Less emphasis was placed on the assessment of programme *impact*

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12 In agreement with EVAL and the ERG, evaluation question two was reformulated to capture the lessons learned concerning all reform-related media cooperation objectives. For the original evaluation question see TOR in Annex A.

13 TOR, Annex A.

and *sustainability* in recognition of the compounded attribution constraints given the dramatic change in context during the assessment time-period. Specifically in relation to the assessment of dialogue, the evaluation had to develop proxy indicators in the absence of concrete dialogue objectives and benchmarks.

Data collection was undertaken through a combination of desk-research and fieldwork. Desk-research concentrated on the analysis of programme documentation, context assessments and applied policy frameworks, including guidelines (see Annex B for list of key reference documents). Fieldwork focused on conducting key informant interviews and/or focus groups with stakeholders including Danish/Arab partners, programme managers (field/HQ) and donors/NGOs working in the media sector. Detailed interview guides per intervention area oriented the interviews and ensured consistency in approach between different evaluation team members. Moreover, all interview notes were written out to ensure full access to all data for all team members in recognition of the intertwined nature of most of the activities.

Following the data collection, all findings were triangulated and validated before final analysis. In regard to triangulation, two main approaches were applied: source and method triangulation. Source triangulation compared data from different types of stakeholders, and method triangulation compared information collected by different methods such as interviews and document review. To support validation, two events were organised: a debriefing session in December 2012 with the Evaluation Reference Group (ERG) on emerging findings from the country studies; and a workshop in Cairo in February 2013 with Arab stakeholders from the region on overall findings and recommendations.

### 2.3 Sampling frame

Four types of sampling were carried out for the evaluation: sampling of 1) countries, 2) intervention areas, 3) projects and 4) partners.

In regard to country sampling, five countries were selected for assessment. Egypt, Jordan and Lebanon were identified for fieldwork. Yemen was assessed through a local consultant who undertook in-country interviews coupled with additional telephone interviews and deskwork, handled remotely. This led to a weaker focus on fragile states than what was originally intended. For Tunisia, the assessment was carried out through desk study and telephone interviews only.

Sampling of intervention areas was undertaken in order to target the main media thematic areas receiving support through MCP. Hence, the evaluation of intervention areas takes precedence over the evaluation of specific programmes. The intervention areas sampled for assessments are: investigative journalism, media monitoring, legal reform, online media, PSB, documentary filmmaking and twinnings. Due to problems encountered during data collection, the original intervention area of journalist unions/professional associations was replaced with the theme of community radio (see also Section 2.4). Danida approved this. The limited evidence collected on journalist unions has instead been integrated – where relevant – into the analyses of the other intervention areas, such as legal reform.

In regard to project sampling, the evaluation has sought to assess all MCP-funded projects in Egypt and Jordan in so far as feasible and relevant given the targeted intervention

areas. For Lebanon, emphasis was on the assessment of support to documentary film-making, twinning, media monitoring and investigative journalism projects. For Tunisia, the intervention areas of online media and media monitoring were assessed. And finally for Yemen, emphasis was on the assessment of support to PSB (local state radio) and legal reform. A list of the projects evaluated, structured per intervention area, is annexed for further information (see Annex E).

Finally in regard to partner selection, the evaluation sought to assess the partnerships of the specific projects selected. For the sampling of Danish partners, only those involved in twinning projects for Egypt, Jordan and Lebanon were targeted. See Annex C for lists of interviewees.

## 2.4 Limitations

The team met a range of difficulties during the evaluation. These difficulties have some ramifications for the evaluation outcome.

The evolving civil conflicts and deteriorating security situation in the region led to continual adjustment of field visit programmes, impeding data collection. The field visit to Yemen was cancelled with the killing of the US Embassy head of security and the subsequent repatriation of expat staff. During the field visit to Jordan, countrywide violent demonstrations were held, in response to rising fuel prices. As a consequence, several meetings with key stakeholders had to be cancelled. And in Egypt, the fieldwork took place during the bloodiest demonstrations since the revolution, in response to President Morsi's proposed amendment of the constitution. As a result many meetings scheduled were cancelled; and for those meetings that were conducted, the attention of the interviewees was understandably often elsewhere.

Significant difficulties were experienced in arranging interviews. Stakeholders were contacted by phone, e-mail and text messages, often several times, yet still failed to either respond or show up for interviews. Telephone interviews with Tunisian stakeholders were particularly problematic. As a result, several critical interviews were not conducted. This resulted in the team being unable to collect enough information to allow for any significant findings and conclusions related to journalist unions/professional associations. This situation was discussed with Danida during the collection phase and it was agreed to therefore omit the planned chapter dealing with journalist unions/professional associations in this report.

Programme documentation has also been challenging. First, due to the structuring of the evaluation along intervention areas – instead of along media cooperation programmes – the storage of the data had to be restructured to facilitate analysis. This task was no small undertaking and the team thanks IMS for the assistance offered in this regard. Second, due to the sensitive nature of much of the information provided, all data had to be stored on a special MFA-managed website giving cause to many difficulties, in regard to data up/down-loading, and led to a significant loss of time. Third, while a huge amount of background information was made available to the evaluation, key documents such as programme progress monitoring reports, were generally not produced. As a result, the field approach was revised to not only assess results, but also to identify actual activities that had occurred.

The team sought to circumvent these challenges through the following actions: extended interviews with key stakeholders to address gaps in monitoring reports, and extensive triangulation of findings through conduct of additional background interviews and broad-scoped desk work. However, it must be noted that in some circumstances, despite all best efforts, data collection was impeded and therefore findings – in some areas – are less conclusive than others. Where this is the case for certain programmes, this has been indicated in the report.

Finally, in an era of multimedia platforms and converging media, structuring a media evaluation along intervention areas presents flow of information issues, such as with online media and community radio, and documentary filmmaking and twinning. Therefore, there is some natural overlap between findings and conclusions.



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### 3 Intervention logic

For the purpose of this evaluation, it was necessary to reconstruct the intervention logic contained in the media programme reports of the DAPP – for three reasons. First, the applied MCP intervention logic is flawed due to overload and inconsistencies in the application of objectives. Second, there has been a change in overall objectives – which in the programme documentation are referred to as focus areas – for all programmes evaluated. And third, bearing in mind the ample number of regional and country programmes and the fact that during the implementation phase major changes in the socio-political environments of most of the partner countries occurred, it did not seem feasible to the evaluation to invest more time in the reconstruction of the now obsolete logical frameworks.

The reconstructed intervention logic has been developed based on a close analysis of the various regional and country programmes for evaluation. This revealed that despite the changes in titles and classifications, the intervention areas of the MCP could be clustered under six overall objective areas.

A point of departure in the construction of this new outline was the three focus areas as stated in the current Phase IV of the MCP. The first – very wide and multidimensional – focus area, ‘Enhancing ability of media to serve as a platform for transparency, diversity, pluralism and accountability’ was broken down into three dimensions:

1. *Enhancing media freedom* (i.e. legislation and media policy, self-regulation, information access)
2. *Establishing respectively strengthening supporting institutions* (trade unions, associations, training institutions, respective civil society organisations [CSOs])
3. *Improving the ability of media to function as a platform for democratic discourse* PSB, plurality and diversity (linguistic diversity, social diversity, wide spectrum of views and social interests, urban-rural, women and marginalised groups, etc.).

Added to these are:

4. Improving *media professionalism* and quality of non-journalistic content (i.e. documentary film-making)
5. Building *social capital and mutual understanding* between workers in the MENA region and Denmark (peer-to-peer mentoring, twinning, exchange, dialogue)
6. *Coordination of media assistance* to enhance relevance, efficiency and effectiveness.

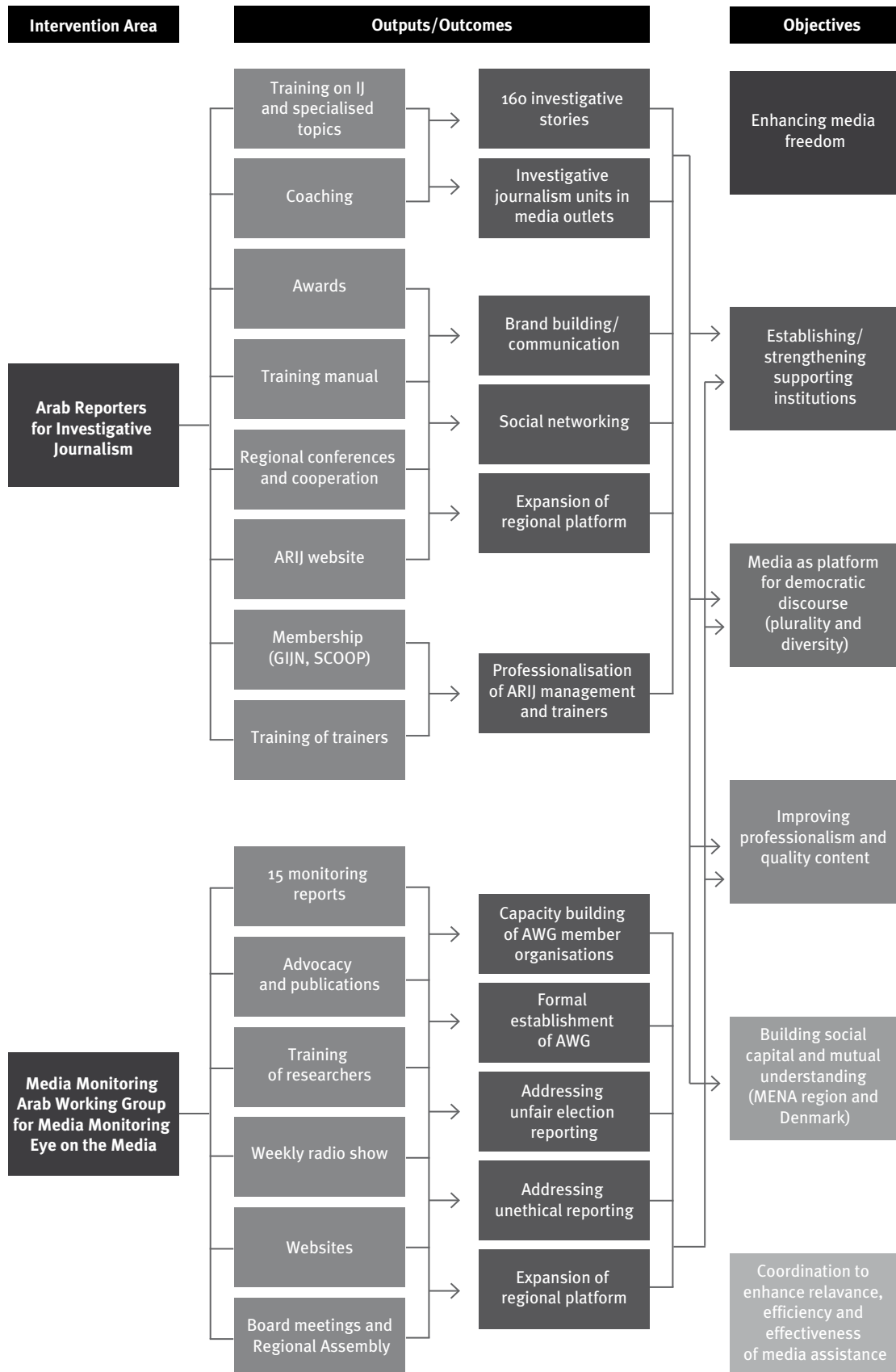
### 3 INTERVENTION LOGIC

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These six objectives link the intervention areas back to widely accepted characteristics of a well functioning, accountable media; that is, a media that facilitates informed debate between diverse social actors; encourages the resolution of disputes by democratic means; functions as a watchdog and constitutes a vehicle for cultural expression and cultural cohesion. Moreover, the objectives refer back to key indicators as per UNESCO's Media Development Indicators, Irex (Media Sustainability Index) and Freedom House (Freedom of the Press Index).

The diagram following (over three pages) illustrates how the projects for evaluation, clustered by intervention area, contribute to the six objectives. Moreover, the overall outputs and outcomes for the projects evaluated have been identified. In the ensuing thematic chapters (4-10), this reconstructed intervention logic will form the basis for the evaluation of the effectiveness and impact parameters of the intervention areas.

Revised MCP intervention logic



Revised MCP intervention logic

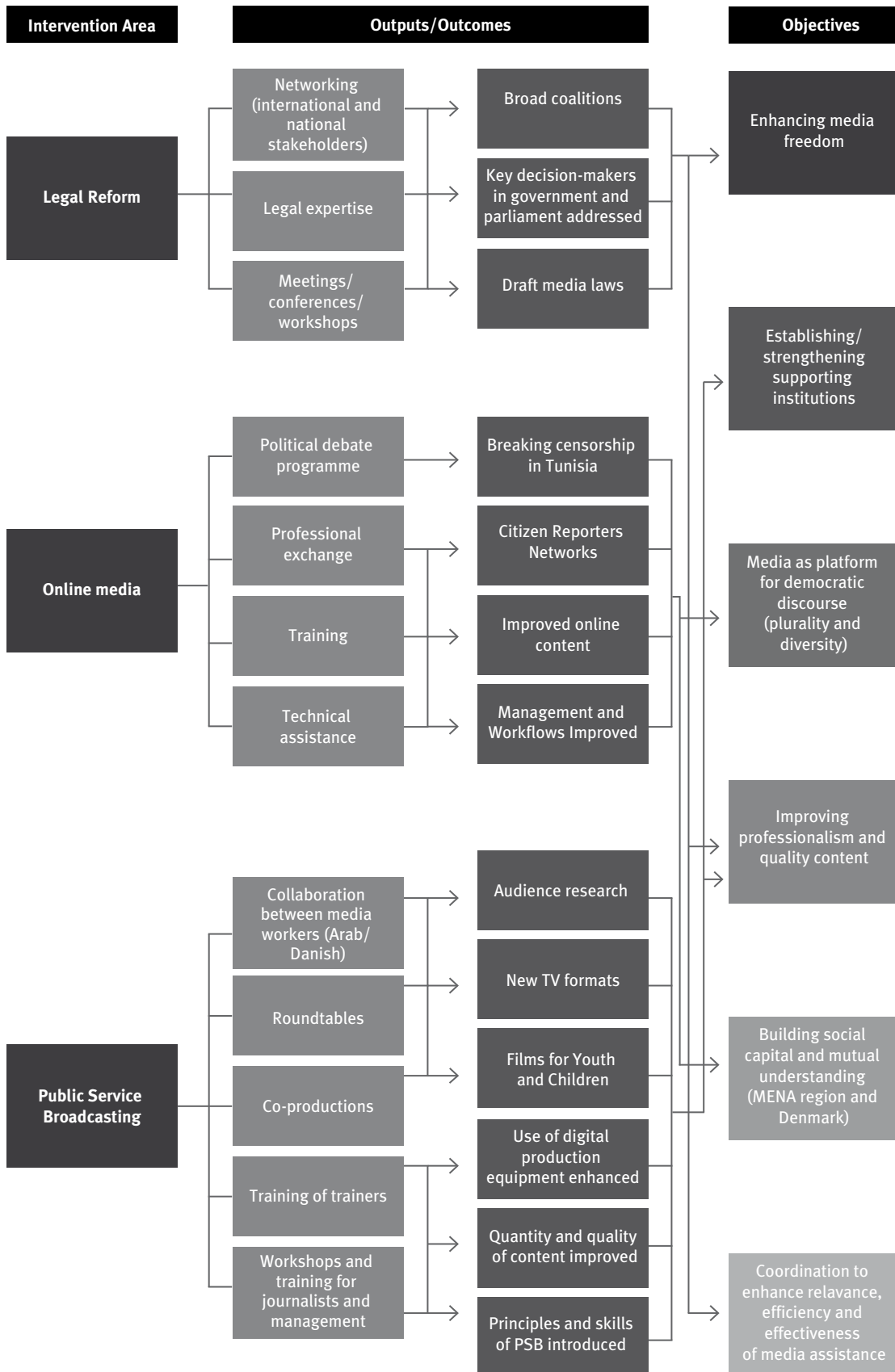
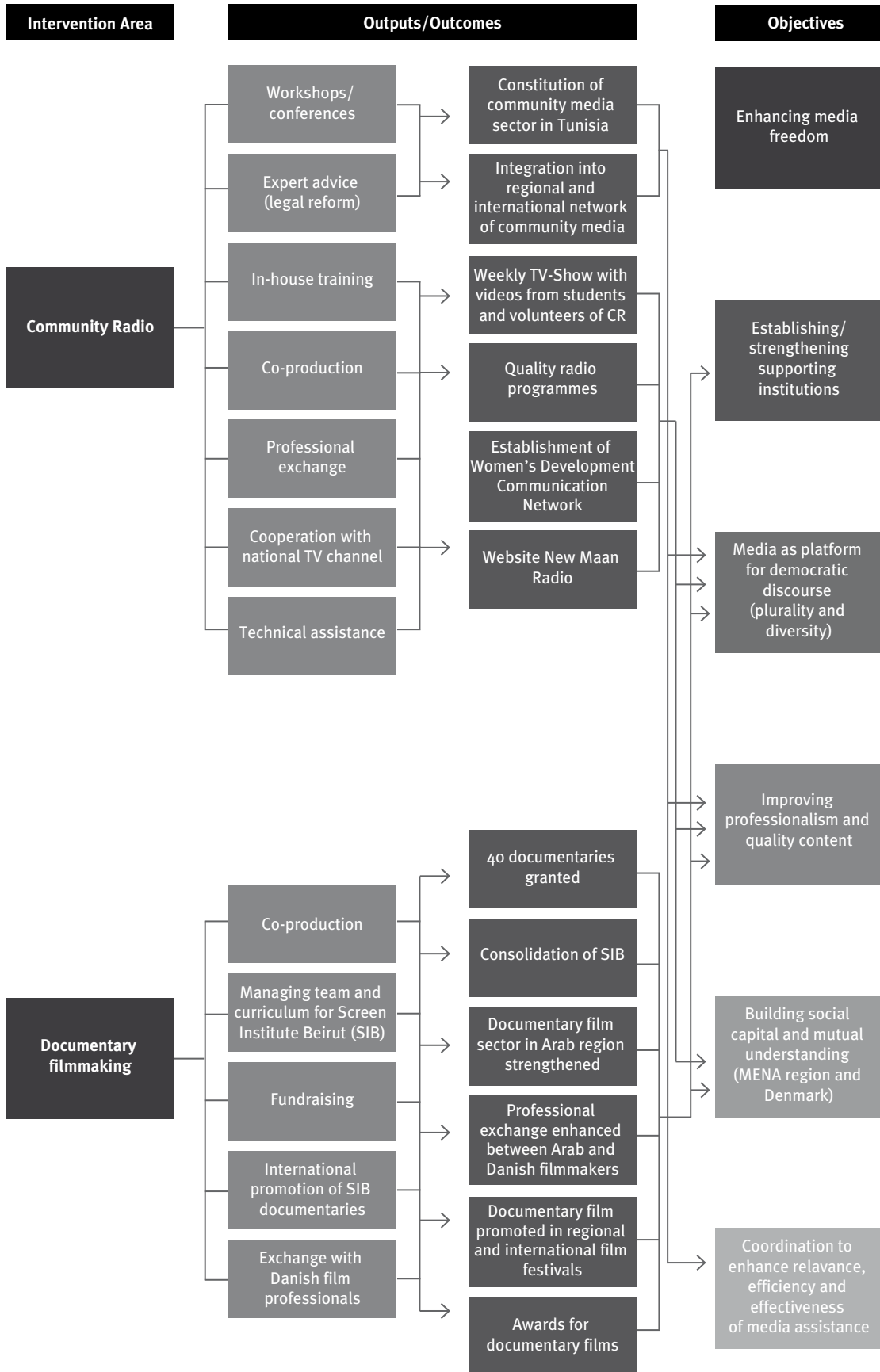


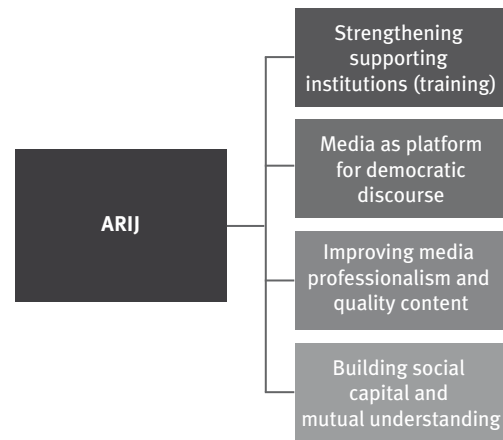
Diagram: Revised MCP intervention logic



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## 4 Investigative journalism

Encouraging the practice of investigative journalism has constituted a major part of the MCP from its inception phase in 2004 to 2005, where improving the quality of journalism was conceived as a regional intervention platform. MCP support for investigative journalism was initially conceived as support for the pioneering Amman-registered Arab Reporters for Investigative Journalism (ARIJ) non-governmental organisation (NGO). ARIJ embarked upon successful production of high quality media content and improving media standards – a key MCP focus area alongside enhancing media freedom and connecting media workers.



Since the fall of communism in 1989, investigative reporting worldwide has grown dramatically in response to a growing civilian demand for government accountability for public dollars and targeting of institutionalised crime and corruption.<sup>14</sup>

### 4.1 Relevance

The pre-MCP assessment of regional media needs (undertaken by IMS) revealed Arab journalists' lack of capacity to carry out investigative research. Many lacked practical skills and proficiency when seeking information, did not feel able to critically question facts and publish the resulting stories. MCP responded to this identified need<sup>15</sup> by initiating an investigative journalism NGO, ARIJ, to educate and train journalists in both hard and soft skills associated with robust reporting. Interviews with ARIJ staff and investigative journalists in Jordan, Egypt, Lebanon and Yemen, undertaken for this evaluation, produced evidence that the beneficiaries' needs with regards to training, management and financial support are being met through ARIJ. "The holistic and comprehensive approach taken by IMS, including training and education, financing investigations, coaching and mentoring plus networking is the essence of the ARIJ model."<sup>16</sup>

ARIJ supports journalists and editors to conceive an idea, research, write, edit and publish professional investigative journalism reports. In addition to the training offered, which includes basic elements of research and sophisticated topics such as Computer-

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14 Kaplan David. *Global Investigative Journalism: Strategies for Support*. A Report to the Center for International Media Assistance. Washington D.C.: CIMA, 2007.

15 Context analyses of other donors/media actors and the above-mentioned Report confirm this view.

16 Brice, K. & Kamwi, M. *Investigative Journalism Learning Review: Learning from the experience of SCOOP Classic and Arab Reporters for Investigative Journalism*. Copenhagen: IMS, 2012.

Aided Reporting (CAR) and tracking money sources, ARIJ coaches and mentors its grantees and investigative teams in its nine countries of operation through veteran coaches across the region. Lawyers vet resulting stories.<sup>17</sup> As a reward for professional excellence and an incentive for more applications, ARIJ also awards prizes for exemplary investigative work. ARIJ-supported journalism has also fetched six regional awards and three international prizes.

Both civil society and the media industry realise that many MENA media outlets have problems in maintaining funding levels to support professional, good quality reporting, which often leads to a shortage of editorial staff and, subsequently, to uniform, press release-based coverage. This is the situation MCP was seeking to remedy through initiatives such as ARIJ<sup>18</sup> – recognising that investigative journalism often results in exclusive and sensational stories, meaning that the audience makes a deliberate choice to either buy a particular paper, read a particular website, or watch/listen to a particular news channel. Hence, investigative journalism provides an opportunity not only for doing public good but also for generating revenue.

The need for – and high relevance of – supportive organisations like ARIJ has been recognised by regional media experts. Confirming the 2009 MCP review’s finding that the programme had made relevant choices in its supported activity, a media professor at the American University in Cairo<sup>19</sup>, said that the “value of ARIJ’s work lies not so much in encouraging the bringing down of Nixons or Mubaraks but rather in exposing social ills in society and even shaming culprits at the grassroots level through the tool of investigative journalism”.<sup>20</sup>

The work ARIJ does provides the benchmark for journalism in the region. General demand for investigative stories in MENA is difficult to measure, because audiences’ media literacy is still low and editors do not risk flak from authorities, which may have adverse spin-on effects on advertising revenue. However, in countries like Egypt, the Arab Spring had opened windows of opportunity for investigative journalism; Egyptian dailies Al Masry Al Youm and Al Youm al Sabi provide positive examples of the placement of investigative reporting. In the end “quality sells”, an ARIJ senior manager says. The current political and social context, in the MENA region therefore, means the work of ARIJ is highly relevant and very timely.

ARIJ’s manager states that the MCP design has responded solidly to the initial media and overall context analysis, and that ARIJ’s needs are adequately addressed in its cooperation with IMS and the Federation of Investigative Journalists (FUJ). Board Chair describes ARIJ as a “consumer protection agency” in the absence of private or governmental organisations taking care of that function.<sup>21</sup> The evaluation agrees because many investigative reports unearth social and consumer-oriented problems that may otherwise remain un-tackled (see also Section 4.4).

17 arij.net website/about us.

18 <http://irex.ge/archives/411>.

19 Dr Naila Hamdy, Adjunct Professor of Mass Communication at American University in Cairo (AUC) in interview with evaluators in Cairo, December 2012.

20 Development associates. *Review of International Media Support’s Media Cooperation Programme with the Arab World and Iran (2007-09). Final report March 27, 2009*. Copenhagen: Development Associates, 2009.

21 Interview with evaluators in Amman, November 2012.

The relevance of MCP and ARIJ also lies in the training and twinning arrangement it has established. Through this mechanism, investigative reporters have augmented their professional and humanitarian horizons by undertaking specific assignments at home and in Denmark. An Al Hayat reporter (Lebanese daily) and a colleague from New TV Beirut state that through the training offered by ARIJ, they had learned skills nobody could take away from them and had grown in professional and peer status.<sup>22</sup>

### 4.1 Efficiency

Employing a crew of eight permanent staff at its head office in Amman, ARIJ has, since its inception in 2005, expanded its activities to nine Arab countries. However, it has struggled to shed its reputation as a Jordan-centered organisation that is not active enough in the rest of the region. Danish Board member and Treasurer is aware of this perception<sup>23</sup> and supports a more “aggressive” policy of using and nursing existing networks in the region.

ARIJ’s eight-member Board<sup>24</sup> comprises a mixture of Arab experts and international experts. Two Danish Board members in particular have worked as a bridge between ARIJ and IMS for years, guaranteeing a smooth relationship between partners and division of responsibilities. In 2012, ARIJ added an Advisory Board comprising personalities from their countries.

According to ARIJ management, ARIJ is smaller than it should be and needs more funding to develop regional presence, brand and profile. ARIJ recognizes the need to develop a clear identity, regionally as well as locally, a well-functioning office in accessible centres and affiliated with regionally recognised names (like ex-Al Jazeera reporter and current ARIJ board member, Mr Yousri Fouda). ARIJ recognises it needs to act as a regional change agent – not just training facilitators. The evaluation agrees and concludes that ARIJ must enhance its regional mission by ‘setting up shop’ in local centres to better support investigative units. In the same vein, efforts must be increased to recruit and train more local trainers and coaches in order to lessen dependency on foreign experts and reduce the workload of the existing Arab trainers.

The Cairo focus group was also not sure of the efficiency of ARIJ in its regional network role. Some said they had negative experience with asking Amman for assistance (e.g. for support on an investigative piece exploring the trafficking of body parts); others said Amman had helped with a Jordanian story that was also investigated in Cairo (use of engine oil in baking bread). All agreed that the ARIJ network had to develop as an active exchange for reporting assistance. Further to the issue of efficiency, the evaluation heard complaints about lack of follow-up and closed selection (in Egypt and Lebanon), on the part of both ARIJ and IMS, which poorly reflect on selection transparency.

Interviews revealed that the lack of ARIJ activity in improving investigative reporting in Yemen between 2008 and 2011 might have been due to a lack of funds as a consequence of the deteriorating security situation.<sup>25</sup> Little impact is visible. However, it appears clear that ARIJ activities in Yemen will only work when they respond to calls for onsite work,

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22 Interview with ARIJ board member, Beirut, November 2012.

23 E-mail to evaluators.

24 [http://arij.net/en/staff?qt-arij\\_staff=0#qt-arij\\_staff](http://arij.net/en/staff?qt-arij_staff=0#qt-arij_staff).

25 IMS completion report. Joint Yemen Media Development Programme 2007-11.



such as training, coordinating and coaching support for a planned Association of Investigative Journalists – as proposed at ARIJ’s 2012 Cairo conference.

The selection process for funding and awarding candidates generally appears transparent and is documented on the ARIJ website in a way that other MCP initiatives are yet to apply. A jury (and its evaluation criteria) that decides on the annual monetary (USD 3,000) and non-monetary awards<sup>26</sup> is listed, for example. The grant and prize selection, however, was criticised by the Cairo focus group and a Lebanese reporter,<sup>27</sup> saying that in their opinion, prizes appeared to be often awarded to newspapers that had supported ARIJ work. Setting up a relevant prize for this specific category could minimize this problem if ARIJ officially rewarded editors/owners for support.

Although preparations at several universities including Tunis University and American University Cairo (AUC) have been underway for some time, investigative reporting curriculum development remains slow. The ARIJ Strategic Plan 2011-14 forecasts (without mentioning specific timelines) that 60 university professors will be taught investigative journalism on the basis of the ARIJ training manual, so that a new generation of educated journalists is able to study the subject and thus secure a basis for continued expansion.<sup>28</sup>

To improve this and stimulate some action, tracking goals against timelines and developing a comprehensive monitoring and evaluation (M&E) policy must be a priority for ARIJ. The ARIJ treasurer comments that although monitoring in terms of quantity (number of investigations, workshops etc.) seemed to work well, M&E could still improve. “I have several times encouraged ARIJ to make method reports mandatory for all journalists who get funding from ARIJ, but so far we have not succeeded in making this happen.”<sup>29</sup>

ARIJ might consider a more active role for IMS in a capacity of providing business growth advice (see Section 4.5 on sustainability) and governance (e.g. M&E tools and system) and develop a decentralised organisational structure to strengthen ARIJ’s regional presence. Since ARIJ is fighting for transparency in society, government and business it should also make sure core financial statements and donor contributions are put on its website (see e.g. the websites of Investigative News Network [INN] in the US and the Balkan Investigative Reporters Network [BIRN]).

Cost-efficiency is hard to judge, because no recognized benchmark says how much a good story is worth, and neither was it possible – for the purposes of this evaluation – to track the wider monetary implications of a potential impact on corruption as a result of these stories being published. However, if the immediate outcome: 159 published stories is put against the overall investment of USD 2.6 million (2006-11 budget), then each story might be said to represent an investment value of USD 16,352.

26 <http://arij.net/en/conference/award>.

27 Interview with Cairo focus group, December 2012, and evaluation interviews in Beirut with filmmaker, November 2012, and staff of *Manchette* magazine, November 2012.

28 ARIJ Strategic Plan 2011-14, Expansion & Consolidation, February 2011.

29 ARIJ board member in e-mail to evaluators.

### 4.3 Effectiveness

The basic idea behind ARIJ was to promote investigative journalism as a means to strengthen the role of the media as the “Fourth Estate” in society, a force which can hold politicians and leaders in the public and private sector accountable and support the public in putting relevant social, economic and political issues on the agenda.<sup>30</sup> ARIJ has made inroads in putting its product together by assisting journalists working with print, broadcast and online media in Jordan, Syria, Lebanon, Egypt, Iraq, Bahrain, Palestine, Yemen and Tunisia. The organisation’s training, coaching and financing of quality output, as well as their successful branding inter alia is attracting a growing social networking audience on Twitter and Facebook. Still, Arab investigative journalism progress was referred to as “baby steps” at a 2010 ARIJ conference.<sup>31</sup>

Objectives and related output under investigative journalism stipulated improvements in professional media standards through production of high quality media content, and the consolidation and regional expansion of the ARIJ platform. Networking, understanding and knowledge of each other’s regions and cultures was expected to have increased.

In terms of professionalisation, the substantial number of journalists trained by ARIJ (714 journalists) on investigative journalism and the establishment of eight investigative units<sup>32</sup> certainly confirm the increased ability to cover sensitive issues including corruption and other crimes. Awareness of ethical standards is an integral part of workshops and an interesting by-product of these trainings (as well as upgraded general reporting skills) therefore includes a new awareness of sourcing, balance and fairness, even for reporters who are not necessarily focusing on high-calibre investigations. Anecdotal evidence provided by ARIJ management considers that the ability to produce qualitative reporting (investigative stories) and the number of such stories by trainees has increased. Whether audiences’ demand for quality content has also increased is difficult to prove, but the higher number of quality papers in Egypt, Libya and Tunisia in the aftermath of the Arab Spring may be initial evidence of a growing public demand for better quality content. However, this evaluation cannot state whether the MCP has influenced this, or if the events of the Arab Spring are mainly responsible.

Social capital, in the form of valuable networks, has been built in and by ARIJ through its management closely working with Danish trainers and Board members over the years. On the other hand, the evaluation has found that attempts overall to build social capital through twinning have not been strikingly successful. Interviewees blamed this on the lack of follow-up on the Danish side.

ARIJ states it has trained 714 journalists,<sup>33</sup> equipping them with tools, skills and knowledge. Since inception, this has resulted in the publication of 159 professional investigative stories out of a total of 218 applications, resulting in a story success rate of close to 75%. This is in line with Global Investigative Journalism Network (GIJN)

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30 IMS introductory note to its activities in Egypt prepared for the evaluation.

31 <http://www.bassamsebti.com/2010/12/celebrating-investigative-journalism-in.html>.

32 Including Al Youm Al Sabi, Al Watan, Al Masry al Youm, New TV, Al Hayat, On TV, Al Arab Al Youm, Radio Balad.

33 E-mail to evaluation.

Director David Kaplan's expectation<sup>34</sup> of outcomes. His colleague, Brant Houston,<sup>35</sup> concurs. The surprisingly high success rate can be explained by the fact that in some cases where the entire investigation was not published, parts of it were used in side-stories and yet other parts formed by-products of other reporting. But the lion's share published is full investigative stories.

As mentioned in the 2009 review, some of the stories published under ARIJ supervision have triggered impressive results illustrating that MCP has enhanced media standards and practices by facilitating the introduction of new concepts and methodologies. The organisation's work was also recognized and galvanized by ARIJ-sponsored reporters winning international prizes for outstanding investigative contributions (as mentioned in Section 4.2.)<sup>36</sup> ARIJ has awarded 31 prizes for investigative journalism that are expected to ensure future production and publishing of investigative reports in Arab media.

A joint ARIJ-International Centre for Journalism (ICFJ) programme, begun in 2010, has facilitated investigative journalism units in select media in Arab countries to ensure sustained professional media development and unhindered focus on investigative reporting. Although members of the units are not always working on investigative stories, interviewees told the evaluators that investigative outputs had increased, although the evaluation could not find any documented numbers in support of this claim.

However, the ARIJ focus group in Cairo<sup>37</sup> discussed whether amid the current flux in the Arab media industry if it was not better to invest in individuals rather than in such units, as it was felt these units often ended up as 'window dressing', since few reporters assigned to these units were really permitted to spend the time exclusively on investigative work. ARIJ trained individuals would always be available to the national or regional media pool irrespective of the possible closure of outlets, they commented.

Kaplan disagrees, saying few investigative teams anywhere in the world are insulated from the demands of daily news. "As the chief investigative correspondent at US News & World Report, I was frequently pulled into breaking stories or areas in which I had some expertise," he wrote.<sup>38</sup> As detailed below (Section 4.5 on sustainability), ARIJ must put the investigative unit concept to the test before further expansion. However, in most of the evaluation interviews with investigative staff and experts it became clear that the units were a success, however limited. They provided better status and pay to members, provided for more sophisticated equipment/office and produced quality stories and programmes not seen before by the media outlets.

Although ARIJ offers training and coaching to beneficiaries, it has not yet established packages of training seminars and workshops as a commercial offer to Arab media corporations, international organisations and others (as suggested in the 2011 Pre-Study). However, it has increased the number of refresher courses for coaches and training of trainers to ensure quality of the support to journalists. The numbers of these trainees has risen year-by-year: 19 in 2010, 25 in 2011 and 43 in 2012.

34 David Kaplan, Director, GIJN, in e-mail to evaluators.

35 Brant Houston, Professor and Knight Chair in Investigative & Enterprise Reporting, Journalism Department, College of Media, University of Illinois at Urbana-Champaign, in e-mail to evaluators.

36 E-mail to evaluators from ARIJ, detailing statistics.

37 Participants included representatives from Youm7, ON TV, Al Watan and Al Masry Al Youm.

38 See Footnote 33.

The overall budget has been sufficient to cover ARIJ's day-to-day operational and programme costs but has not allowed for regional expansion and marketing. Funding has arrived on time and the budget increase over the years has catered for additional training and ARIJ staff numbers and, in general, covered ARIJ's needs to meet grant objectives. According to ARIJ figures, the 2006-11 budget closed with a small deficit (USD 12,000) because of a theft that is under investigation. DAPP contributed more than half of the total ARIJ funding of USD 2.6 million. Other donors include OSF, UNESCO, International Research & Exchanges Board (IREX), ICFJ, Internews, Norway, Britain and fresh funding from Sida. The international contribution to ARIJ has furthered the potential effectiveness of media support to the region.

In terms of attracting numbers and interest from journalists, the MCP partnership with ARIJ has been effective: from 2010 to 2013 ARIJ followers grew from zero to 4,108 on Facebook and 1,222 on Twitter. At the annual ARIJ conferences, up to 300 Arab, European and American journalists, media academics and civil society activists have discussed and trained on latest investigative reporting techniques. According to ARIJ, since 2005, participation in the ARIJ conferences has totalled 1,000 attendees. The ARIJ website boasts successful investigative stories, the organisation's training manual and is linked to international investigative networks like GIJN and SCOOP.<sup>39</sup>

### 4.4 Impact

In cases of investigative journalism it is often difficult to gauge impact because investigative teams should be considered a resource to the entire newsroom (see previous chapter on success rate of story pick-up), offering a potential broader scope than just focusing on investigations. GIJN Director Kaplan says: "Many stories do not have impact for years – you are building a public record on accountability and transparency. Nor can you measure it well through numbers of stories produced – this is about quality and establishing high standards. You are also investing in changing newsroom culture, and that can take a generation."

In contrast to the assumptions made in the Inception report and other reviews, (including the 2009 review and the Pre-Study), which argue that tracing and documenting issues of impact and sustainability under the MCP programme may be difficult, the Arab Spring has changed the "rather conservative and static context" that the 2009 review blames as the primary cause for modest MCP impacts that were "hard to quantify".<sup>40</sup>

Three years on, ARIJ has developed into a success story, partly through its achievements and partly by seizing on the window of opportunity the Arab Spring has provided in countries such as Egypt. Resulting achievements can be observed at both the individual reporter and the media industry level. The ARIJ intervention has not only equipped individual investigative journalists with skills for unearthing and presenting stories hitherto thought taboo, it has also strengthened the position of quite a few of them among peers and has provided new incentives ranging from status to favourable working environments

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39 GIJN – Global Investigative Journalism Network; SCOOP – network for investigative journalists in Eastern Europe, Russia, Caucasus, Central Asia and West Africa.

40 Development associates. Review of International Media Support's Media Cooperation Programme with the Arab World and Iran (2007-09). Final report March 27, 2009. Copenhagen: Development Associates, 2009.

to better remuneration.<sup>41</sup> As shown below, it has strengthened the media's watchdog role in line with the evaluation matrix expectation of better governance.

ARIJ beneficiaries illustrate, by way of anecdotal evidence, the impact that investigative coverage has had on strengthening the media's watchdog role. For example, after an investigative report co-produced by Al Belad and the BBC, Jordan's King stopped abuse at centres for mentally ill children and had perpetrators punished. The Port of Beirut authority scrutinised import regulations after a New TV report exposed irregularities that cost law-abiding importers and the state millions. Untreated wastewater leaving a high security jail near Amman polluted fresh water springs and vegetation, covered by Al Ghad. An Nahar TV exposed the crimes of profiteers in Egypt hoarding gasoline and diesel (bringing the country to near-standstill), and Al-Masry al-Youm entered the underground world of mechanical shops turned primitive factories producing firearms used by poor Egyptians for self-defence, thus exposing dangers of the Gaza conflict.

Investigative work has been noticed by the public and the authorities, for example in Egypt, and regulations in the country's construction industry were changed because of these media reports. Also building permits have been withdrawn and technical inspections ordered following investigative stories. As a sign of a strengthened watchdog role, the New TV reporter and the Cairo ARIJ focus group members have begun receiving good feedback from the audience suggesting topics and providing evidence, for instance in the form of a video capturing corruption in a police department.<sup>42</sup>

ARIJ-supported work attracts attention, since the number of whistle blowers and informers is steadily growing, and the investigative reporter from New TV in Beirut is also sure that thanks to the assistance from ARIJ (twinning, training and setting up of the investigative unit), his station is the investigative leader in Lebanon – a statement that several people in the news industry confirmed to the evaluation. Based on his talks with management, the New TV reporter also believes that advertisers want to put commercials in investigative slots and he assumes that they justify this on presumed audience demand for revelations with which they identify.

The emerging impact of ARIJ-supported investigative reporting can be detailed through the above New TV story about fake imports at Beirut harbour. According to the reporter, his story produced various results even if the wrongdoing hadn't yet been completely stamped out: it destroyed the myth that "big shots" were untouchable; the Public Prosecutor started an official investigation; the exposure of the case helped the SME sector since the "shark" was doing damage to small and medium enterprises' business; it illustrated the independence of New TV since the protagonist was reportedly supported by Hezbollah and Christians alike, and the government announced plans to stop the gang.

The above example illustrates that it will probably take some more time for more than emerging impact to become visible. "But even if we can't stop corruption, which is almost endemic in my country, we can at least obstruct it," the New TV reporter stated in justification of his work. And criminals were afraid of their candid cameras, which helped reporters at least strike a social balance, he added.<sup>43</sup>

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41 Source: Al-Jadid, Beirut.

42 Cairo focus group, December 2012.

43 Source: New TV, Beirut.

ARIJ work has had impact in terms of encouraging dialogue that may have contributed somewhat to the improvement of mutual understanding between Danes and Arabs. This was probably best realised in opportunities for exchange and twinning arrangements, as New TV says is evident in the continuing professional and personal contact with Danish colleagues. But because of the lack of follow-up, valuable social capital that was built through these arrangements between ARIJ beneficiaries and Danish journalists has often been jeopardised (see also Chapter 11). However, strong bonding has resulted from IMS/FUJ ARIJ board membership, and individual trainers and IMS staff were mentioned frequently by interviewees in a positive way. In the case of ARIJ/IMS/FUJ, the partnership has led to a strong institutional and personal dialogue, and ARIJ management believes that the organisation's professional reputation is not least grounded in on-going training and advice from Danish Board members. Whether the dialogue has lowered prejudice though is not entirely clear. Some twinning participants told the evaluators that they have published articles on their Danish experience but have not provided evidence of these.

### 4.5 Sustainability

ARIJ has clearly developed a strong sense of ownership. However, in relation to financial sustainability, ARIJ leadership must update its development strategy and add a business forecast with *detailed revenue projections* including names of possible sales targets and further donor funding contributions.<sup>44</sup> Although the 2011-14 Strategic Plan states that ARIJ expects a long dependency on foreign funding it also says that “a process will be initiated to encourage and start raising funds from within the region including media houses, training institutes, and the corporate world.”<sup>45</sup>

There is solid commitment by management, reporters and media owners to ARIJ's work in Amman and the region, and the organisation is now seeking to tie more regional personalities into its network so that it is also anchored in international organisations like GIJN. Local support has been broadened through the establishment of investigative units that ARIJ seeks to expand to other countries.

By helping set up ARIJ, MCP was able to start exploiting existing pockets of media freedom in parts of MENA that the Arab Spring then widened to a window of opportunity across the region. The MCP objective of improving media standards formed a catalyst for generating quality content that should inspire audiences to demand more.

Achieving this success has proved a slow process, marred by audiences' inexperience in democratic participation and editors' hesitance to invest in time-consuming and expensive reporting that might trigger litigation and hostile (government, advertiser) counter-action. This may explain a focus on social and environmental investigative topics rather than political ones, such as the screening of election candidates.<sup>46</sup>

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44 The out-dated development strategy doesn't contain year-on-year quantitative targets, and lacks not only the word 'marketing', but also a detailed marketing and sales policy. Source: ARIJ Strategic Plan 2011-14 “*Expansion & Consolidation*”, written in 2010 and published February 2011.

45 Ibid.

46 BBC Media Action: *Global Synthesis Report: What works and why?* London: BBC Media Action, 2012.

The evaluation recommends that improving its management structure, decentralising and installing “names” in regional centres will help advance the acceptance and identity of ARIJ. A long-term strategy should identify the target market, product(s) and, based upon them, organisation, staff and budget needs. Lack of vision and a (business) plan of where ARIJ wants to be in five years time may hamper steering a sustainable course and attracting (non) donor funding.

ARIJ will also have to scrutinise its concept of fully-fledged investigative units that many of the interviewees say (a) is given lip service by most owners since most investigative journalists must also deal with routine stories, and (b) lacks a sufficient number of mature and skilled reporters. For a realistic income calculation one would better heed New TV’s advice to make investigative units into autonomous profit centres so they can prove their (advertising) salt. Although ARIJ for the moment targets editors and journalists, to establish new units, and maintain already existing ones, it must bring the publishers and station owners on board. “It will give them a competitive edge and it will increase their readership,” the ARIJ chief said.<sup>47</sup> ARIJ can also refer to a new IMS<sup>48</sup> media assessment in Yemen that suggests support of investigative journalism training: “Contrary to common belief, the editor of Al-Ayyam believes that there is economic potential in investigative reporting – “if it is good, it sells.”

While the Cairo focus group did not specifically raise the question of financial sustainability, they believed their work would trigger advertising and thus it was good to have identifiable, dedicated units that could generate advertising demand and thus commercial investment. They suggested ARIJ should add a marketing element to its syllabus that also addresses the issue of revenue generation via collaboration between the reporters and the media outlet’s marketing/sales force on opportunities provided by trailers, publication planning and general promotion.

Certainly ARIJ must add a sales and marketing facility that seizes on the opportunity of exclusivity and uniqueness of investigative reporting as its Unique Selling Proposition. “We should do more in terms of making other (local/regional) media pick up on the stories we produce,” the ARIJ Treasurer recommends.

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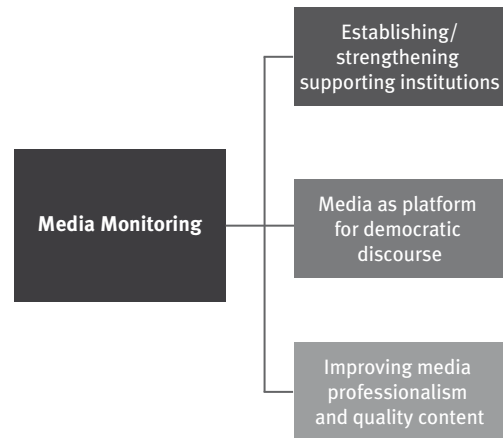
47 <http://en.ammonnews.net/print.aspx?Articleno=1514>.

48 IMS Yemen media assessment, published January, 2012.

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## 5 Media monitoring

From its outset in 2004, MCP has employed media monitoring as a change tool to enhance professional journalism and press freedom in the MENA region. Addressing a United Nation's (UN) demand<sup>49</sup> to stimulate the public's active and critical reception of media, and support media advocacy, MCP implementer IMS created the regional Arab Working Group (AWG) for media monitoring and the Eye on Media (EoM) radio programme based in Jordan. Raised media literacy will cause a natural demand for high professional journalistic standards, the UN asserts, while monitoring influences standards of freedom of expression since it provides ammunition to advocacy efforts.



### 5.1 Relevance

Based on a needs assessment, IMS outlined six thematic strategic areas in its 2004 MCP inception concept. Monitoring and Advocacy was listed at the top. IMS kept responsibility for the monitoring area, while in ensuing MCP phases, the Free-Voice organisation and the Open Society Foundations (OSF), in partnership with Arab media NGOs, carried out media law reform and legal protection work.<sup>50</sup> The evaluation assesses that the comprehensive strategy of long-term capacity building and regional sharing of experience and expertise through supporting improved media monitoring<sup>51</sup> was of particular relevance, reinforced by opportunities provided by the Arab Spring.

Over the course of the programme, IMS, together with its partners, introduced new concepts and methodologies in 14 countries but did not find a cohesive approach as a regional network.<sup>52</sup> The programmes provided NGOs with valuable tools for such activities as the monitoring of the elections in Tunisia in 2005. But not all beneficiaries agree on the relevance and strategy of the approach taken. One asked the evaluation how one could even suggest that Tunisia under President Ali was a 'success'.<sup>53</sup> Although the majority of interviewees stressed that AWG met their needs, for example, in terms of training, many deplored that the organisation was not able to meet networking needs despite its regional aspirations. Others criticised the late establishment of a regional headquarters (HQ) (in Tunis in 2011) thus reflecting on an IMS decision to continue coordinating the project with OSF, and only institutionalise the working group once

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49 AHDR.

50 Evaluation Report (14 May 2005): *Media Cooperation with the Wider Middle East*, Inception Phase August 2004-April 2005.

51 Phase I – IMS Programme Document: Expected Results.

52 Lebanon interviews.

53 "The pathetic Tunisia experience was modelled on elections in Ali's police state that was of no use to anyone," the interviewee said and likened the event to monitoring elections in today's Saudi Arabia.



the AWG core members had agreed an organisational charter.<sup>54</sup> The evaluation assesses that the group in Tunis should have established the AWG head office sooner in order to enable effective leadership and ownership. A Jordanian AWG member was of the opinion that IMS had acted imprudently in the aftermath of the Arab Spring since NGOs in Egypt and Tunisia had been directly supported by IMS without consulting AWG, thus depriving the organisation of its role of vetting organisations and guiding distribution of assistance. More damage had been done by using AWG-allocated funds for this purpose, thus torpedoing newly added regional AWG activities like monitoring media on certain topics (i.e. the plight of migrant workers, which was especially relevant in Jordan and Lebanon.)<sup>55</sup> Subsequently, the Jordan AWG member group had successfully carried out a related study on its own, which underpinned the point other interviewees shared, namely that they could undertake their work without AWG.

EoM, broadcast weekly and produced by AmmanNet, monitors, reviews and critiques news coverage by local media outlets including daily and weekly newspapers, broadcast media and online journalists. The programme focuses on professional standards, media ethics and self-regulation. The project also hosts a website that provides access to all previous editions of the programme, information about media legislation of the five Arab countries originally covered by the programme, as well as a code of ethics set up and followed by EoM and guidelines for new journalism graduates. With support from MCP, the weekly radio programme was originally disseminated (airborne and internet-based broadcasts as well as reprints in newspapers) in Jordan, Lebanon, Palestine, Egypt and Syria. However, the 2009 review stated that it was not clear whether the current partner configuration was still conducive to furthering the original objectives, and that IMS should be ready to terminate its partnership.<sup>56</sup> Subsequently, EoM was then reduced to covering only Jordan, depriving the activity of its regional mission.

## 5.2 Efficiency

The AWG was initiated in 2004, when IMS, together with OSF, supported election media monitoring in Tunisia. It was established as a network two years later, with IMS holding a coordinating function. In March 2011<sup>57</sup> AWG was registered as an NGO with Tunis being the first HQ on a rotating basis: electing a board, completing by-laws, hiring an executive director and expanding its mandate beyond monitoring the media coverage of elections to monitoring the media coverage of other pertinent issues that impact the democratic transformation processes underway in the countries to which its members belong. IMS views the process as an achievement: despite cooperation being a challenge and internal competition hindering progress, AWG had found common ground for action, establishing a regional presence.<sup>58</sup>

54 Brice, Kim Noële. *A mid-term review of International Media Support's Media Cooperation with the Arab World and Iran Programme*. The Hague: 2007.

55 Jordan interviews.

56 Development Associates. *Review of International Media Support's Media Cooperation Programme with the Arab World and Iran (2007-09). Final report March 27, 2009*. Copenhagen: Development Associates, 2009.

57 <http://www.awgmm.net/eng>; retrieved 7 January 2013.

58 Completion report to OSF on 2009-11 AWG activity.

AWG includes 17 member organisations from 11 countries across the MENA region and is represented by a board of seven members who manage the work and develop projects that are identified and agreed to by the members during their annual general meeting. A lean secretariat handles the day-to-day business of the group. In its interviews, the evaluation has come across misunderstandings between IMS and AWG but also between AWG's national member organisations indicating flawed cooperation and reporting lines. This negatively affected efficiency elements like communication, advocacy and capacity: one Jordanian AWG member didn't know about the other Jordanian AWG member's partnership with their Lebanon counterpart on a migrant worker project, and secondly a monitoring project report in Tunisia was not communicated to the public, thus preventing proper advocacy and leading to inefficient using of funds.

AWG national members in Jordan, Lebanon and Egypt told the evaluation that they were not informed about a regional AWG agenda and that communication with Tunis was almost non-existent. An Egyptian member questioned whether Tunis was the right location for the AWG secretariat. A Lebanese AWG member also voiced her "enormous frustration" because there was no communication including the "website that never really worked" and even the upload function that now exists was "lean and late". The member commented that IMS had sat on the fence for too long, and not pushed hard enough to bring about a structure, a coordinator and secure funding.

Jordan AWG members were dissatisfied that at some stage during the Arab Spring, some 90% of the total AWG budget had been spent on NGOs in Egypt and Tunisia that were not AWG members. IMS adds that the additional funding for Egypt and Tunisia during the Arab Spring was extra-budgetary and not part of funds originally allocated to AWG.<sup>59</sup>

However, the 2009-11 AWG budget of DKK 2.7 million does not appear to support the above view. It indicates DKK 1.2 million for election monitoring and DKK 400,000 for the monitoring of gender, human rights and migration issues. An observation of the evaluation is that the DKK 405,000 for travel and AWG meetings in Beirut and Amman appears not to be a value for money investment when seen in the light of national members' criticism about the AWG's regional work. The AWG budget allocation for 2011 to 2013 is DKK 1.2 million, DKK 1.5 million less than the previous two-year plan.

AWG members were also dissatisfied about lack of cooperation between media NGOs and human rights NGOs participating in AWG initiatives. The lack of cooperation may have occurred as a result of both groups having such different, and sometimes conflicting agendas. The AWG Secretariat must devise strict and coherent criteria for membership. Taking issue with the partner selection process, one interviewee said it lacks proper screening and transparency. The planned process is clear, "They (AWG) offer the method, then look for will on the partner side, then secure funding, then select the right trainees in a fair process," however, the interviewee commented that, in their experience, this sequence was not applied.<sup>60</sup> It was suggested to the evaluation that two years after joining, members should undergo a quality check to make sure they are the right partners. The evaluation believes that this is a good initiative to make the members more active and accountable for implementing their proposals.

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59 IMS in comments on the report draft.

60 Interview in Beirut with Lebanese AWG branch member.

The evaluation concurs with interviewee observations that AWG needs to resolve how it works regionally: how it best represents and responds to the interests and needs of its members, how it offers a regionally consistent and coherent training package (that extends to helping trainees understand how to best create on-going impact through media monitoring), how it most efficiently executes its regional responsibilities in subsequent deployment of resources. The evaluation emphasises that AWG should continue to focus on two streams of activity: building up AWG as an independent, coherent and well-functioning group, and carrying out media monitoring projects.

The EoM regional project (weekly radio programme plus website) was discontinued in the third phase of the regional programme due to recommendations of the 2009 Review, but lives on as part of the national media cooperation programme for Jordan. Programme format and content were overhauled through a twinning setup between the executive producer of EoM and the Danish producer who runs DR's weekly media critique radio programme, "People and Media" (Mennesker og Medier). The two have developed a strong professional bond and have used the opportunity to discuss the Danish-Arab relationship as well, thus contributing to DAPP's dialogue objective (see Chapter 11).

The editor of EoM told the evaluation that in order to make the website more attractive and relevant to the targeted media fraternity it now contains commercials on job vacancies, training, a best story competition etc. Future plans include addressing NGOs' needs in line with their objectives of helping improve journalism, and media freedom through advocacy. He agreed that EoM would also consider media literacy as a future element, which would complement their efforts in the field of media monitoring. Media literacy would not only address a specialised audience e.g. journalists, lawyers, parliamentarians and media academics, but the public at large: making audiences aware of the role of media, letting them participate in content critique and in that way becoming more quality-minded and subsequently demanding better content – as originally called for by the UN.

### 5.3 Effectiveness

Direct assessment of AWG planned versus attained results cannot be undertaken due to lack of quantifiable targets and clear timelines under key objectives/goals. Instead, the evaluation has assessed the extent to which the AWG outputs and outcomes contribute to accomplishing the stated outcome indicators under MCP Phase IV such as: *AWG positioned as expert body for media monitoring in the MENA region* or *New types of media monitoring and advocacy activities developed and implemented*.

Key expected results including raising awareness about the importance of balanced coverage of elections, training of media professionals on coverage, and academics and civil society activists on monitoring methodology, have been met through published monitoring reports and training. Election monitoring reports, plus reports on migrant workers and gender issues have been widely published across the MENA region: in Tunisia, Jordan, Bahrain, Algeria, Sudan, Morocco and Lebanon. However, the evaluation notes that this was chiefly done by local AWG chapters, with little or no involvement of the regional AWG body. Regional coordination initiated through AWG is only now beginning to show – roughly a year after the regional secretariat was set up in Tunis. The AWG President told the evaluation her group is working on a joint hate-speech index plus an upgrading of its 2009 training handbook. This will help cement the

comprehensive strategy of long-term capacity building and regional sharing of experience and expertise that has contributed to improving professional quality media monitoring. EoM has also fostered healthy interaction among Editors in Chief, journalists and even bloggers: the EoM website continues to attract new visitors;<sup>61</sup> its Facebook page has 1,800 fans and 700 people follow the programme and its topics on Twitter.

Through the weekly EoM show (combined with its website),<sup>62</sup> the programme has created a platform for democratic discourse among journalists, editors and bloggers providing them with an opportunity to participate in public life/advancement of media freedom and to increase professionalism of content. EoM sheds light on and documents legislative amendments (see website), the status of media freedom, unethical reporting and other issues touching on (un)professional media work. This is a significant contribution to media freedom and setting an example of raising its bar. EoM has also strengthened itself and other supporting institutions via closely cooperating with Danish partners on an overhaul of its own programme, and creating synergy among local NGOs working on media including the Centre for Defending Journalists Freedom, Al Quds Centre and Jordan Transparency Centre (all working on the draft Freedom of Information law in Jordan).

In reference to proving the effectiveness of its strategy, AWG says its first breakthrough (and one that gave it some significant clout) was monitoring the Tunisian legislative and presidential elections (October 2004) and the campaign preceding it. According to AWG, its work publicly revealed the government's control of the media and its manipulation of the campaign. To follow up, AWG then expanded election monitoring into monitoring the media in transitional countries more broadly. It developed advocacy tools (such as monitoring reports highlighting issues in need of reform, and statements denouncing press freedom violations) to create activity and impact on issues such as media law reform, including freedom of expression (FoE). In order to tackle FoE issues, it built a forum for regional cooperation, exchanging vision and sharing experience among Arab human rights organisations working in the field of FoE and general media policy. The third step in the process involved AWG formally instituting a chapter in Tunis, with raising awareness of the media's role in the development of a democratic and transparent society as its core aim. The present agenda emphasises strengthening the current AWG organisational structure and ensuring that AWG becomes a well-founded regional organisation with a strong sense of regional ownership.

The evaluation observes that developing a sense of regional ownership is far from achieved. As mentioned earlier in this chapter, interviewees from other branches were strongly critical of AWG's approach to building regional coherence. A Lebanese AWG member argued that establishing the AWG headquarters in Tunis had been a great idea at the time (and continued to be) but was "immature". But he concedes that local monitoring efforts had often produced awareness results and that in Lebanon some reporters were shedding more light on a diversity of election issues/candidates contributing to better quality of their coverage.

One Egyptian monitor provided evidence of the effectiveness of taking a media monitoring approach to media development, stating that one of the important ingredients of quality media monitoring – especially in detecting bias – was to determine who owned

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61 See <http://www.eyeonmediajo.net/> and EoM monthly report July 2012.

62 <http://ar.ammannet.net/about-us>.

a newspaper or broadcaster. A relevant example was provided in the fact that AWG had exposed the Brotherhood affiliation with the Egypt 25 TV channel.<sup>63</sup>

In Egypt, the Arab Spring has broadened the scope of media monitoring activity: while before the revolution a lot of AWG's energy had been devoted to monitoring and protesting against the Mubarak regime, during the revolution, scrutinising legal reform was added to the agenda. This was important because it added a new dimension to the local AWG work and opened a regional window on joint media law advocacy. IMS facilitated the effort of putting the National Coalition for Media Freedom (NCMF) in Cairo on a truly national level by organising the group into a powerful reform advocacy tool. One interviewee concurred that this was "one of the most outstanding things IMS has been doing" (see Chapter 6).

The AWG President told the evaluation that due to her organisation's media monitoring training across the Middle East, the professionalism of monitors has improved and so too the multitude of monitoring reports produced. However, the evaluation could not find evidence that the training of journalists on election coverage has resulted in better quality content. Better quality content is necessary to educate audiences about choices they have through voting and to stimulate them to exercise their suffrage.

Other interviewees said coverage of monitoring reports would further increase if the right marketing tools were used, for example, press conferences introducing the material. Here AWG must take care to report successes on their website (and maintain good records for reporting purposes) to encourage other members and provide impetus to other media transparency initiatives. This also goes for examples of improved content as a result of AWG journalism training (as per the expected results of their intervention). In Yemen, journalists during a press conference announcing monitoring results stated that they would like to improve their reporting but lacked the know-how.<sup>64</sup>

The evaluation holds that press conferences and journalist briefings on findings of monitoring activities do increase the effectiveness of the activity and promote advocacy, and agrees that, in future, in order to encourage better understanding and follow-on reporting, AWG journalist briefings must explain not just the results of monitoring activity, but also the methodology used, indicators and quality criteria applied. AWG must also promote achievements of their local members to strengthen their regional platform and their clout as international advocacy players. One interviewee proposed that AWG becomes associated with the Arab League to garner high-level influence on issues such as media law reform and professional standards.

AWG must also strengthen its regional network ensuring that it is well represented in each of the member countries, responsive to member needs and offering consistent quality products to all members and country chapters. It must ensure commitment and ownership to interventions among stakeholders who are often anchored more nationally than regionally.<sup>65</sup> It must also take concerns into account that pertain to the AWG agenda which one member said was a "donors' agenda".<sup>66</sup> If AWG is not able to operate effectively regionally, national chapters will resort to their own agendas. This has already

63 AWG interviewee in Cairo.

64 Interviewee in Sana'a.

65 *Review of International Media Support's Media Cooperation Programme with the Arab World and Iran (2007-09). Final report. March 27, 2009.* Copenhagen: Development Associates, 2009.

66 Interviewee in Amman.

happened in Jordan, where a member organisation held a press conference and a workshop on a migrant worker study under their own name, with the intent to stimulate discussion about disadvantaged members of society (Section 5.2 refers). The Jordanian interviewee said the regional AWG was not asked for involvement for lack of earlier interest although he admitted that the topic would have qualified for regional consumption and follow-up.<sup>67</sup>

The AWG is still working out how to publish contributions from partners on a regular basis. The new AWG website is very limited, even months after its rollout. Contributions are sketchy, late and certainly not representative of the AWG work. Applications for membership in and association with international networks and organisations should be accelerated, including key human rights groups around the world such as the International Federation for Human Rights, the International Federation of Journalists (IFJ), Article 19, and Reporters sans Frontières. The 2011-13 AWG strategy also targets observer seats with the UN and the Arab League.

### 5.4 Impact

MCP media monitoring initiatives aim to improve professional standards and initiate media policy reforms at national levels using two specific tools: by monitoring, documenting and publishing media coverage and via self-critical peer-evaluation of media content. After some nine years of work, AWG can claim successful contributions to its objectives albeit chiefly on a national level, as opposed to a regional level. In the summer of 2009, AWG established a new regional agenda looking at gender and issues affecting minorities.<sup>68</sup> It sought to ensure these issues are more broadly discussed.

The first AWG monitoring report – focussed on 2004 to 2005 Tunisian parliamentary and presidential elections – was widely used in various advocacy campaigns and became an important source for the formulation of the EU Neighbourhood Policy for Tunisia,<sup>69</sup> Other reports have been used as tools for media policy reform advocacy in Jordan and Sudan, such as the report on “Monitoring the Coverage of Sudan 2010 Elections” (6 July to 25 August 2010)<sup>70</sup> – contributing to the ability of the media to function as a platform for democratic discourse.

While the objective of promoting media policy reform has been accomplished to a certain degree, for example: 15 elections were monitored and 15<sup>71</sup> credible fact-based reports produced and published (up to 2011), strengthening professional media monitoring and using the output for advocacy purposes has been accomplished to a satisfactory level. The capacity of civil society actors has been strengthened in connection with media monitoring; experience has been gained and exchanged, closer cooperation on common goals has been established, and a teachers’ training programme was completed, producing a number of new monitoring trainers within AWG members.<sup>72</sup>

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67 Ibid.

68 Media Cooperation Programme (MCP) – Denmark, the Arab World and Iran. Programme Framework 3rd Phase 2009-11. Annex A, AWG.

69 IMS introduction note to evaluation on Tunisia activities.

70 <http://www.awgmm.net/eng/?cat=6>.

71 IMS PowerPoint evaluation presentation.

72 Completion Reporting of the Arab Working Group 2009-11 to Open Society Foundation.

Given the often dangerous environments within which monitoring has taken place and wherein AWG members are regularly harassed by their own government, it is no small accomplishment to produce fact-based monitoring reports and use them for advocacy initiatives. However, it is much more difficult to trace the impact that monitoring may have had on improvement of professional *standards*. AWG and the evaluation presumes monitoring reports have stimulated discussion on professional and ethical issues wherever they were published, but there is no monitoring mechanism in place to measure this. It is therefore, impossible to accurately say to what degree improved professional standards are related to the impact of better media monitoring. It is also impossible to narrow down any improvements in media standards to just one contributor. The evaluation suggests that *if* professional standards have been improved, then this is a result of a number of contributing factors, including AWG's work.

The evaluation considers that the EoM programme has successfully contributed to strengthened media functions, such as acting as a 'watchdog' and agenda setter. Although, as per its monitoring sister component AWG, it has not been successful on a regional level, its contribution to influencing media debate in Jordan is significant. Many journalists and media experts still remember EoM's scoop of reporting the Jordanian government's intention to amend the press and publication law stipulating that news websites must be licensed as electronic media. EoM revealed that the Jordanian Prime Minister had summoned the representatives of 13 of the most popular news websites offering them government advertising and invitations to press events if they complied.<sup>73</sup> Both the draft law and the meeting had been kept secret until EoM revealed them, opening a fierce debate on the intention of the government's administration.<sup>74</sup>

Although the EoM audience survey initiative was praised at the time, it unfortunately determined that the programme had little to no impact in terms of outreach to listeners. The evaluation suggests that EoM's appeal could be increased if it targeted issues surrounding the general public's media literacy. For example, rather than exclusively targeting the media fraternity, the audience for the programme and the website should be broadened to include the general public, with the aim of creating awareness of the media's role in a functioning state.

In regard to whether the MCP media monitoring programme contributed to enhanced dialogue, the evaluation concurs that a strong professional bond has been established between EoM and DR. This occurred as a result of the twinning project in which an EoM staffer visited Denmark, and his DR colleague then supported him to reform the EoM programme (see Chapter 11: Twinning for more discussion of dialogue impact).

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73 <http://www.eyeonmediajo.net/?p=4236>, 4.7.201.

74 Interview with EoM in Amman.

### 5.5 Sustainability

For the purpose of this evaluation, sustainability is assessed as the likelihood of MCP's media monitoring intervention being institutionally and financially sustainable beyond donor intervention. The evaluation considers that in the short-term, both initiatives still require significant donor support although AWG is committed to self-sustainability and is putting initiatives in place that will help to achieve this (for example, the establishment of a regional HQ in Tunis, the appointment of a new Secretariat, and its intention to consolidate its activities and operations has been detailed in a MoU with IMS<sup>75</sup>). AWG has drafted an internationally focussed agenda for more viable regional activities and establishing relationships with international organisations. Local ownership of the concept of media monitoring and credibility and profile of member organisations must be addressed as essential elements of ensuring financial and human resources.

The ownership issue is particularly sensitive in countries like Jordan and Lebanon that have been little touched by the Arab Spring. AWG management might consider creating goodwill and balancing jealousy with HQ staff appointments from these national chapters and the organisation of conferences and other events in Amman/Beirut.

Concerning financial sustainability and related new products, AWG HQ has secured funding from Oxfam-Novib (Netherlands) for activities monitoring gender issues and hate speech. This provides an opportunity for AWG HQ to prove to members that it does add value since the projects do not only cover Tunisia but Palestine, Jordan and Algeria as well. It thus provides scope for identifying common issues, comparing results and developing joint tools for advocacy and taking on hate-speech.

Things to do include work on the revamped AWG website that AWG must further refine and transform into a state-of-the-art communication showcase. Internal marketing of services, activities and value-add of AWG to members is essential. Importantly, the MoU between AWG and IMS is not only about institutional sustainability but also addresses financial survival.

The new AWG leadership could consider developing a journalist-training product based on covering election campaigns, with special attention on hate-speech using the hate-speech index under development. This would have relevance in the entire region. AWG is in discussion with the Jordan-based Foundation for the Future (FFF) with plans to finance in-house training on the subject. AWG's international partners, including International Freedom of Expression Exchange (IFEX), Memo98, and the OSI Network Media Programme could assist in providing trainers.

The evaluation believes regional training is a specific responsibility of AWG HQ and training missions should be coordinated by Tunis through a task force specifically charged with this responsibility. Concern about need for regional training coordination is shared by founding members of the Lebanon AWG branch. They concur with their Jordanian colleagues' warning that if AWG does not set the training agenda, donors will directly involve member organisations rather than going through AWG.

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75 Interview with AWG management in Tunis, and MoU between IMS and AWG.



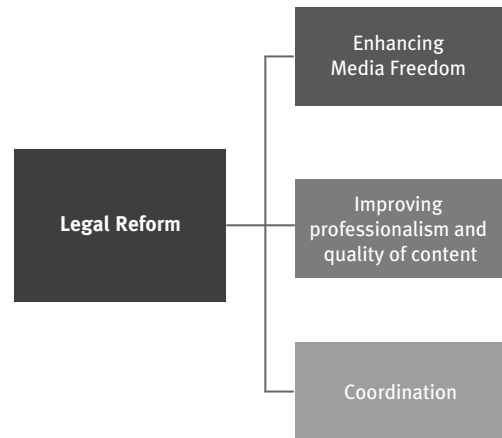
In relation to sustaining ongoing advocacy work, AWG plans that media monitoring reports will be used as inputs to enrich and upgrade strategies on a national and international scale. AWG says that their eventual goal is to offer high quality reports to local CSOs that can be used for advocacy and to back up proposals for policy reforms on media regulation, journalists' training and protecting freedom of speech and gender equity in the media.

The issue of sustainability in relation to EoM is quite different. The future of EoM is hanging in the balance since IMS cut back on funding and extended the programme only until September 2013. However, the evaluation considers that the programme in its new format, combined with the reputation and credibility of Amman.net provide a true opportunity for sustainability and continuation *if* EoM takes the initiative and starts promoting itself through professional marketing.

## 6 Legal reform

“Media laws reflect power relations in a society. They influence the activities of media outlets [...] and determine how and whether these work for the benefit of people in general or only for the benefit of powerful groups”.<sup>76</sup> Government and ruling family regimes in the MENA region implement “multiple layers”<sup>77</sup> of media legislation, controlling the establishment, operations, distribution of and access to media. Penalty laws are used to criminalise critical journalism, invalidating the right of free expression.

In countries where more liberal media laws are accepted, i.e. in Jordan and Yemen, they are not necessarily put into practise (see also Appendix G). International watchdog organisations, like Reporters without Borders (RWB), Article 19 or Freedom House regularly address the deficiencies of existing law and political practice in MENA countries, supporting local advocacy groups by providing legal expertise and referencing them to an international audience that recognises and is able to draw attention to violations of internationally accepted standards of FoE.<sup>78</sup>



Although all components of the MCP aim to enhance the space for FoE, legal reform is the intervention area that strives, with its systemic approach, to directly foster an enabling legal environment in which free and independent media can thrive. Legal reform advocacy is a critical component of the MCP and was approached in a variety of ways. Media monitoring results and reports (see Chapter 4) provided a basis for CSOs to draw attention to and denounce the negative effects of state intervention on the quality of election reporting and other issues. Initiatives with a stringent strategic focus on legal reform processes were supported in Yemen and Egypt.

From the beginning of MCP’s support for the Joint Yemeni Media Development Programme (JYMDP) in 2007, media law reform was part of the overall objective “to strengthen freedom of expression and further develop the media sector in Yemen”. The main implementing partner became the Yemen Parliamentarians against Corruption (YemenPAC),<sup>79</sup> working in consultation with and involving the Yemeni Syndicate of Journalists (YJS).

76 Naomi Sakr: *The Impact of Media Laws on Arab Digital and Print Content*. Background Paper for Nagla Rizk’s study on The Institutional Context of Knowledge in the Arab Countries. 2008, page 5.

77 Ibid, page 6.

78 A list of *Freedom of Opinion and Expression* – International standards is available at the website of United Nations Human Rights office under <http://www.ohchr.org/EN/Issues/FreedomOpinion/Pages/Standards.aspx>; see also UNESCO’s Media Development Indicators: A framework for assessing media development. Endorsed by the Intergovernmental Council of the International Programme for the Development of Communication (IPDC) at its 26th session (26-28 March 2008). Paris: UNESCO, 2008, Category 1: A system of regulation conducive to freedom of expression, pluralism and diversity of the media, pages 11-32.

79 YemenPac is one out of eight regional chapters of the Arab Region Parliamentarians against Corruption. The Yemeni chapter was officially registered in April 2006. It currently has 17 members. Information from website: <http://www.arpacnetwork.org/arpacarticles.aspx?aid=2&p=B&Lang=E>

In Egypt, MCP worked with the NCMF, which was constituted by 13 CSOs and an additional 20 individual media activists, academics, journalists, bloggers and lawyers.

## 6.1 Relevance

Media legislation that is conducive to freedom of expression, pluralism and diversity of the media is generally considered a cornerstone for the creation of an enabling environment in which free and independent media can flourish.

In Yemen, the JYMDP focussed on ensuring the application and regulation of an access to information law. Although access to information was a legal right recognised by media law and the country's constitution, IMS states that "media could rarely benefit from it", because the right was not sufficiently regulated. The absence of "a culture for the easy and transparent process access to sources of information – particularly state institutions – is not present and it is replaced by a general climate of mistrust between state actors and non-state media." The absence of public information policies resulted in the "passing on of information to unofficial structures...with the consequent risk of lack of accuracy in the news discussed and then reported on."<sup>80</sup>

The choice to focus on an access to information law was decided after a broad consultation process with a variety of international and local stakeholders, including parliamentarians and government representatives. In addition to the reform and application of this particular law, the programme also aimed to create broad professional (i.e. journalists and media outlets) and public awareness of the significance of access to information.

As part of the Media in Transition Programme, MCP support in Egypt aimed to "enhance dialogue and partnerships in furthering media reforms between key media stakeholders in Egypt...and with international media support and advocacy organisations."<sup>81</sup> In Egypt, where the 1995 media regulations were referred to by journalists as the "Press Assassination Law",<sup>82</sup> cooperation for legal reform under the MCP started early after the uprising at the beginning of 2011. The legal framework governing the media in Egypt "is very complex, with overlapping rules set out in different pieces of legislation" which "formally establish a strict regime of control over the media, which is very much under government control."<sup>83</sup> The three Egyptian organisations, partnering in the MCP with the AWG: The Arab Network for Human Rights Information (ANHRI), the Egyptian Organisation for Human Rights (EOHR) and the Cairo Institute for Human Rights Studies (CIHRS) – considered it a "natural extension of our scope of work to become involved in advocacy work for legal reform."<sup>84</sup>

80 Programme document. Joint Yemen Media Development Programme (JYMDP) 2007-09. November 2007.

81 Media in Transition. A programme proposal for Egypt, Tunisia, and the MENA region, page 11.

82 Lawrence Pintak: *The New Arab Journalist. Mission and Identity in a Time of Turmoil*. London (Tauris): 2011, page 13.

83 Toby Mendel: *Assessment of Media Development in Egypt*. Based on UNESCO's Media Development Indicators. Cairo (UNESCO), page 4.

84 Interview with representatives from ANHCR and EOHR.

The concrete project in Egypt is not explicitly addressed in the original programme documents. However, the focus was a result of the rapid response of MCP, IMS, local CSOs and the media, united in the shared perception that the window of opportunity, created by the uprising could be used for reform of the legal environment in which the Egyptian media operate.

Support to the legal reform initiatives in Yemen and Egypt can be considered as highly relevant. Conducive legislation is critical to create an enabling environment for free and accountable media – one of the priorities in the DAPP. The needs and priorities of local CSOs were addressed.

### 6.2 Efficiency

In both countries, the coordination and the building of partnerships with local and international actors were of primary importance to IMS.

In Yemen a “multiplication of initiatives by different actors” was witnessed, which were “not properly harmonised, as the competition among civil society actors is high, political interests very different and the work of international actors supporting one or another Yemeni partner not coordinated at all.”<sup>85</sup> Support for the local partners, YemenPAC and YSJ, was provided in coordination with IREX and Article 19, making use also of their “wide understanding of local context and good relations with Yemeni civil society groups, the government and international actors in the country.”<sup>86</sup> In 2010, IMS took an active part in the International Partnership for Yemen with the IFJ, and the World Association of Newspapers and News Publishers.<sup>87</sup> Early coordination with international stakeholders provided a broad basis for joint advocacy work. The support to YemenPAC in the framework of the MCP focused then on the provision of additional expertise in the drafting and application of the access to information law.

At the outset of Phase II of the JYMPD, drafts of the access to information law were presented to the press. A complete record of the costs for single activities in the first phase of the JYMPD (overall budget: approximately DKK 1 million and the “flexible small funds to various activities [training, research, strategic litigation]”),<sup>88</sup> in the second phase (DKK 205,000) was not made available to the evaluation by IMS. Considering the length and scope of the process, the amounts spent between 2007 and 2012 seem to be adequate, when compared to legal reform processes in other regions of the world.

The Executive Director of YemenPAC, who is also a member of the Yemeni House of Representatives, confirmed sufficiency and quality of support: “our friends of IMS provided us with everything we needed.”

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85 Programme Document. Joint Yemen Media Development Programme (JYMDP). 2007-09. page 3.

86 Programme Document 2010-12. Joint Yemeni Media Development Programme (JYMDP). Phase II. International Media Support. April 2010, page 5.

87 International Partnership for Yemen. *Freedom of Expression in Yemen. A Critical State of Affairs. Mission Report. Pages 7-11 November 2010.*

88 Programme Document 2010-12. *Joint Yemeni Media Development Programme (JYMDP). Phase II. International Media Support. April 2010.*

The establishment of the NCMF in Egypt is a result of a meeting in March 2011, during which CSOs and bloggers met with international freedom of expression and media development groups to discuss future strategies for media development. IMS was asked by NCMF to facilitate the coordination with other international partners. Arab Network for Human Rights Information (ANHRI) hosts the Secretariat of NCMF and is therefore IMS' main contractor in relation to this activity. Other support comes from OSI and UNESCO. The establishment of the initiative right after the take-over of the Supreme Council of the Armed Forces (SCAF) and the intensive work prior to elections attests to the flexible and immediate reaction of IMS to partners' needs. The establishment of a broad coalition has naturally strengthened the vigour of the initiative. Moderate financial contributions in the MCP framework were made to sustain NCMF's Secretariat and for supporting the drafting of media laws.

Partners in both countries consider timely MCP support essential. YemenPAC regretted that "the only problem with this support is funding and this delays the process."<sup>89</sup> In contrast, two lawyers of the Egyptian Coalition state that the immediate support speeded up the process. Partners interviewed stressed that provision of contacts to international experts, consultancies and research findings made available by IMS further facilitated their work.

### 6.3 Effectiveness

On 25 April 2012, the Yemen Times reported that the Parliament finally approved the Citizens' Right to Information law "after a delay of over four years since the bill was proposed". The law that was ratified by Yemen's President Abd Rabbo Mansour Hadi, only on 1 July 2012 after proposed changes and amendments were again approved by Parliament provides an example that assistance requires perseverance in order to show results. Efforts to coordinate international and local NGOs have furthered the effectiveness of the legal reform initiative, although the Executive Director of YemenPAC stresses the Danish contribution as most valuable, "Frankly ... this law would have not seen the light without the Danish support – the technical and the financial support over a period of more than three years." The personal commitment of his Danish partners was considered of equal importance to him: "Before the law was approved by Parliament, the Danish were very active and enthusiastic and with us all the time, through different activities." MCP organised workshops for the Ad-hoc-Committees in the Parliament, including the Committee of Media and the Constitutional Committee, "exerting a lot of efforts before the law was passed." Several other workshops and conferences were organised, and access to foreign law experts, consultants and trainers was supported. The Executive Director of YemenPAC is "proud" that the new access to information law "is ranked 7th among 150 similar in the world."<sup>90</sup> But the mission is not yet completed. With support of MCP, YemenPAC is in the process of drafting a new press and broadcast law.

The passing of the access to information law can be considered one component of improving a complex framework of general media conditions, which may allow the media to operate more freely and professionally. Hence, MCP objectives are on the way to being achieved, if not yet completed.

89 Interview with representative of YemenPAC.

90 On the Global Rights to Information Ranking, Yemen is ranked at 17. See <http://www.rti-rating.org/index.html> (last access 9 January 2012).

In relation to NCMF in Egypt, IMS is not only considered a funder but also an “activist”,<sup>91</sup> taking side with the Coalition. Interviewed lawyers stressed that the value of the support is not merely financial. Of equal importance were contacts to experts from other countries, supporting the process of the Egyptian CSOs becoming more established and active. ANHRI considers the support of the Coalition as “the most outstanding initiative IMS has been doing in Egypt until this moment. Opposite to USAID, IMS choose credible partners in Egypt.” And he adds: “We can say out loudly that we are supported by the Scandinavians.”

Concrete suggestions for a press law, a public service media and a private broadcasting law in Egypt are outlined by NCMF members, meetings with parliamentarians and two ministers of the current government were organised, although the NCMF lawyers and activists have received death threats and are subject to other forms of intimidation. Despite all activities, the first ‘round of reform’ was lost with the approval of the draft constitution in the referendum in December 2012. The interviewed NCMF lawyers were especially concerned about Articles 48 and 145 of the Constitution that provide for an unspecified media monitoring body and the annulment of agreements ratifying international standards. This may stipulate tighter control of media freedom than was executed under the Mubarak regime. Other key project objectives are still pending, like the establishment of an independent media supervisory body in Egypt, and the revision of the seven media laws restricting the freedom of expression and access to the media in Egypt. “The demand for it and the initiative is there, we are waiting for political will”.<sup>92</sup>

Although there was no dialogue established with other Danish organisations, the choice of partners in the framework of the MCP and the commitment of IMS fostered the credibility of Danish foreign policy. The momentum created by this positive association with Danish partners further suggests continuing support for legal reform processes in Yemen and Egypt.

### 6.4 Impact

Less than a few months after the enacting of the access to information law in Yemen, it is definitely too early to measure impact while efforts to promote awareness about its implementation are still ongoing. It should also be taken into consideration that legislation is a necessary, but not a sufficient guarantee for freedom of the media. In order to be implemented media laws have to be broadly supported and enforced by political will. This has been evidenced in Yemen, where after the adoption of the access to information law, political instability and violence in the country continued, and “serial attacks on media workers in Sana’a” were reported by Reporters without Borders.<sup>93</sup>

The NCMF in Egypt has not yet affected the legislation, but the Coalition doesn’t seem to be demoralised. Even if the initiative fails now, “transition takes time”, says a representative.

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91 Interview with ANHCR staff.

92 Ibid.

93 Press Release, Reporters Without Borders: Spiral of violence: Serial attacks on media workers in Sana’a. 19 Sept 2012 [http://en.rsf.org/spip.php?page=imprimir\\_articulo&id\\_article=43416](http://en.rsf.org/spip.php?page=imprimir_articulo&id_article=43416)

## 6.5 Sustainability

The ultimate aim of such initiatives is to become redundant, which cannot be expected in the very near future given the current context of the MENA region. YemenPAC will continue to concentrate on working with partners to draft further media laws and NCMF members made it clear to the evaluation that they will go ahead with their work, even if foreign support is not provided. They acknowledged that lack of further support would both slow down the process and withdraw the fragile protection international attention might provide, but they would still go ahead.

The three constituents of the support to legal reform processes in the MCP – the simultaneous establishment of broad coalitions, awareness raising among key decision-makers in government and parliament, and the production of drafts of new laws – are considered as the “most likely to be successful across the world.”<sup>94</sup> This strategic approach should be followed up also in future legal reform initiatives. The experience from Yemen further suggests that the DAPP recognises the long-term and political nature of legal reform should be flexible and allow a realistic length of time to achieve.

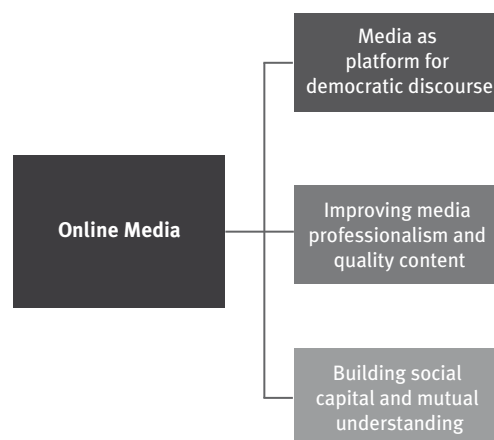
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94 BBC World Service Trust: How to use communication to make aid effective: Strategies and principles for programme-based approaches. London: 2010, page 21.

## 7 Online media

Internet access and use had increased rapidly in most countries of the MENA region even before the Arab Spring, but the popularity of digital social platforms for the organisation of protests accelerated the growth. As elsewhere, the internet has “transformed the way in which people obtain news, conduct business, communicate with one another, socialize, and interact with public officials”.<sup>95</sup>

In Tunisia, internet penetration rose from 13% in 2006 to 39% in 2011;<sup>96</sup> in Egypt from 13% to 36% in the same period, and the number of households with high-speed internet access in Egypt amounted to 1.8 million households in 2011, with a 33% monthly increase. An additional eight million households are supposed to use high-speed internet by sharing the connections, “often illegally”.<sup>97</sup> In Jordan, estimations of internet access vary between 35 and 50% of the population.<sup>98</sup>



The revolutionary changes to how information is communicated made their way rather unassertively into the MCP portfolio. In Phase III of the MCP (2009-11), online media was specifically targeted for the first time.<sup>99</sup> The current Phase IV of the regional programme (MCP 2011-13) is considered an “inception phase” to “more thoroughly formulate relevant approaches to support online media initiatives – involving traditional media and new initiatives...from groups of young people with ambitions to take on more professional work.”<sup>100</sup> Acknowledging media convergence, online media initiatives are now considered a “cross-cutting approach” within the MCP.

The projects assessed under the theme of online media comprise very different media:

- The Tunisian “exile”, Radio Kalima, received financial support in 2007 “to break down the State monopoly on broadcast media.”<sup>101</sup>

95 Freedom House. *Freedom on the Net 2012. A Global Assessment of Internet and Digital Media*. Washington: (Freedom House), 2012, page 1.

96 Freedom House. *Freedom on the Net 2012. Tunisia*, p. 2, <http://www.freedomhouse.org/report/freedom-net/2012/Tunisia>

97 See Freedom House. *Freedom on the Net 2012. Egypt*, p. 3. *The report misquotes the no. of households with high-speed internet as 18 mill instead of the 1.8 mill as stated by the original source.* <http://www.freedomhouse.org/report/freedom-net/freedom-net-2012>.

98 Freedom House. *Freedom on the Net 2012. Jordan*, p. 2 <http://www.freedomhouse.org/report/freedom-net/2012/jordan>

99 IMS Media Cooperation Programme (MCP) – Denmark, the Arab World and Iran. Programme Framework. 3rd Phase 2009-11. Annex D Public Service Content in Broadcast and Digital Media.

100 IMS Media Cooperation Programme (MCP) Denmark, the Arab World and Iran. Programme Framework, 4th Phase 2011-13. Annex E: Online Media (no date).

101 Radio Kalima Project Application, 15.12.2007.



- The Egyptian multimedia platform, Radio Horytna, branding itself as an on- and offline youth centre, took part in twinning projects with Den2Radio in 2010 with the objective “to introduce Web Radio Journalists to the use of the editing system Hindenburg” and “to investigate new areas and possibilities of web-based radio cooperation”<sup>102</sup> between Den2Radio and Horytna). A five-day training session for 10 citizen reporters from different Governorates of Egypt was organised in 2011, to “produce and publish public and political stories from governorates outside of Cairo”<sup>103</sup>. Horytna was also twinned with DR P3 which broadcast live from Cairo during the elections in November 2011.
- The web edition of the Egyptian newspaper, Youm 7, was twinned in 2011 with a news-website of the Danish Broadcasting Corporation (DR) with the objective “to exchange professional knowledge and experience between web journalists from DR and Youm7, as a means to strengthen the professional relationship between Danish and Egyptian media professionals.”<sup>104</sup>
- The Lebanese newspaper, Al Akhbar, was twinned with Danish newspaper, Information, in the project “Web journalism in Beirut” to “exchange knowledge and experience between Danish and Lebanese web journalists, as a means to strengthen the professional relationship between the Danish newspaper Information and the Lebanese Al-Akhbar.”<sup>105</sup>
- The Jordanian Al Ghad was twinned with Politiken. Al Ghad received further training for video production, and for the “development of Al Ghad web portal through dialogue and cooperation.”<sup>106</sup>
- The Egyptian Al Masry Al Youm received a two-day training in “visual storytelling”<sup>107</sup> and support to establish citizen reporter networks in the regions to ensure broad coverage of the Egyptian elections in the Governorates outside Cairo.<sup>108</sup>

For further information on the twinning mechanisms and dialogue results of the above-listed projects see also Chapter 11.

102 Horytna Twinning Contract and MoU, page 2.

103 Agreement between IMS and Horytna.net.

104 Twinning Agreement between IMS and DR Web, 28 April 2011.

105 Agreement between IMS and Dagbladet Information A/S, 7 January 2010.

106 Agreement between IMS and Al Ghad Newspaper, 30 June 2010. In the MoU it was also agreed that Al Ghad would establish the website “I am journalist” on which the productions of the citizen reporters from the Community Radio should be shown. Although the project period had already expired, Al Ghad had not yet established the website during the time of the visit of the evaluation; see also Chapter 9 Community Media.

107 Petter Åttingsberg; Narrative report of Power TV at AMAY 4-5 October 2011, undated, unsigned.

108 MoU between IMS and Al Masry Al Youm and View World, 1 October 2011.

## 7.1 Relevance

Online media is of growing relevance in enabling MCP to reach its overall objective to “further media’s ability to serve as a platform for transparency, accountability and a diversity of views and opinions in the MENA region.”<sup>109</sup> Restrictions imposed on traditional media (print, radio and TV) can often be circumvented by online media. Traditional news media can attract new younger audiences on digital platforms and offer content supplemented by additional formats. Younger segments of the population may migrate to new platforms of communication and may primarily be reached there. The exploding usage of social media (such as Facebook and Twitter) also underlines a trend to integrate user-generated content and feedback, thus contributing to holding the media accountable<sup>110</sup> – a strong asset used primarily on the web platforms of MCP’s Egyptian partners. MCP initiatives have addressed these different facets, and thereby responded to the changing needs of the media sector, albeit on a small scale in comparison with investments in “traditional” media. Hence, supporting online media initiatives came rather late into MCP’s focus.

The Tunisian “exile”, Radio Kalima, provides an example of how restricted media freedom was circumvented by online media in the region. After the offices in Tunis were raided and closed by authorities, the founders, Omar Mestiri and Sihem Bensedrine,<sup>111</sup> who “fought numerous free expression and human rights battles under Ben Ali and suffered many personal and physical repercussions”<sup>112</sup> left the country and continued broadcasting via the internet. A year later, Kalima received a grant to cover part of its overall operating budget. The radio station “has remained an important source of information to many Tunisians” says an IMS press release,<sup>113</sup> a source that had run dry without the support of Open Society Institute (OSI) and IMS, confirms Director Omar Mestiri.

The choice of the other partners further suggests the relevance of the support provided to online media. They are part of IMS’ strategy to build partnerships with so-called “shining stars” – meaning media “that are considered to be independent, reliable in terms of their sources and take pride in providing professional content.”<sup>114</sup> These shining stars are supposed to function as role models for the entire media sector.

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109 Media Cooperation Programme (MCP) – Denmark, the Arab World and Iran. 3rd Phase 2009-11, page 10

110 See the MediaACT Working Paper series on Media Accountability Practices on the Internet: Pies/Madanat: Beyond State Regulation: How Online Practices Contribute to Holding the Media Accountable in Jordan. MediaACT Working Paper No. 5/2011 (June 2011); Judith Pies/Philip Madanat / Christine Elsaesser: New Media – Old Problems. Online Practices of Media Accountability in Lebanon. MediaACT Workingpaper No. 6/2011 (June 2011). Both studies are available under: <http://www.mediaact.eu/online.html>

111 Sihem Bensedrine, the President of the Arab Working Group and representative of the National Council for Liberties in Tunisia (CNLT). She also holds a position in the editorial management of the station.

112 Ghannam, Jeffrey. *Digital Media in the Arab World. One Year After the Revolutions. A Report to the Center for International Media Assistance. March 28, 2012, page 10.*

113 (<http://www.i-m-s.dk/tunisia-radio-kalima-wins-free-media-pioneer-award/>).

114 See MoUs with partners and Media Cooperation Programme (MCP) Denmark, the Arab World and Iran. Programme Framework, 4th Phase 2011-13, page 17.

With 35,000<sup>115</sup> unique listeners/users per month, the Egyptian Radio Horytna is the second “biggest” web radio in Egypt, and with 15,000 downloads each month, it ranks first among podcasters. It also incorporates a web platform with news, photos and videos. Radio Horytna’s mission, as stated on their website, is “to serve the community through the culture of human rights, the concepts of democracy and citizenship, the spirit of tolerance and cultivating the desire to participate in the process of total reform.”<sup>116</sup> Attention is paid to young people: “We are lifestyle, we are family, and we are a beacon of young people in Egypt,” says the programme director. The station building also hosts a cafeteria and a library, creating the atmosphere of a youth centre. The newspapers taking part in twinning and training programmes for online media are all among the top editions in their countries. Al Akhbar is considered a must read among Arab intellectuals; Al Masry al Youm currently sells around 250,000 papers per day and has the same number of unique users on the website; Youm7’s print run amounts to 100,000 copies per day, with close to two million Facebook fans. Al Ghad is the leading independent newspaper in Jordan with 50,000 subscribers.<sup>117</sup>

Support to the Jordanian Al Ghad newspaper to establish a web version aimed to strengthen the brand, the outreach and interactivity of the daily. Youm7, Al Masry Al Youm, and Al Akhbar had already well developed news websites at the time of the twinning, so the aim of the twinning in these instances was focused on the exchange of experiences, on content, software and workflows.

The evaluation assesses no relevance for the twinning project with the Lebanese partner Al Akhbar, and limited relevance for the twinning projects with Egyptian Radio Horytna, due, in part, to an unrealistic appraisal of the partners, although the selection criteria were transparent. Horytna’s plans for co-production during their visit in Denmark could not be realised: “We were just not the right partners.” The presentation of the free editing software Hindenburg, a major part of the visit of Den2Radio in Egypt, was considered “interesting” by Horytna, but it was not actually used by the station. The Lebanese Al Akhbar was most critical of the twinning arrangements: “The visit was neither efficiently planned nor carried out because of a lack of a proper assessment of our newspaper’s needs”. The dialogue partner was “under the impression that IMS just matched both papers’ ‘portfolio’, like the political orientation. At the time of the visit Al Akhbar had more advanced content management software than Information, including the KnowledgeView system.”<sup>118</sup>

All other partners confirmed that the twinning projects and the training offered corresponded to their perceived needs.

The former Al Masry al Youm web editor provides an example of a ‘quick needs’ assessment and flexible support by IMS. She had reported on her Twitter account about difficulties in displaying quality video content on their website. IMS responded with a question, “What do you need?” Shortly afterwards, support to improve the video content on the website was provided through MCP.

115 In the absence of independent media data, the figures about circulation and no. of users were provided by the interviewed partners themselves.

116 [www.horytna.net/about us](http://www.horytna.net/about-us).

117 Figures provided by Al Ghad.

118 Interview with former executive manager of Al Akhbar.

### 7.2 Efficiency

The choice of strong partners with solid profiles within their own media markets may have multiplied the effects of MCP's rather modest financial contributions to online media activities. MCP financial support to Radio Kalima amounted to only DKK 96,980. As to the twinning projects, these are generally assessed to be cost-effective.<sup>119</sup> The budgeted costs for in-house training sessions are adequate.

Partner selection criteria for the twinning projects were generally transparent. Only the two journalists of Youm7 could not say why they were chosen by their Editors-in-Chief for the twinning visit to Denmark. Nevertheless, both confirmed that the exchange with the Danish partner had been "extremely beneficial," primarily because it had shown the workflow and the administrative procedures of a major multimedia-platform media house. A fully integrated newsroom for all different news platforms of Youm7 will soon be established with the move to a new house. The former partners have already requested a second and longer stay to undertake a more in-depth study into the different models of content selection and workflows of its Danish partners.

The Jordanian newspaper, Al Ghad, which had participated in a twinning arrangement, and had received equipment and further trainings for video production, did not make use of the Video 23 software to display the video content and migrated instead to YouTube. Although the project period had expired, the website "I am journalist" that was planned to display the content of a network of young reporters from universities in different governorates of Jordan was not yet established (see also Chapter 9 on Community Media).

### 7.3 Effectiveness

Support to Radio Kalima aimed to "provide accurate and unbiased news to Tunisian citizens, to promote the right to information for citizens, to promote universal values of human rights and democracy; to encourage and sustain independent public opinion and enable social and political debate."<sup>120</sup> Whether all facets of the ambitious objectives were achieved cannot be adequately assessed without a content analysis of outputs during the exile years. But its role was acknowledged in August 2011, when Radio Kalima won the Media Pioneer Award, given out by the International Press Institute (IPI), in honour of Kalima's fight "to ensure an independent source of information for the people of Tunisia over the past many years."<sup>121</sup> Kalima did not provide evidence of the number of listeners/users during the exile period, but admits that their audience was definitely much smaller than that of the state broadcaster. But the director states: "We were able to break the censorship machine of the Ben Ali regime!"

As described in the previous section, no tangible outcome was substantiated for the work of Al Ahram website as a result of the twinning projects.

Radio Horytna established a reporters' network in eight Egyptian cities that was expected to produce 90 topics per day, 150 videos and 300 photos each month. During the stay

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119 For a general assessment of the efficiency of twinning projects see Chapter 11.

120 MoU between IMS and Radio Kalima.

121 Press Release on IMS website (<http://www.i-m-s.dk/tunisia-radio-kalima-wins-free-media-pioneer-award/>)

of the Den2Radio journalist in Cairo, several interview and music programmes were jointly produced and broadcast on both stations. No outcomes were substantiated for the consecutive visit of the Horytna management in Denmark. During the first elections after the revolution, DR P3 journalists broadcast live from the Horytna premises (see Chapter 11 on Twinning). Al Ghad and Youm7 confirm the benefits of learning distilled through the cooperation and trainings, and provided examples of how content, production methodology, and workflows were changed positively. At Al Ghad, the challenge was the integration of the cross-media work in the daily routine of journalists. Content and production techniques were improved through learning in training sessions and visits with twinning partners in Denmark. The website has constantly attracted new users. With 60,000 users per day it exceeds the 50,000 print run subscriptions. And the direct response from users is also on the rise. Youm7, whose print run amounts to 100,000 copies per day, and has close to two million Facebook fans, has been waiting for the establishment of a fully integrated convergent newsroom, which will only be installed after the move to a new house. After the twinning, the cooperation between the Youm7 news-department and its different online activities was improved.

The web team of Al Masry al Youm can count 250,000 unique users on their website every day, and received a two day in-house training entitled, “Video features in one day”, during which the young staff was introduced to story finding and production of video features. From October to December 2011, the project Mobile Journalism was implemented. During the election period, the View World reporting system was introduced. It provides the possibility to send text, record sound and video, and take pictures with mobile phones. The journalists covered the elections from 10 different Governorates outside Cairo. The former web editor confirmed that the originality of videos had improved after the training, and that the content during the election period was more diverse through the integration of reporting from the different regions of the country.

## 7.4 Impact

It would be presumptuous to attribute the limited MCP inputs of the online media initiatives to a “strengthening of media functions such as watchdogs and agenda setters” – as per the identified impact indicator of the evaluation matrix (see also Appendix F). Hence, no impact is recorded. Nonetheless, four of six partners confirmed that a contribution to the quality and attractiveness of their news websites was made through the MCP.

## 7.5 Sustainability

Right after Ben Ali’s departure, the owners of Radio Kalima went back to Tunis. The radio received a commercial operating licence in November 2011, but is still struggling to find its place in the Tunisian radio market. But sustainability may not matter in this instance, as the original rationale for support – to support one of the very few alternative voices during the times when press freedom was almost entirely restricted – is in the meantime obsolete.

Programming flexibility and a corresponding high turnover of staff and programmes are a principle of Horytna. The station regularly invites young people to send in new programme ideas. Around 30-50 applications are sent every month and of these, 10

to 15 young applicants are granted the opportunity to produce their own radio show. Due to the high turnover of staff and programming methodology, it is therefore not surprising that “fresh traces” of the citizen journalists’ network that received training through MCP could not be detected by the evaluation.<sup>122</sup> Optimistically, the short training opportunity may be read as a positive contribution to the media literacy of the youth involved. The evaluation therefore recommends that if, in future, partners state interest in establishing citizen reporters’ networks, then organisations should focus on the staff members that are supposed to manage these networks, and provide them with training on journalist and production skills but also about the organisation and maintenance of such networks.

The newspaper managers and journalists who confirmed learning during their twinings or from trainings can refer to tangible improvements in the workflow and content production. After their return, the newly acquired skills and knowledge were transferred to colleagues and changes in the organisational workflow and improved production skills implemented. But it should be taken into consideration that the highly innovative field of media convergence requires constant adaptation. Sustainability of institutional learning through twinning projects and training is therefore limited. Learning from models developed in 2010 is not necessarily of use two years later. Close monitoring of the developments of online media must therefore be put in focus by the contract holder and flexible approaches developed. Moreover, to enhance continual mutual learning, the contract holder should establish partner networks to function as forums for technical and content quality exchange through measures such as E-forums, LinkedIn discussion groups, etc. A mentoring programme should also be developed, in which most innovative partners become mentors to less developed partners in the region.

The assessment of online media projects for newspapers illustrates that in the Arab region multi-platform productions are also “the new business model.”<sup>123</sup> The evaluation therefore recommends that contract holders discuss, with their MENA partners, how the development of realistic business models – that keep editorial rooms independent, but outlets sustainable – could be made an integral part of the MCP portfolio.

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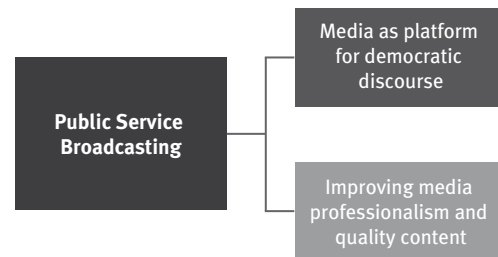
122 The latest contributions of the regional reporters identified on the website result from November 2012.

123 Ghannam, Jeffrey. *Digital Media in the Arab World. One Year After the Revolutions. A Report for the Center for International Media Assistance. Washington: CIMA, 2012, page 10.*

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## 8 Public Service Broadcasting

PSB is anchored in the promotion of the five PSB core values of universality, independence, excellence, diversity and accountability.<sup>124</sup> These values underpin programming schedules and are supposed to address competition with commercial TV and radio, to create a reference framework for a wider audience, and to define potential collaborations between public service.<sup>125</sup> Moreover, the values are supposed to promote collaboration, and exchange of data and information, including the exchange of news programmes and current affairs,<sup>126</sup> archives<sup>127</sup> and needs analysis.



The MENA region is yet to benefit from fully-fledged PSB institutions as per the values prescribed above. As a consequence, MCP has promoted PSB values either through state broadcasters, which are owned and controlled by government, or through private broadcasters driven by commercial agendas (i.e. selling advertising space).

For this evaluation, two different PSB initiatives were assessed, implemented respectively by IMS and Danicom:

- Promotion of PSB values in television broadcasting through co-production of children’s and youth programming with state broadcaster in Jordan (Jordan Radio and Television Corporation – JRTV) and a commercial broadcaster in Lebanon (Al-Jadid) in partnership with DR,<sup>128</sup> and
- Promotion of PSB values in radio broadcasting through managerial, production and technical support to local state radio in Yemen (Yemen General Corporation for Radio and TV – YGCRTV).

The first initiative – promotion of PSB values in television broadcasting – was assessed in depth in the 2009 Review. Therefore in the sections to follow, emphasis has been placed on the latter initiative along with the sharing of better practices in relation to promotion of PSB values.

### 8.1 Relevance

Promotion of PSB in television broadcasting has been targeted as a specific MCP theme since 2005 with an initial emphasis on professionalisation: “activities mainly centered on building confidence with the potential Arab partners...and in developing a proper

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124 EBU’s General Assembly, June 2012. [www.ebu.ch](http://www.ebu.ch).

125 PSB: A Best Practices’ Sourcebook (2005).

126 EuroMedNews (project supported by the EU from 2009 to 2010).

127 MED MEM by COPEAM, supported by the EU (Euromed Heritage-IV programme).

128 Syrian TV and Palestinian Al-watan TV were also co-production members under this initiative, but have not been targeted for evaluation in line with the country sampling.

format and structure for co-production and exchange of children's programmes".<sup>129</sup> Later more emphasis was placed on interactivity with audiences and production of quality youth programming along with a broader objective of "promoting mutual understanding between Western and Arab citizens."<sup>130</sup>

Hence, the activities were never intended to generate institutional impact as "it was assessed, that there was no leverage for change/reform."<sup>131</sup> As a result, a comprehensive institutional assessment was not undertaken prior to project launch. Instead some of the PSB values were sought to be promoted through the content co-production.

The evaluation concurs that, in principle, pursuing the dissemination of PSB values through initiating co-production and content development between different broadcasters may, in some environments, be good tools to improve opportunities for dialogue and increasing mutual understanding. The evaluation considers therefore, the project objectives – of using coproduction and content development to bridge barriers and encourage dialogue – are relevant as well to developing dialogue and improving professionalism. However, the evaluation assesses the lacking institutional needs assessment problematic, as identification of partner ownership is critical even for limited institutional input such as support for co-production (see also Section 8.3 below).

In regard to the enhanced emphasis on audience interactivity, the promotion of audience research is assessed to be of high relevance as illustrated by the identified professionalisation objectives: 1) spreading awareness and capabilities in conducting focus groups and (2) getting broadcasters to consider establishing in-house audience research units.

PSB values in radio broadcasting in Yemen were promoted through support to five regional state radio stations along three different work streams: 1) technical support in the form of equipment and training with the overall objective of facilitating a shift from analogue to digital production methods; 2) production support in the form of journalistic training, and 3) management training focusing on e.g. editorial routines and staff development.

Needs assessments were developed and revealed that support to radio stations is a strategic move if one wants to encourage quality PSB in Yemen. Not only do the PSB radios in Yemen reach a very large audience, support to radio stations is also a relatively inexpensive approach to promote PSB principles and values. Moreover, the identified work streams were also very relevant, especially the sequenced equipment/production/management activities as "equipment helps open the door for other activities."<sup>132</sup>

Interviewees in Yemen underlined the relevance of MCP support: "...it is the Danish support that transferred all the local radios from analogue to digital, and this is a very big leap for our local radios."<sup>133</sup> Although some of the interviewees said they had more important needs in terms of investment (for example, the broadcasting network),<sup>134</sup> the evaluation considers the projects initiated were relevant to the situation and needs of PSB radio in Yemen.

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129 Media cooperation with the wider Middle East evaluation of Inception Phase 2005, page 4.

130 Phase III MCPA Annex D PSB content in broadcast and on line media-justifications, page 8.

131 Interview with IMS management.

132 Interview with Danicom.

133 Director of local state radio station.

134 Director of a local radio station.



Overall relevance of this programme was supported by a radio audience survey comprising 1,200 respondents initiated by Danicom and implemented by Yemen Pooling Centre in three regions in Yemen in 2010. “The findings were very useful in creating understanding among the managers for the need to change and improve the programming.”<sup>135</sup> Research revealed a preference for local content and field-based reporting which provided impetus for Danicom to continue working with the radio stations to realise these two aims. To ensure sustainability in training results, the evaluation therefore recommends that the promotion of PSB values and skills in regional or local state radios are strengthened by onsite training and coaching of local professionals in digital production skills.

## 8.2 Efficiency

The efficiency of the two PSB initiatives varied due to differences in partner ownership and applied approach (see also Section 8.3). Moreover, the security situation in Yemen impacted on the efficiency of the PSB radio project.

In terms of efficiency of funds spent on activities in the TV sector, the evaluation considers it to be low in terms of outputs achieved. The PSB component of the MCP budget consumed the majority of funds (DKK 3,991,057 between 2007 and 2011) with little significant concrete output. Whilst resources initially budgeted were used as planned, i.e. for audience quality research and training sessions, lack of management buy-in hampered the attainment of the planned results and cost-effectiveness. When it became clear in 2010 that the co-production process was not able to produce required outcomes, IMS decided to divert funding to other initiatives, such as online media content in the MCP Phase IV. This shift in priorities was appreciated by the evaluation. In regard to efficiency in terms of quality of input – adequacy of training, flexibility in funding – the interviewed partners assessed the IMS’ efficiency as high.

The efficiency of PSB radio support programme in Yemen could not be fully assessed, as it was not possible to conduct a field assessment due to security reasons. In fact, the implementation of the radio support programme was impacted by similar security situations, leading to significant changes in Danicom’s activity organisation. For example, workshops had to be relocated from Yemen to Egypt, which limited the attendance of women, as Yemini females are not able to participate in training outside of Yemen for social reasons.<sup>136</sup> Nonetheless, for the workshops organised by Danicom during the 2008 to 2010 phase, efficiency in terms of timely and adequate inputs was assessed to be high with 60 journalists attending digital technology training; 60 journalists attending knowledge workshops on social issues to enhancing their reporting; 50 journalists trained on management issues, and 70 journalists trained on international media law standards.<sup>137</sup>

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135 Danicom completion report 2010.

136 Beneficiary interview.

137 Danicom completion report 2010.

Finally, the evaluation assesses medium efficiency in terms of clear division of responsibilities between IMS and partners for the PSB component, with Danicom expressing high satisfaction with the working relationship – especially in regard to IMS’s flexibility in response to the (constantly) changing implementation arrangement – but low satisfaction with IMS’ weak structured approach to M&E and coordination.

### 8.3 Effectiveness

Broadcast quality content production follows specific rules and standards and a clear production pathway: from concept, to research, to scriptwriting, to cast selection, to distribution. The very low programme circulation produced in the first two phases of the PSB television initiative indicates the significant difficulties encountered.

According to the 2009 Review report:<sup>138</sup> “In conclusion, 18 months into the current two-year phase of the project, only one of the three Arab broadcasters had broadcast a youth programme and no exchange of youth programmes had taken place. In light of this, it might be questioned whether Danish resources had been efficiently used.” The evaluation found very little evidence of outcomes as initially planned<sup>139</sup> and the information collected confirmed that there were no new productions or slots for youth programmes set-aside in grids. Neither did the evaluation find any evidence of collaboration between broadcasters in spite of the ‘exchange channel’ established among the participating Arab partners. The evaluation considers therefore that conclusions drawn in the 2009 review are still valid in terms of co-production. In regard to audience research, however, it should be stressed that Jordan TV and Lebanon Al-Jadid established units for audience research in collaboration with DR’s Media Research Unit in Copenhagen.

To be successful, all co-production workshops need to be preceded by 1) preliminary studies and research on programme schedule requirements of the broadcasters, 2) identification of common interest projects in various genre and formats, and 3) sustained and professional follow-up. The evaluation was unable to find any evidence that would suggest these three conditions were fulfilled. In addition, the evaluation could find no significant increase of regional circulation of programmes between partners. The evaluation therefore considers that effectiveness in the field of PSB interventions in the TV sector during the period 2009-11 was very low.

The difficulties encountered in implementing and coordinating the programme, can in the view of the evaluation (aside from weak ownership), therefore be attributed to a weak understanding and approach to co-production. Fiction (especially youth fiction) and documentaries are the most popular genres open to co-production, but are not the easiest to make. To counteract this, in countries where co-production is not very common, specific training sessions featuring different broadcasters and producers working together should be organised.<sup>140</sup> Moreover, although the content focus – youth programming

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138 Review of IMS’ Media Cooperation Program with the Arab World and Iran (2007-09) Development Associates (March 2009).

139 Last e-mail exchange between JRTV and IMS is from 2009. Field interview in Jordan.

140 Interview with the former head of EuroMed-News.

– was an identified gap, the evaluation considers that there was not enough emphasis on getting the programme concept right to ensure successful co-productions and therefore considers that the lack of in-depth needs assessment before the launch of the partnerships strongly limited the relevance of this component.

Furthermore, the evaluation considers that the choice of partners – while justifiable from a relevance point of view – was lacking when it came to programme implementation. Both state and private broadcasters can be effective promoters of PSB values. However, the difference between a state broadcaster’s government prescribed agenda and a commercial broadcaster’s profit imperative can make it difficult to produce sustainable outcomes, or even joint content agreements. Nonetheless, it should be stressed, that the fact that IMS selected partners that were culturally linked was beneficial to the circulation of content, which could otherwise be blocked.

This happens with fiction programmes, which circulate only between certain areas (Syria/Lebanon/Jordan or Morocco/Tunisia, for instance). “Inter-Arab distribution of programmes is very limited. Egyptian movies are exported to Gulf countries, Syria and Lebanon. But Gulf movies are not exported to North Africa, and Moroccan movies are not exported to Gulf countries.”<sup>141</sup>

*The evaluation therefore recommends that for future co-production initiatives:*

- a gap analysis is undertaken so that content needs pertinent to the broadcast market is identified;
- regional partners with similar audience profiles are selected so that content has a better chance of being broadcast on more than one network; and
- introductory training workshops are undertaken with all members of the co-production consortium so that programme concepts are fully developed and agreed on before production commences.

In relation to the promotion of PSB values in radio broadcasting in Yemen, results were attained for all three support streams: technical, production and management support, albeit with different impact.

The technical support attained the best results, with partners appreciating the expanded reporting opportunities provided with the new equipment. Production training on the other hand was more problematic, as the staff of the radio stations did not appreciate the required shift to production of local news stories. Hence limited production results were attained. In regard to management training, two radio stations changed the editorial routines as a result of the training received, going from thrice annual to weekly editorial meetings.

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141 SIB beneficiary at the Cairo Workshop, February 2013.

### 8.4 Impact

For both PSB initiatives there is no evidence of direct impact as per the overall objectives. Nonetheless, for the promotion of PSB values in television broadcasting, it may be that attributed effect can be identified to the increased professionalism and success of the Al-Jadid management and team. Al-Jadid is now ranked number two in Lebanon in terms of market share behind the Lebanese Broadcasting Corporation.

In regard to the overall promotion of PSB values for radio broadcasting in Yemen, it was noted that whilst some of the objectives were achieved, “in the sense that the principles and skills of PSB have been introduced and management and staff have demonstrated a good understanding of the concepts and of the necessity to focus on social, economic and democratic development” there were issues in incorporating these lessons, e.g. “there seem to be some barriers to actually transforming this knowledge into practice, at least in the short term.”<sup>142</sup>

### 8.5 Sustainability

It is very difficult to provide conclusive findings on sustainability issues, as the evaluation time period is too close to the activity implementation period. Furthermore, there is little, if any evidence of sustainability in PSB activities in the region. At best, in the TV sector, MCP interventions have clearly drawn attention to PSB values, and have challenged the dominant paradigm of isolated broadcasting practices. However, the evaluation team considers that the results achieved with PSB radio in Yemen positively demonstrate that change is possible in a country with a state-owned, controlled and monitored media monopoly.

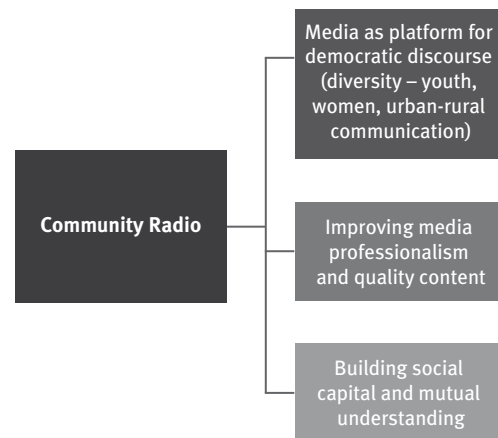
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142 Danicom completion report 2010, page 10.

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## 9 Community radio

At its simplest, community radio is “a radio owned and managed by the community; the programmes are produced by the community and they deal with issues arising within and of relevance to the community.”<sup>143</sup> New Ma’an Radio, one of the partners in the MCP Jordan community radio project, defines itself as a community radio which is “committed to achieving the mission of local, developmental, social media in disseminating knowledge, awareness and creating a developmentally friendly culture among young people in Ma’an governorate who are capable of achieving a strong sense of change and modernization.”<sup>144</sup>



Until recently, only a few countries in the MENA region permitted the establishment of community media. One of the pioneers was Jordan’s AmmanNet, a long-standing MCP partner, which began in 2000 as an internet radio station. Since then, community media initiatives have gone on air in Palestine, Morocco, Egypt, Libya and Yemen. MCP has supported community media initiatives in Jordan and Tunisia.

At the outset in July 2010, the projects in Jordan, aiming to “strengthen community media involving women and youth” involved three university radio stations: the New Ma’an Radio at Al-Hussein bin Talal University in Ma’an, Voice of Al-Karak at Mu’tah University in Karak and the Radio at Yarmouk University, Irbid, coordinated through the No Restrictions for Media Centre (NRMTC).<sup>145</sup> Support through MCP followed two strategic approaches. The radios were provided with equipment, training and assistance for programme production to strengthen their ability to function “as a tool for democratic discourse”<sup>146</sup> in their own local environment. And, the stations networked in a joint video production project, with the videos being fed into the weekly show Akhbar al-Dar (News from Home) of the private Roya TV to “create a basis for delivering information to central parts of Jordan.”<sup>147</sup> The Jordanian University for Science and Technology (JUST) in Irbid, which does not have a radio station, was also linked to the video project.

Expecting a “boom in local radio”<sup>148</sup> in Tunisia after the Jasmine Revolution, IMS undertook an assessment of potential and needs in the radio sector together with the

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143 [http://www.amarc.org/documents/manuals/what\\_is\\_CR\\_english.pdf](http://www.amarc.org/documents/manuals/what_is_CR_english.pdf)

144 Leaflet of the Centre for Studies, Consultations and Community Development (CSCCD), page 3.

145 The originally planned cooperation with Madaba Radio in the central governorate was cancelled, because Madaba Radio “never managed to raise the needed self-contribution for the planned project” (Status report 2011).

146 Programme Document. *Bilateral Media Cooperation Programme with Jordan. International Media Support (IMS). March 2010, page 11.*

147 Ibid.

148 Programme Document. *Media in Transition. A programme proposal for Egypt, Tunisia, and the MENA region. March 2011, page 13.*

World Association of Community Radio Broadcasters (AMARC), followed by “more specific missions to define the need for concrete technical, professional and managerial support.”<sup>149</sup> Short training sessions and expert advice were offered along with support for programme production and the purchase of technical equipment.

### 9.1 Relevance

The significance of community media for a plural and diverse media system is widely recognised, not only among civil society but also among intergovernmental organisations, and explicitly stipulated in UNESCO’s media development indicators framework.<sup>150</sup> A “close correlation between the emergence of community radio and political change towards greater democracy”<sup>151</sup> is mentioned and in recent years the role of community radio in the discourse of human rights and of development has been accentuated: “Research has shown that community radio has a particularly strong record in enabling both real participation and conveying legitimacy on development processes.”<sup>152</sup>

In Tunisia, MCP funds from the Media in Transition Programme were used for several missions, during which the needs of the newly emerging sector were identified with the overall objective “to improve standards of journalism and further media’s ability to serve as a platform for transparency, accountability and a diversity of views and opinions during transition.” Salah Fourti, a pioneer of the community media movement in Tunis and President of Syndicat Tunisien des Radios Libres (STRL), confirmed that the timely support provided addressed the needs and priorities of the community radio sector in Tunisia.

In Jordan, support to community radio stations came into focus, because they “are still reaching broader audiences, providing them with a voice and information of relevance to their local context.”<sup>153</sup> Although considered to be “still incipient”, within their means “they have shown leadership in involving audiences, targeting women and youth – giving voices to the otherwise voiceless.” Community media were therefore considered “to be an important platform for democratic discourse and participation in the lower and middle-income areas, and for making voices of the region available to agenda-setters in the Centre.”<sup>154</sup>

The relevance of the MCP support to community media in Jordan is evidenced through the fact that they are the only local media outlets in their governorates. The stations show a clear orientation towards the development of local communities. Different groups of society are represented on the stations’ Boards. The inclusion of citizen reporters in programming and the feedback orientation of programmes further allows for the

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149 Ibid.

150 UNESCO. *Media Development Indicators: A framework for assessing media development. Endorsed by the Intergovernmental Council of the International Programme for the Development of Communication (IPDC) at its 26th session (26-28 March 2008), Paris: UNESCO, 2008.*

151 [http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/WPFD2009/pdf/wpfd2008\\_steve+buckley+community+media+-+maputo+wpfd.pdf](http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/WPFD2009/pdf/wpfd2008_steve+buckley+community+media+-+maputo+wpfd.pdf)

152 BBC World Service Trust. *How to use communication to make aid effective. Strategies and principles for programme-based approaches.* London: BBC Media Action, 2010. page 22.

153 Programme Document. *Bilateral Media Cooperation Programme with Jordan. International Media Support (IMS). March 2010. Pages 12-13.*

154 Ibid.

participation of the local community. Moreover, the inclusion of women and youth is emphasised in line with the focus areas emphasised in the MCP.

Based on the analysis that the Jordanian media scene is highly concentrated in the capital, and mainstream media feature little reporting from the different regions,<sup>155</sup> it was also envisaged to enhance media diversity with the inclusion of the reports from the governorates through a national media outlet. Although this aim was somewhat achieved with the launching of the TV show, Akhbar al-Dar, the relevance is rather diminished as reports were delivered only from three Jordanian governorates out of the twelve (see also Section 9.2).

The partners have confirmed that the support provided met their priorities and needs. When the focus on video production during an in-house training session at Ma'an was challenged, the trainer attended to it with the inclusion of the radio staff and concrete proposals of how to make better use of the convergence of contents for the different platforms.<sup>156</sup>

## 9.2 Efficiency

The joint IMS/AMARC missions in Tunisia responded early to the stated needs of the different groups involved in community media initiatives. Resources were applied in a timely manner.

The coordination with international stakeholders has increased the efficiency of the support. Moreover, through the involvement of AMARC, the new Tunisian community radios were “instantly linked to a global network of like-minded radios around the world.”<sup>157</sup> Exchange of experiences and further learning sessions were part of the consecutive two meetings of community radios from the MENA region and Tunisia. Activities undertaken to create an enabling environment for community media – i.e. support to the provisional temporary regulation commission (Instance Nationale pour la Réforme de l'Information et de la Communication (INRIC)) – were undertaken in real-time.

A “lack of communication” between partner organisations is stated in AMARC's final report. The responsibilities of each partner organisations were not clear. These uncertainties led to some delays in the implementation process, but the evaluation appraised that it has not impacted the results. Cost-effectiveness of the Tunisian community media activities could not be assessed, however, as the budget of the Media in Transition Programme does not specify the expenditures for certain intervention areas. A separate budget was not provided by IMS.

The Jordanian community radio project encountered several problems during the implementation phase. The cooperation with NRMTTC in Irbid was terminated after a misappropriation lawsuit by the university against the representative of the centre,

155 Programme Document. *Bilateral Media Cooperation Programme with Jordan. International Media Support (IMS). March 2010. Pages 11-12.*

156 IMS travel report from Dina Hamdan on the training sessions at New Ma'an and Sawt Al Karak Radio. Undated.

157 Project Document. *Bilateral Media Cooperation Programme with Jordan. International Media Support (IMS). March 2010. page 13.*

who was also the director of the university's radio station during the start-up phase of the video production project. After the withdrawal of the cooperation with the NTCP, contacts with the Radio at Yarmouk University were not renewed.

The cooperation with Farah Al-Nas Radio was terminated after the organisation was dissolved.<sup>158</sup>

The national newspaper, Al Ghad, had not established the website 'I am Journalist' on which the videos from the universities should have been displayed. In order to continue the project, Roya TV replaced the newspaper and established the weekly show 'Akhbar al-Dar' (News from Home) in which the students' films are displayed.

The fact that Al Ghad had not established the agreed website to display the videos from the governorates negatively affected the efficiency of the project. The criticism of inadequacies of equipment delivered can be attributed majorly to the change of the platform, because of the higher technical standards demanded for TV broadcast in comparison to internet videos.

The efficiency is further challenged by the high turnover of student volunteers who have participated in the trainings. After less than two years, of 20 students originally trained at Sawt al Karak only five are still working; from eight persons participating in ARIJ training, only two are still attached to the radio. At JUST, 20 students were trained, of which only eight still remain at the university, and none of the interviewed students of the technical university plans to work in the media field. Only New Ma'an Radio provides a better balance: from 11 women trained, nine are still involved in the Women's Development Communication Network. Approximately 50% of the other volunteers trained have terminated their cooperation with the station. The universities do not hold regular contacts to these "alumni", and the managers can refer to only few former trainees who work in the media field, post-graduation.

The cooperation with Roya TV was considered insufficient by the radio supervisors and reporters contributing to the TV programme. None of the young producers had contact to the editorial team of Roya TV, no common planning of content took place, and no feedback was provided to the students. As a result, the students did not consider the cooperation as a unique chance for learning, but rather as a badly paid reporter's job for a commercial station. If the television show at Roya TV is continued, the broadly formulated objective should be fine-tuned in a programme concept. Such a concept would naturally have to be developed by Roya TV, and be discussed with the supervisors at the universities and the participating students. Planning meetings should be regularly organised and feedback provided to the students to ensure further learning.

With a total amount of DKK 1,770,984, support to the community radio projects constitutes the biggest single element of expenditures of the overall budget of the Bilateral MCP with Jordan (total estimated budget: DKK 4,999,445). The costs of equipment delivered and of trainings are assessed as being adequate. Costs for the co-produced programmes could not be further assessed, because no detailed calculations of operation expenditures is available.

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158 IMS travel report "Your Voice, Your Choice" signed by Thora Ghel and Martin Salih November 2, 2012, states that the remaining 40% of the originally agreed budget is yet to be transferred.



### 9.3 Effectiveness

With MCP support, the objective of supporting programme production in Jordan to enhance democratic discourse has been fully met. New Ma'an Radio launched two new programmes: 'Hotspot' with investigative stories from the region, and 'Democracy Now', a programme specialised in local democracy, municipality affairs and local CSOs. In cooperation with Farah Al-Nas Radio and Sawth Al Karak, episodes of 'Your Voice, Your Choice' were produced and broadcast. Sawth Al Karak radio has produced 26 episodes of 'Together to deepen the value of dialogue', which is an "anti-violence" programme with the objective of mitigating violent conflicts among students on the campus.

Permanent staff and youth attending the universities and volunteering in the programme received training to improve story finding, research and production skills. The Al-Hussein bin Talal University in Ma'an, represented by the Centre for Studies, Consultations and Community Development (CSCCD), received additional funds for the formation of the Women Development Communication Network, the establishment of a TV studio, and the radio's website <[www.jobook.jo](http://www.jobook.jo)>. In addition, the royal NGO radio, Farah Al-Nas, received funds to produce 'Your Voice, Your Choice': a series of radio spots targeting youth and persons with disabilities. The programmes addressed different aspects of the democratisation process with special emphasis on the 2011 local governorate and municipality elections. The programs were produced in cooperation with the community radios in Ma'an and Irbid. New Ma'an Radio and Sawt al Karak are number one in listenership in their respective governorates, with Ma'an reaching 56% of the population in the governorate for at least three hours per week. Sawt al Karak had no current audience figures, but was sure that listenership has been growing permanently. The management of both stations attributes the attractiveness of their stations partly to the increased quality of the radio programmes through training of staff and the co-produced programmes, but also to the fact that the status of the radios has increased by the national coverage of the video stories.

Nevertheless, the objectives of the Jordanian video project – to enhance media diversity by facilitating the availability of content from different governorates and introducing it to the national public agenda in Jordan – are not fully achieved as only three out of the twelve governorates are represented in the programme. Since the launch of the TV-Show 'Akhbar al-Dar', 160 short reports (between two and three minutes) have been aired, produced by the students at the three Jordanian universities – more than half in Ma'an. Roya TV states that approximately 86% of all videos received have been broadcast. In the absence of any audience research, nothing can be said however about the reach of 'Akhbar al-Dar'.

In its present form, the evaluation suggests the joint video project should not be continued. The scope is too limited. If the project is continued, the partnership base should be broadened. Preference should be given to radios linked to journalism faculties. If the production training were made an integral part of the education curriculum, the high turnover of volunteers would not constitute a threat to the sustainability. IMS should undertake capacity assessments in advance with current and potential partners to determine if multi-platform productions are workable and devise a strategy that can evolve as capacities develop.

The aim of integrating young women in the project has shown very limited results at JUST where only one female student is still part of the production group out of the eleven originally trained. Other female students resigned. But the establishment of the Women Development Communication Network in Ma'an, constituted with nine out of the 11 young graduates trained can be considered a real success story. To hear a woman's voice on the radio, to be visible on TV, almost standard in the capital is considered "a revolution" in the poor and traditional tribal regions, even by the young women themselves. Two of the Network's members reporting from different parts of the Ma'an Governorate, make a point that women's voices are now not only heard as presenters and journalists, but also as listeners, addressing grievances in their neighbourhoods during the phone-in programmes. They are sure, "change is coming." But they also stress, that this does not (yet) mean that women can walk alone in the streets.

At Sawt al Karak, the Advisory Board maintains a gender balance. The anchor of the morning show (also video producer) is proud that she was recently voted number 19 of the "most effective presenters" in Jordan. She has graduated but is still working as a volunteer for the station.

The differing success in the inclusion of women in programme production demonstrates that partners in the conservative governorates should develop concepts to encourage gender balance after training, i.e. through strengthening and highlighting women's specific role in reporting, support and protection for outside reporting assignments,<sup>159</sup> linkage with female board members of community radios and support from public figures in the governorates.

Ma'an's website <[www.jobook.jo](http://www.jobook.jo)> was, with some delay, re-launched and updated in October 2012. It includes a live stream of radio, news and podcasts (audio and video). At the time of the evaluation visit, the level of interactivity was still relatively modest, but listener contributions are a day-to-day part of both radio stations. The inclusion of the audience in the programming emphasises the participatory character and community orientation of the stations.

Contacts between the community radios in Jordan have only an informal character so far. For future support, possible synergies generated by closer networking should be taken into consideration to strengthen the community radios through common approaches, i.e. programme exchange or joint advertising acquisition.

In Tunisia, IMS and AMARC initiated the first fact-finding and needs assessment mission shortly after the revolution (March 2011), to obtain an overview of the radio sector in the country, assess the status of existing stations and to map emerging new community initiatives. Workshops were conducted in five main towns: Le Kef, Kasserine, Gafsa, Gabes, and Bizerte. The initial mission was followed by training sessions, provision of expert advice on broadcasting policy, laws and regulations, and some initial technical support (four web studio packs) for community initiatives to enable them to go online. The following year, the first AMARC MENA conference was organised in partnership with IMS, followed by a Tunisian conference in Gafsa and mentoring training for Radio Sawt al Manajem. Together with Oxfam, Swiss Cooperation and UNESCO, MCP supported another mission in December 2012 to "identify current and potential community

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159 See requirements and indicators for safe working environment for women in UNESCO's recent publication: *Gender-Sensitive Indicators for Media. Framework of Indicators to Gauge Gender Sensitivity in Media Operations and Content*. Paris (UNESCO) 2012, page 26-27.

actors, their professional needs and their advocacy capacity to strengthen the impact of community and local media in the Tunisian democratic process.”

Salah Fourti, a pioneer of the community media movement in Tunis and STRL President confirms that the Tunisian partners are satisfied with the results of the MCP initiative. Marcelo Solvencens, Secretary General of AMARC states, “We were able to constitute and organise the sector of community radio and web radios, and their relation with different CSOs.”<sup>160</sup> The newly established cooperation between the different actors in the sector, the agreement of different CSOs and activists to have only one radio per town could in fact be seen as one of the big achievements. Journalists and activists were naturally isolated during the authoritarian regime, and the resistance to give up part of their newly gained independence and to trust other actors was understandably high.

AMARC also states that the sector was strengthened (programme production, support with equipment) in a relatively short time period and that fundraising was coordinated. Progress was made in the issuing of licences but there is still no legal framework or policy that acknowledges the sector. In December 2012, a national advocacy campaign for communication rights in Tunisia was launched by 30 Tunisian media initiatives and NGOs, addressing the “right to communicate for all”, and stating “that community radio is a powerful tool for sustainable human development and the social inclusion of women, peasants, the poor, youth, immigrants, and the handicapped, and that community radio build space for debate in which different actors express themselves and discuss with the objective of participating in social change and deepening democracy.”<sup>161</sup>

#### 9.4 Impact

There are visible signs that the Jordanian community radios contribute to an emerging socio-cultural change in their environment by encouraging women to make their voices heard and participate in public debate. Anecdotal evidence was provided that the radio contributes to the improvement of governance in their region by functioning as a watchdog and agenda setter. For example, in response to radio stories, transportation to the women’s dormitory was improved; a new bridge for pedestrians was built after many accidents had happened; the services of the municipality (street lights, water supply) were enhanced; a neglected community close to Petra was provided with water by the municipality, and neighbourhood support was organised, after these issues were featured in a programme – a story that made it to the national news. All of these stories come from Ma’an, with its women’s correspondents active all over the governorate. Sawt al Karak provided examples of changes in university life to which the radio has contributed, for example, the acceptance of a code of ethics by all students.

In Tunisia, the constitution of a community media sector has widened the spectrum of diversity in the society, albeit in a limited manner as so far only three stations have received a license. But the initially scattered initiatives have joined forces in the STRL and have secured international support. Through their membership of AMARC they have begun to advocate for their interests and the promotion of their objectives.

160 Interview with Marcelo Solvencens.

161 Quote from AMARC Press release of 22 December 2012: “National Advocacy Campaign for Communication Rights in Tunisia.”

### 9.5 Sustainability

The initiatives in Jordan are characterised by a high turnover of student volunteers. The radio in Karak – having only three permanent staff (a director/studio technician, a marketing expert and a journalist/presenter) – organises new training courses for radio and TV every three months. Higher sustainability has been achieved in Ma'an, where the higher number of permanent staff (eight journalists/presenters, three technicians) facilitates the steering of the additional initiatives. JUST, which only participates in the video production aspect of the programme, may terminate the project if further funding is not provided.

The members of the Women Development Communication Network in Ma'an are volunteers. The 20 Jordan Dinars (approx. DKK 158) they receive per video should be considered reimbursement of costs only. Management explained that talented journalists have already left the station because they gained fulltime employment in better paying jobs.

The institutional survival of the two local radios seems not be endangered at present, mainly due to the ownership of the universities. Some income is raised through advertising, such as in the case of Ma'an where approximately 12-15% of the total income is sourced through advertising. Karak could not present concrete figures, but it is assumed that the running costs (mainly licence fees) can be covered by its own income while the university pays the salaries of the three staff members.

To secure financial sustainability, it should be investigated as to how income could be generated through additional sources, i.e. through public subsidies from the governorates or local towns, crowd funding, sponsoring or advertisement.

For the emerging community media sector in Tunisia, AMARC considers 2013 as crucial for the development of sustainability strategies. Issuing of licences is critical, because only three stations have so far received a licence.

In Tunisia, IMS should, together with local experts, investigate specific sustainability issues like maintaining the contribution of volunteers, identifying alternative financial resources, and then implement appropriate strategies to address them.

The MCP should prioritise support from which all initiatives can profit, rather than single media outlets, i.e. common services for community media like training, technical maintenance, joint marketing, advocacy for reduced licensing fees, etc.

Income generation is also one of the issues to be addressed in the future, even if “current analysis suggests that investment levels (of community media) need to be determined more by the often considerable sustainable value they bring to the development process, rather than sometimes unrealistic expectations of commercial sustainability”.<sup>162</sup>

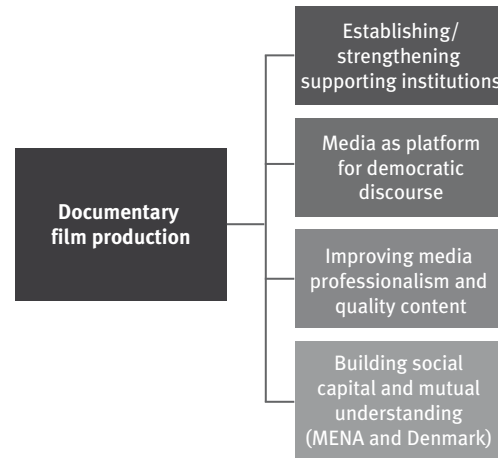
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162 BBC World Service Trust: How to use communication to make aid effective: Strategies and principles for programme-based approaches. London: BBC Media Action, 2010. p. 22.

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## 10 Documentary filmmaking

Documentary filmmaking is not new to the MENA region. The 2009 Review refers to it first appearing in Egypt in 1924 where it was used as a “means of documenting and informing the public about the development projects initiated by the government at that time.”<sup>163</sup> In the current cluttered media landscape, the 2010 ASBU Report<sup>164</sup> estimated at least 733 channels are broadcast throughout the MENA region. Whilst none of these channels are specifically designated for documentary films, the demand for documentaries has grown steadily. In the past, channels purchased documentaries from other markets, such as Europe, but there is now a demand combined with huge opportunity (even if in number of channels only) for screening locally produced documentaries. Documentary filmmaking – in various forms – was included as part of MCP programming as early as 2005. And today, 10 SIB granted documentaries have been acquired by Arab broadcasters.<sup>165</sup>



The DAPP approach to documentary filmmaking can be described in the form of three pillars:

1. Institutional building – establishing support institutions for documentary filmmaking genre production through two institutions: Arab Institute of Films (AIF) followed by Screen Institute Beirut (SIB);
2. Exchange programs – facilitating film students’ exchanges from Denmark and the MENA region for training, filmmaking, networking, etc;
3. Twinning – establishing relationships between semi-professional and professional filmmakers from Denmark and the MENA region including participation in film festivals.

As of June 2012, SIB had supported 40 film projects, seven programmes with 48 participants had been carried out in relation to exchange programmes (since 2006); nine co-productions and three workshops for twinning projects (since 2006) and 10 projects had been registered under the film festival pillar (since 2006).<sup>166</sup>

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163 Development Associates. 2009 MCP review, page 71. Originally referenced as: Mona S Al-Hadidi, 1982. *Documentary Films in Egypt and the Arab World*, pp. 13-75. Dar Al Firk Al Arabi (in Arabic).  
164 The Arab Satellite Broadcasting Report is issued by the High Committee for Coordination among Arab Satellites. Source: <http://www.asbu.net/doc.php?lang=en&docid=111> (retrieved 15.01.2013).  
165 Source: Interview with SIB staff.  
166 Kristensen, K. *IMS Engagement with Documentary Film since 2006. Report: June 2012, page 2.*

The evaluation assessed each of the three pillars. More specifically in regard to professional development and/or professional training, the evaluation focused on student exchanges from 2010 to 2012, the education programme held in October 2011 Beirut at SIB, and the February 2012 session held in Denmark at the National Film School of Denmark (NFSD), and the initiation of the Dox Factory in Alexandria. The activities conducted through AIF are not assessed, as these were implemented prior to the targeted time frame of the evaluation. Moreover, AIF has already been extensively assessed in earlier reviews.

### 10.1 Relevance

IMS has stated two overall objectives for its documentary filmmaking work:

1. Create partnerships between Arab and Danish film professionals
2. Stimulate the Arab filmmaking environment.<sup>167</sup>

The relevance of documentary filmmaking support was based on two lines of argument. Firstly, an understanding of the importance of documentary filmmaking for its unique role in highlighting political, social and culture realities in a way distinct from other genres: “independent documentary filmmaking can have an important role to play in the media landscape. Since documentary films are often not held within the tight reigns of news production, it can be a space for alternative voices and visions and a way to describe changes in society that are long-term and difficult to cover in news coverage.”<sup>168</sup> Secondly, support was based on the recognised complementarity, in terms of partnerships for professionalisation, between the weaknesses of the independent documentary market in the MENA region and the world-renowned professionalism of the Danish documentary film sector. As stated in the MCP programme document for 2009/11, “Denmark’s strong tradition for documentary production and overall reputation as a country with a vibrant film sector has been an asset to the programme.”<sup>169</sup>

Three clear needs for documentary filmmaking in the MENA regions were acknowledged: the need for education, access to funding and promotion/distribution opportunities<sup>170</sup> with SIB and NFSD as the main facilitating bodies.

When the SIB was established in 2009, it was intended to concentrate on providing education and training opportunities, in tandem with a short-term film fund<sup>171</sup> providing seed funding for documentary production in the MENA region. Moreover SIB was to support participation in international and regional film festivals so that film products and their associated directors/producers could be promoted and have opportunities to network.

The support offered by SIB and its partners is consistent with its mandate and the evaluation assessed it as relevant to current market needs. In particular, the Film Fund

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167 Kristensen, K. *IMS Engagement with Documentary Film since 2006. Report: June 2012, page 2.*

168 Media Cooperation Programme in the Arab World and Iran: Arab Danish Cooperation on documentary film (Annex 5 May 2005).

169 IMS (2009). *Media Cooperation Programme (MCP) Denmark, the Arab World and Iran.* Programme Framework 3rd Phase. 2009-11. Annex E.

170 Development Associates. 2009 MCP review, pages 72, 84, 85.

171 Ibid, page 106.

administered by SIB has been relevant in addressing current needs. Although other production houses, donors and film festivals offer forms of seed funding, these are not institutionalised mechanisms and therefore cannot be relied upon for year-in, year-out funding opportunities. More than 40 projects have been awarded against 240 applications since the start of SIB<sup>172</sup>. Only one out of the 40 has not been delivered<sup>173</sup>. So, the SIB Film Fund is filling an identified gap in the market.

However, while acknowledging the individual networking efforts of the SIB head, the evaluation regrets the lack of an institutional approach to promotion and distribution. Networking is an essential part of production, getting one's film 'seen' and creating potential for future artistic collaboration and or attracting further funding. The evaluation considers this a missed opportunity for SIB, and would enhance not only the relevance of its offering to filmmakers, but also contribute, in the long-term to impact and sustainability (see also Section 10.5).

In addition to the foci already summarized above, SIB is in the process of fundraising for their Screen Academy project, which is a training project for young Arab professionals. The reasons for this are diverse: "A renewed focus will be put on SIB offering workshops and short training courses. This is partly a consequence of the difficulties connected to the fundraising for the Film Academy. A realistic approach in the immediate future is to set up training and mentoring programmes on a smaller scale."<sup>174</sup> The evaluation considers the initiative complementary to SIB's existing mandate and recommends that MCP support the project.

NFSD provides the training inputs with logistical support from SIB with a predominantly 'psychoanalytical' focus addressing the artistic vision of the directors. The training focus initially surprised many participants, as they were expecting pure technical training (scriptwriting, shooting, editing) in response to their needs. Nonetheless, the beneficiaries positively perceived the training, in that it gave them the courage to talk about themselves in front of a camera and explore new directions.<sup>175</sup> The evaluation considers that the focus of the training is appropriate, but urges a more balanced training offering.

Further to more balanced training offerings, the evaluation suggests that there is a need for a deeper analysis of future needs in the filmmaking sector, which may have an impact on how IMS plans its support to future training curricula. For instance, IMS should consider undertaking an analysis of the needs linked to the cultural digital revolution in the form of the needs for new business models and new ways of consuming media. Such an analysis may highlight the need for training that is more along the lines of the Dox Factory project, which focused on both cinematographic documentaries and video journalism in recognition that media convergence possibilities leads to constantly evolving new options for both producing and consuming content.<sup>176</sup>

IMS' support for professional training seems to be evolving towards concentrating on local projects, like the Egyptian Dox Factory or the Libyan Media Institute project in Benghazi. The evaluation considers this prudent, but also suggests there are other options and connections that could be made in order to provide training to young Arab

172 SIB data.

173 Interview with SIB management.

174 Media Cooperation Program, Phase B 2011-13, Annex C documentary.

175 Interview with beneficiaries in Egypt and Tunisia.

176 Skype interview with Egyptian stakeholder.

professionals across the region – thus extending the reach of SIB and by extension, MCP. There are various filmmaking and training institutions which could be targeted for such support, although some of these institutions could be considered ‘old-fashioned’, with a perhaps ‘dated vision’ of the film sector (shooting in 35 mm, for instance), however others are already addressing changes in the sector – including digital and multimedia content. Examples of the latter include the Ecole Supérieure des Arts Visuels in Morocco and the Institut Supérieur des Arts Multimédias de la Manouba in Tunisia. These schools are linked to networks that exchange teachers, students and best practice. It could be the role of NFSD to build this network of training institutions, as was done in the EU by the French School of Cinema (FÉMIS) and its European partners (or by the EU Media Training institute with selected supported projects).

In conclusion, the rationale for and relevance of DAPP’s documentary component covering many of the stages of the value chain, is sound. SIB’s growing reputation in the MENA documentary scene, and the fact that it is designed to support change in the sector, enable MCP, *inter alia*, to provide an appropriate response to the needs of the sector. This is demonstrated by the growing number of applications to SIB for the various forms of support offered.

### 10.2 Efficiency

Since the launch of the SIB, 40 projects have been awarded against 240 applications.<sup>177</sup> During the first phase, the selected projects originated from seven MENA countries: the United Arab Emirates (1), Lebanon (15), Syria (4), Palestine (4) Egypt (3) Jordan (2) and Tunisia (1). Of the 240 applicants, 120 were shortlisted and 40 selected.

The high number of Lebanese programmes can be explained by SIB’s location in Beirut, as well as by a more mature Lebanese filmmaking environment in the form of enhanced access to film education and production infrastructure vis-à-vis other Arab countries. It has taken time to establish the SIB’s network in the region, but today figures show that applications are coming in from the whole region. In term of gender, SIB is also efficient. Between 2011 and now, the percentage of selected projects presented by women has increased from 43% (2009/11) to 52%.

There were some initial inefficiency issues associated with the winding down of the AIF and the start-up of support for SIB. “The inactivity of AIF’s operations has meant that the rather expensive equipment purchased for use in the AIF workshops have been in storage for over a year, which is in itself a big loss.”<sup>178</sup> According to one beneficiary, the conclusion of this episode was that “Once the decision to close (AIF) was taken, the material was sent to Beirut (SIB) via Copenhagen, after travelling for almost one year, and part of the equipment was already obsolete when it reached the final destination.”<sup>179</sup>

However, despite initial hiccups, the evaluation considers that in relation to cost efficiency, the management costs are efficient and the return on investment reasonable. There has been a yearly increase in management costs, but the evaluation considers these

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177 SIB data. The Kristensen report (2012) lists 48 productions since 2006 (i.e. when AIF was managing the programme).

178 Final MCP 2009 review, page 75.

179 Field interviews in Lebanon.



increases as reasonable. The table below demonstrates efficient management by SIB: more applications received, assessed, signed and granted with the same team.

**Table 1 SIB Budget<sup>180</sup>**

| Items                            | 2009/11<br>(24 months) (USD) | 2011/12<br>(16 months)(USD) | Evolution<br>(yearly basis) |
|----------------------------------|------------------------------|-----------------------------|-----------------------------|
| Production grants                | 277,000                      | 240,000                     | + 32%                       |
| Workshops/courses                | 32,000                       | 31,000                      | + 45%                       |
| Sub total                        | 304,000                      | 271,000                     | + 34%                       |
| Project input/payroll            | 193,000                      | 151,000                     | + 17%                       |
| Travel/missions                  | 54,000                       | 46,000                      | + 28%                       |
| Office/equipment/<br>fundraising | 125,000                      | 80,000                      | - 4%                        |
| Sub total                        | 372,000                      | 277,000                     | + 12%                       |
| Total                            | 676,000 <sup>181</sup>       | 548,000                     | + 22%                       |

Interviews conducted confirmed that SIB is also efficient in regard to partner selection, with film fund projects selected through a “transparent process.”<sup>182</sup> The selection process is launched with information on upcoming calls for proposals and associated application forms made available online.<sup>183</sup> Then the project selection is carried out in two phases with an application phase followed by an interview phase with the jury. This process is particularly tailored to young applicants, as they have the opportunity to make significant changes to their projects during application – such as correction of script problems, modification of production planning, additional fundraising to increase the sustainability of the project etc.<sup>184</sup> The interview phase is important to ensure the completion of the projects.

The selection is made four times a year and this schedule allows producers to apply at the right time for their project. The evaluation believes that this support and its process demonstrate excellent flexibility and is an approach well adapted to the needs of small (and very small) companies. Moreover, it is clear to the evaluation that the selection processes is also efficient in terms of speediness: the rejection or selection decision is made in six weeks. “A quick no is always better than a slow one for professionals.”<sup>185</sup>

Funds are also quickly disbursed to the beneficiary accounts. Only one of the interviewees complained about the disbursement time. In a region where there are very limited funds available for documentary production, the cost-effectiveness of SIB support, through its relatively modest support for low-cost projects, i.e. a maximum grant of USD 15,000 is meaningful. This relatively moderate support per film makes

180 Source: SIB and IMS.

181 The 2009 budget includes USD 99,000 from the Ford Foundation and the 2011 budget includes USD 186,000 from Norad.

182 Focus group, Beirut.

183 [www.screeninstitutebeirut.org](http://www.screeninstitutebeirut.org).

184 Interview with SIB management.

185 Interview with SIB management.

it likely that the film fund is able to support more documentaries, which represents a good efficiency in relation to available funds.

The MCP, through NFSD, has supported two workshops at the Film School in Alexandria. NFSD proved its operational efficiency in that it was able to manage exchanges upon IMS' requests within very tight deadlines, however in the absence of data related to cost effectiveness, it is impossible to fully assess the overall efficiency of this support.<sup>186</sup> It was not possible for instance for the evaluation to collect enough relevant data to make comparisons of the student cost/per head/per day between training courses and workshops. The cost of a student taking the DOX Factory programme is on average USD 1,100.<sup>187</sup> But without any other regional data available, the evaluation cannot make a conclusion in regard to cost effectiveness.

The seven workshops organised as part of the film exchange programme and the positive feedback given to the evaluation by six beneficiaries<sup>188</sup> is evidence of project efficiency in regard to adequacy of inputs in the form of qualified trainers.

The evaluation urges that one area that warrants further consideration is in relation to the planning of future training. Mid- to long-term agreements between partners and donors are necessary for attracting and maintaining sufficient funding as well as for recruiting good trainees and students. The EU Media 2007 training programme, for instance, is supporting training programme on a three-year basis to increase efficiency in the field of the costs of recruiting and exchange of teachers and beneficiaries. According to a Danish stakeholder, "we need four-year budgets in order to plan ahead."<sup>189</sup>

The evaluation concludes that overall, efficiency is good but could be further improved by adopting a longer-term planning horizon so that any start-up costs can be amortised over a longer period. Moreover longer-term contracts allow for more strategic inputs from the partners – and (in respect to SIB) secure their funding timeframe. More upward adjustments of MCP budget allocation for documentary filmmaking therefore have to be made to the MCP documentary production initiatives in order the needs of the sector, especially those related to distribution and circulation of works.

### 10.3 Effectiveness

The documentary production budget allocations for 2009-11 were fully invested. Twenty-seven projects were supported, exceeding by far the goal set by SIB in its MoU with IMS of eight to 15 approved projects. Between 2011 and November 2012, with 17 projects granted, the SIB has exceeded the objective recorded of 15 projects approved.

SIB has demonstrated effective promotion and visibility of the supported documentaries. For example, even though the number is still modest, four of the 29 projects circulated among regional broadcasters were sold by rights-owners<sup>190</sup> to other regional and international networks, such as Al Jazeera, LBC, and Al Arabiya and Canal Plus. Fourteen

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186 Interview with NFSD.

187 IMS data.

188 Interviews with beneficiaries.

189 Interview with NFSD staff.

190 IMS and SIB retain non-commercial rights (SIB agreement with IMS).

documentaries were screened in MENA film festivals<sup>191</sup> (mostly in Dubai), but also in Toronto, Berlin, Venice Mostra, Pusan – all on FIAPF’s accredited festival list. One film was awarded at the Dubai Film Festival in 2010. SIB is also supporting the export of documentaries to specialised documentary TV festivals and markets, such as Sunny Side of the Doc and Oberhausen.

In terms of support to the industry and film environment, SIB achieved high-quality standards, allowing several regional funds and partners to finance projects on a complementary basis, including the Fund of the Abu Dhabi Film Festival, Doha Film Fund, and Arab Foundation for Arab Culture (AFAC). SIB is also working closely with Euromed Audiovisual III, which is dealing with financing issues by organising targeted seminars in Tunisia and during the Cannes Film Festival. For example, SIB advised the director of ‘Cryans of Askalan’ to send her film to various festivals and was able to put her in contact with funds such as AFAC and Sundance, both of which subsequently provided funding for her first movie.<sup>192</sup>

According to the 2012 ex-post assessment,<sup>193</sup> 10 screenings of projects with Arab content produced with Danish support in film festivals were organised, mostly at the CPH:DOX.

The evaluation acknowledges the concerted effort to promote the projects and personnel of the Arab filmmaking family in Denmark. However, it considers that promotion opportunities have not been fully exploited, stopping well short of establishing a (necessary) promotion and distribution strategy that would ensure that projects are ‘shopped’ around the region and the world.

For instance, few relationships have been developed with regional and national broadcasters, even though some of them may be interested to broadcast documentaries if the content produced fit their editorial line. Online distribution, which is today at the centre of any distribution and promotion process, has not yet been considered by the programme managers. The evaluation urges IMS to give financial support to SIB for developing an efficient distribution policy – where possible – through an established network of sales and distribution agents active in the MENA region. However, given the paucity of professional sales and distribution networks in the MENA region, the evaluation also recommends that SIB be given financial and professional support to pursue its own distribution in the MENA region – working initially with national and regional broadcasters to promote exposure to quality product and growing the audience from there. The evaluation also suggests that online distribution options in particular mechanisms such as the Cinematic in Cairo, through which the public can access alternative media options, be investigated by IMS and SIB. Sub-regional distribution strategies might also be worth investigating.

In addressing sales and distribution opportunities, the important question of “cultural borders” is raised. Cultural borders limit the circulation of programmes, whether they be fiction films, news and documentaries (see also Chapter 8), and is an issue that must be addressed at concept stage by producers, broadcasters and financing bodies. Aside from US productions, very few cultural goods are designed for an international audience. If the objective of encouraging dialogue and enhancing mutual understanding is to be

191 I.e. Dubai, Abu Dhabi and Qatar film festivals in the Gulf and Cairo, Tunis or Marrakech.

192 Interview with beneficiary.

193 Kristensen, K. IMS Engagement with Documentary Film since 2006. Report: June 2012, page 8.

achieved, then issues of cultural borders must be addressed in tandem with professionally organised promotion, sales and distribution activities.

From 2006 to 2012, as part of the support for film student exchange initiative, seven training programmes with 48 participants were organised, nine films were co-produced and three workshops organised. According to the June 2012 ex-post assessment, during this period, a total of 133 people (of whom 44% were Danish) were involved together in production, training and exchange – creating a total of 65 film productions of which 88% were students' short films.

In terms of products created, the evaluation considers this to be relatively effective. However, in the light of an Arab filmmaker's comment, "I don't know why the exchange had to feature an 'exchange' of content. Why should I go and make a film about Denmark, and Denmark send a team to make a film about my country? Why don't I just make the film about my country?" perhaps effectiveness needs to be also looked at in terms of what makes sense culturally, and politically. Whilst an exchange programme might foster good personal relationships and provide a glimpse in another's culture (i.e. support the dialogue objective), is it in the long-term, politically effective to foster a sense of 'outside-in'? The evaluation suggests that perhaps dialogue and exchange could be better served by concentrating on product exchange, rather than personnel exchange.

### 10.4 Impact

The film fund aspect of the SIB programme has had three major impacts. The first impact, which is not linked to an explicit MCP objective, is the growing strength of the SIB brand. Whilst not a specific aim, a brand which encourages confidence facilitates fundraising from other donors for SIB-produced films. This may provide a clear exit strategy for MCP, or at the very least, mean that SIB is able to secure funds to invest in improving the MENA filmmaking scene.

Secondly, SIB' has contributed to the enhancement of media's ability to function as platform for democratic discourse with SIB-funded documentaries having shed light on political, minority and social issues not formerly addressed in MENA film productions.

Thirdly, the evaluation has observed the increasingly professional mentoring capacity of the SIB management team. The hands-on mentoring and guidance offered by SIB management has served to increase the professional skills of Arab filmmakers and producers, including helping to guide and advising them in how to move into the international market and work together.

The evaluation suggests that this mentoring capacity be extended to help support the development of a professional network (including an alumni capacity) and that the professionals are taught how to use such a network. For example, the most well-regarded training programmes in Europe (both for initial and continuing education) for audiovisual and film professionals,<sup>194</sup> such as Centre International de Liaison des Ecoles de

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194 Since Media I in 1995, followed by Media II, Media +, Media 2007 (EC programme); Africa Caribbean Pacific (6th and 7th European Framework Programmes).

Cinema et de Television, are actively engaged in building networks for former and future students.<sup>195</sup> Many of the beneficiaries interviewed noted and deplored the lack of follow-up and networking currently offered by SIB. Yet, networking is critical to supporting long-term dialogue and reform attempts, as was well said by the Director of NFSD's documentary department, "Student exchanges are connected with will and desire, more than money. This is to meet people and see what they can do together to open fields and create hope, and it's a long-term impact."<sup>196</sup>

The long-term impact could be even greater, if networking structures went beyond that of merely establishing an alumni, but were to incorporate other MENA-based (and relevant international) educational institutions that shared information, projects and trainers with a relevant and cohesive coverage of training needs.

It is clear that film student exchange programme and workshops can provide participants with more balanced and non-stereotypical understanding of both Denmark and MENA countries *as well* as improve their professional skills. However, the evaluation questions if it is enough that the programme encourages a handful of personal relationships, rather than seeking to engage with a larger audience. To this end, as stated earlier, the evaluation suggests that it is critical that MCP and its implementing partners urgently address sales and distribution opportunities. Realising long-term, broader international impact will be dependent on protecting SIB's right to 'freedom of content choice', i.e. meaning that SIB must retain the right to choose what *it* wishes to support. To ensure wide export take-up, directors and producers must be able to respond to creative and market needs (i.e. the needs of broadcasters and distribution platforms), rather than having to produce commissioned content that is linked to donors (such as MCP)<sup>197</sup> and potential political pressure. Documentaries, like other genres in cinema and television, are made by directors, authors and other filmmaking professionals from the creative community who have developed their own vision of works of art. Commissioning content and providing production support must be clearly separated.

The regional impact of support given to documentary production could be reinforced by having a main and well-financed single-entry-point, based on SIB and Denmark's competitive advantage, and should be designed so that it is complementary to national or local funds. For production issues, achieving synergy between international donors and funds could be a key success factor. SIB's support for documentary production is effective, on the whole, and generates a significant 'quality label' effect. If it becomes a major regional fund for production and professional development,<sup>198</sup> it will be complementary to national supports for film in MENA countries like Morocco, Egypt, Jordan and Lebanon. In such a framework, local funds then can concentrate on providing their financial supports to domestic projects for domestic markets and SIB could concentrate on providing funding and support to projects with regional or sub-regional appeal.

195 [www.cilect.org](http://www.cilect.org)

196 Danish stakeholder interview.

197 The issue of 'influenced' content choice was raised with the evaluation in an interview with an Egyptian beneficiary.

198 The evaluation draws attention to other similar models operating in different regions, such as the Ibermedia (managed by Spain and encouraging cooperation between EU and Latin America) or Eurimages (between EU and Council of Europe countries), or the Organisation de la Francophonie (OIF) Film Fund.

### 10.5 Sustainability

The evaluation considers that SIB has achieved a status that places it at the centre of the documentary production in the MENA region. But it currently does not have the financial means to match its ambition to create a film academy offering alternative consolidated training to young filmmaking talent. The sustainability of film production in many (all) countries of the world is only possible with regular and reliable injections of public money, to support achieving long-term commercial viability. This is certainly true too of the documentary sector in the MENA region.

In the training and education sector, sustainability should be enhanced through the creation of networks of skilled people, able to develop successful works of art that are adapted to the region's new political and social framework and to the new digital landscape.

The evaluation urges the SIB and its partners to address critical issues of financial sustainability and business models that diversify income streams, i.e. not just relying on donor funding, but looking to products to generate some commercial return.

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# 11 Twinning

Between 2007 and 2012, DAPP, through MCP, has funded a total of 69 twinning projects focusing on media cooperation. These programmes were managed by IMS and represent a total cost of DKK 3.5 million.<sup>199</sup> The overall aim of the 69 projects has been to improve professional dialogue through exchange of professional knowledge and experience between media workers. For this evaluation, a total of 13 twinning projects from Egypt, Jordan and Lebanon were assessed. These projects range from very small on-off projects, i.e. inviting Arab experts to participate in Danish seminars, to a large scale and longer-term institutional twinning between two daily newspapers. See Table 2 below for an overview of the twinning type, objectives and partners of the projects assessed.

In the sections to follow, the twinning projects are assessed with emphasis on the twinning *mechanisms*. The substantial parts of the twinning projects are addressed in the other chapters of the report as relevant.

## 11.1 Relevance

Twinning<sup>200</sup> is assessed as being a highly relevant tool for the two-fold DAPP objective of reform and dialogue. ‘Twinning’ or ‘mentoring’ is gaining increasing prominence as tool for encouraging professionalisation of the media sector. This is in recognition that traditional training modalities, such as one-off workshops and/or isolated out-of-country trainings, are not leading to the desired results.<sup>201</sup> In regard to the dialogue objective, the twinning instrument offers unique opportunities for rapid response to emerging dialogue needs in relation to e.g. the Arab Spring or other evolving events (see also Section 11.3).

In regard to the specific relevance of the twinning projects evaluated, the majority of the partners assessed the projects with which they were partnered as of high relevance, both in relation to the twinning objective and partner matchmaking. However, when it comes to the assessment of mutual benefits gained through the twinning, an imbalance is noted. The majority of Danish partners engaged in institutional twinning projects perceived the partnership as too unequal in terms of professionalisation capabilities to facilitate mutual learning: “The partnership was unequal from the beginning. More like a mentor/mentee relationship. So the partnership was not relevant as such for DR.”<sup>202</sup> Other Danish part-

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199 The budget figure totals pure project activities only, excluding administrative expenditures such as costs for IMS salaries, research, overhead, consultancies, etc.

200 Twinning is a partnership between people or institutions of similar profession but from different geographical and cultural backgrounds.

201 The relevance of twinning/mentoring programmes for professionalisation has been identified by e.g. the newly released synthesis report by BBC Media Action: “Short-term and one-off training should be avoided, especially when the trainees are plucked out of their normal context and sent abroad, or to their capital city, to receive training. Almost all of our case studies show that this kind of training, though often popular with funders, rarely has any long-term impact (...). A mentoring approach seems to work better, with capacity-building carried out in-situ, working in the surroundings and with the equipment that are familiar to the trainees.” Source: BBC Media Action: *What works and why? Global Synthesis Report. August 2012, page 27.*

202 Source: DR local radio staff.

ners saw their role like that of a consultant.<sup>203</sup> Nonetheless, in spite of the imbalance, the Danish partners still found that the twinning projects held overall relevance, as the partners were driven by their motivation to “help develop media in the 3rd world”, which was regarded as a professional obligation.<sup>204</sup> The imbalance in twinning partnerships has also been acknowledged by IMS, which concludes under lessons learned in the newly launched twinning tool kit that: “Greater consideration should be given to pairing up twins with similar levels of experience.”<sup>205</sup> See also Section 11.3 on the issue of professionalisation results.

In terms of relevance in regard to overall DAPP programme objectives, the twinning projects not anchored in the overall objective framework for media cooperation are considered less relevant – such as the one-off twinning project between Jordan Pioneers and the Union of Danish Dramatists, and the Egypt Photo Marathons. Both projects hold purely artistic objectives, which are more fitting for implementation under the cultural pillar of the DAPP, as opposed to the MCP.

### 11.2 Efficiency

In contrast to other forms of development cooperation, such as mainstream technical assistance, the cost of twinning is generally very low due to the fact that the twinning partners do generally not receive an honorary fee for their participation. Only their expenses are paid for, such as travel, accommodation, per diems and in some instances, equipment. The high cost-efficiency is also reflected in the twinning projects assessed for the purposes of this evaluation. The budgets range from a total of DKK 10,000 to invite an Egyptian multimedia activist to share her experiences of the Arab Spring at a seminar in Denmark; to a budget of approximately DKK 258,000 for the conduct of two annual Egyptian photo marathons with the latter being conducted in three cities. See the table following for complete budget figures.

Regarding the efficient management of the twinning projects, clear partnership selection criteria were introduced with the regional MCP, Phase III,<sup>206</sup> and further improved upon in Phase IV,<sup>207</sup> in terms of stronger requirements for the project proposals in terms of implementation details. The improved transparency in partner selection is an important improvement; nonetheless, the evaluation recommends that overall justification, including needs and institutional assessments – also of partners – should form an integral part of future projects to ensure relevance.<sup>208</sup> Indeed, one Arab partner would have preferred to submit their needs assessment in writing in order to ensure twinning relevance.<sup>209</sup> Moreover, the sharing of these guidelines with partners could be improved upon, as especially the Arab partners interviewed were seeking to understand the basis upon which they were selected. Therefore, it is recommended that IMS posts the

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203 Source: Politiken staff.

204 Ibid.

205 Source: IMS (2012) The “how we do it” guide to: Twinning. Page 7.

206 Source: IMS (2011). *Media Cooperation Programme (MCP) Denmark, the Arab World and Iran. Programme Framework, 3rd Phase. 2009-11. Annex F, pages 7-8.*

207 Source: IMS (2011). *Media Cooperation Programme (MCP) Denmark, the Arab World and Iran. Programme Framework, 4th Phase. 2011-13. Annex H, page 9.*

208 See also Topsøe-Jensen, Bente (et al) (2012). *International Media Support. Capacity Assessment – managing growth. Copenhagen: www.bentetopsøe.dk. Page 58, recommendation on partnership implementation capacity.*

209 Source: Al-Akhbar staff.



selection criteria when it updates the relevant section of their website. IMS should also include the same criteria in the Memorandums of Understanding (MoUs) guiding the twinning projects. Moreover, it is recommended that IMS revisits the recommendation of the 2009 Review of establishing a *general* (and not IMS specific) website to “be used as a brokering space for media professionals from Denmark and the Middle East to search for potential twinning partners” to ensure transparency and facilitate potential funding from other donors.

**Table 2 Overview table of twinning activities evaluated**

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**Twinning project type, objective and partners**

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**Egypt**

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Regional group twinning between journalists with the overall objective to “get journalistic investigative products with new and high quality content based on joint tools for investigative reporters (the ARIJ Manual), and to raise the level of knowledge and understanding of societies in the Middle East and Denmark.”<sup>210</sup>

Danish partners: Danish School of Media and Journalism (organising partner), the dailies Information and Politiken; and the Danish National Broadcast Cooperation (DR). Arab partners: ARIJ (organising partner), the dailies Al Ghad of Jordan and Al-Masry Al-Youm of Egypt; ON TV of Egypt; and Mustaqbal TV (Future TV) and New TV (Al Jadeed).<sup>211</sup>

Budget: DKK 176,128

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Institutional twinning between two radio stations with the objective of 1) “creating professional links between the Danish and Egyptian radio stations in order to exchange work experience and knowledge among the staff”; and 2) “providing the Danish radio listeners with new perspectives on Egypt through the broadcasting of P3 live from Cairo, including focus on the current Egyptian election on November 28-29, 2011.”<sup>212</sup>

Danish partner: Danish National Broadcast Cooperation (DR) – P3. Arab partner: Horytna.

Budget: DKK 67,000 (P3 only)

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Institutional twinning between two Web radio stations with the objective of 1) “producing and interacting with Egyptian Web radio journalists”; 2) “introducing Egyptian Web radio journalists to the use of the editing system Hindenburg”; and 3) “investigating new areas and possibilities for Web-based radio cooperation with Horytna.”<sup>213</sup>

Danish partner: Den2Radio<sup>214</sup>. Arab partner: Horytna.

Budget: DKK 44,340

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Institutional twinning between two Web medias with the objective to “exchange professional knowledge and experience between Web journalists from DR and Youm7 as a means to strengthen the professional relationship between Danish and Egyptian media professionals.”<sup>215</sup>

Danish partner: Danish National Broadcast Cooperation (DR) – Web-News department.<sup>216</sup>

Arab partner: Youm7.

Budget: DKK 25,370

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## 11 TWINNING

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Institutional twinning with the objective of creating a Cairo Photo Marathon in 2011 and Photo Marathons in Cairo, Alexandria and Ismailia in 2012 in order to “provide an opportunity for photography enthusiasts, amateurs and professionals, to engage creatively with photography, (-), and to spark an interest in, draw attention to, and open up a playful and inspirational space for elaborations for art and documentary photography (...)”<sup>217</sup>

Danish partner: Danish Photo Marathon. Arab partner: Danish Egyptian Dialogue Institute (DEDI).

Budget: DKK 258,000

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Media seminar twinning with the objective of inviting the ON TV staff (general manager and journalist) as guest speakers to a CPH:DOX seminar “about documentary film in relation to TV Broadcasting in Egypt”. The seminar was part of Copenhagen International Documentary Film Festival 2010.<sup>218</sup>

Danish partner: CPH:DOX. Arab partner: ON TV.<sup>219</sup>

Budget: DKK 25,000

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Media seminar twinning with the objective of inviting Egyptian multimedia artist to present “her take on the revolution in Egypt at two conferences in Copenhagen set-up in collaboration with DIIS and CPH:DOX.”<sup>220</sup>

Danish partner: CPH:DOX. Arab partner: Egyptian multimedia artist.<sup>221</sup>

Budget: DKK 10,000

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### Jordan

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Institutional twinning between two dailies with the objective of “developing an Al-Ghad web-portal through dialogue and cooperation.”<sup>222</sup>

Danish partner: Politiken. Arab partner: Al Ghad.

Budget: DKK 24,000

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Institutional twinning between a Jordanian film company and the Danish union of dramatists with the objective of “strengthening the concept of the production” for a TV series Yalafanous for children.<sup>223</sup>

Danish partner: The Union of Danish Dramatists (Danske Dramatikere).<sup>224</sup> Arab partner: Jordan Pioneers.

Budget: DKK 62,840

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Group twinning with the objective of giving “Jordanian partners the possibilities to meet with professional multimedia journalists who work with local journalism in Denmark, and to give the Danish journalists the opportunity to study how the Jordanians made local citizen journalism.”<sup>225</sup>

Danish partner: Danish National Broadcasting Cooperation (DR). Arab partner: community radios run by universities in Karak, Ma’an, and Irbid.

Budget: DKK 237,145

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**Lebanon**


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Institutional twinning between two dailies with the objectives of 1) “exchanging knowledge and experience between Danish and Lebanese web journalists, as a means to strengthen the professional relationship between the Danish newspaper Information and the Lebanese Al-Akhbar”; and 2) “conducting an international conference discussing the media coverage of the Arab countries, as conducted by media in the Arab and the Non-Arab world, focussing on objectivity.”<sup>226</sup>

Danish partner: Information. Arab partner: Al-Akhbar. Le Monde Diplomatique was a participating partner for the international conference.

Budget: DKK 224,153

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Individual twinning between two freelance journalists from Denmark<sup>227</sup> and Lebanon with the objective of “establishing strong professional networks between Arab and Danish journalists.”<sup>228</sup>

Budget: DKK 29,169

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210 Source: narrative report.

211 The monthly magazine Syria Today was also targeted for the group twinning but not sampled for evaluation.

212 Source: MoU.

213 Source: MoU.

214 The evaluation did not succeed in scheduling a meeting with Den2Radio within the allotted timeframe.

215 Source: MoU.

216 The evaluation did not succeed in scheduling a meeting with Danish National Broadcast Cooperation (DR) within the allotted timeframe.

217 Source: MoU.

218 Source: IMS country background note.

219 An interview could not be scheduled with ON TV.

220 Source: IMS country background note.

221 An interview could not be scheduled with the multimedia artist.

222 Source: MoU.

223 Source: IMS travel report of June 2007.

224 Only the latter was interviewed.

225 Source: IMS country background note

226 Source: MoUs.

227 An interview with the Danish partner could not be scheduled within the allotted timeframe.

228 Source: MoU.

In regard to the partner requirements of project proposals and completion reports, these seem to be only partially enforced as illustrated by the weak, and in some instances entirely missing, documentation (see Annex D for further information). IMS has stressed the ongoing difficulties in making partners submit completion reports, and should therefore consider co-drafting these with partners, to ensure not only documentation of results, but also enhanced lesson sharing within IMS and the wider DAPP network. Moreover, IMS should not only continue pursuing the continual update of the archive of twinning outputs (launched with the recommendation of the 2009 Review), but also bring the archive online for communication purposes.<sup>229</sup>

Further to twinning management, IMS' recent launch of the draft twinning toolkit –“The 'how we do it' guide to: Twinning”– is assessed as a first good step to institutionalising the lesson sharing in regard to twinning. The proposed typology of seven different kinds of twinning partnerships, however, comes across as being unnecessarily complex. Moreover, further guidance on the development of project proposals and completion reports would be beneficial for IMS staff to ensure enhanced implementation.

Lastly, in regard to the adequacy of IMS' human resources for twinning, the assessment from Danish and Arab partners alike is overwhelmingly positive, stressing both the knowledge, attitude, and flexibility of IMS staff: “IMS really care about the projects we do together and thereby function more like a partner than a funder. They care about the content without taking over. They have a very respectful way of working. And then they are superb networkers.”<sup>230</sup>

However, when it comes to following-up specific requests, the Arab partners especially had negative experiences, with requests for support/follow-up being unanswered for months.<sup>231</sup> Several Arab partners also had difficulties understanding why the twinning projects had “suddenly stopped”, and requested a mechanism for continued collaboration with twinning partners (see also Section 11.5 on sustainability).

### 11.3 Effectiveness

The overall and immediate objectives of the twinning projects evaluated (found in the regional MCP document (Phases II-IV) place consistent emphasis on enhanced mutual understanding and professionalisation of both partners. However, when analysing the shift in immediate objectives of the three regional programmes, a trend is noted towards less broad-scoped objectives with e.g. no reference to broadcasting/publishing of media outputs and co-productions in the current programme. Nonetheless, for this evaluation the broad-scoped objectives are applied drawing on the objectives of all three programme documents, summarised as follows:

- Mutual understanding of each other's political, social and cultural context
- Professionalisation through acquired knowledge and skills
- Co-productions between Danish and Arab media

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229 Development Associates (2009). *Review of International Media Support's Media Cooperation with the Arab World and Iran (2007-09)*. Copenhagen: Development Associates, March 2009. Annex 4, page 77.

230 Source: CPH:DOX staff.

231 Source: the daily Al Ghad, and the film company, Jordan Pioneer.

- Publishing/broadcasting of high-quality media outputs in Denmark and in the Arab world
- Increased media outputs in Danish media about the Arab world and vice versa
- Forging of professional networks and partnerships.

As already highlighted in the 2009 Review, the programme documentation does not and cannot stipulate up-front targets for specific twinning projects, as the twinning activities are “driven by the demand and supply of partners in both regions.”<sup>232</sup> Therefore, the twinning projects sampled were evaluated only on the merits of 1) the fulfilment of their own project objectives as stipulated in e.g. the MoU, and 2) the extent to which the twinning contributed to the fulfilment of the overall twinning objectives listed above.

In regard to the meeting of *specific twinning project objectives*, as listed in Table 2 above, the vast majority of projects evaluated have achieved the required activities, whether in the form of produced articles (ARIJ/Update; twinning of individual Danish/Arab journalists), live reportage (Youm7/DR; Horytna/DR), transfer of skills (Al Ghad/Politiken; Horytna/Den2Radio; Jordanian universities/DR), media events (ON TV/CPH:DOX; Baladi/CPH:DOX), photo marathon (DEDI/Danish Photo Marathon), conducting an international media conference (Al-Akhbar/Information), and development of a film pilot (Jordan Pioneers/Danske Dramatikere). The extent to which the outputs have achieved broader results varies is addressed under Impact in Section 11.4 below.

In regard to achieving the wider objectives of the regional programmes, all of the Danish partners indicated *enhanced understanding* of the Arab world due to the twinning. Furthermore, for some, cultural prejudices were dismantled, “As a journalist one holds predominantly a negative view of the Middle East. So it was fantastic to meet smart and dynamic young Arab people in ‘their own’ part of the world.”<sup>233</sup>

For the Arab partners, however, the twinning projects evaluated seemingly produced few results in terms of enhanced understanding of Denmark as a society, maybe driven by the fact that the majority of Arab partners produced articles focusing on Arab communities when visiting Denmark. Indeed one Arab partner went as far as saying that: “Frankly speaking, I gained more from the Danes coming here where we could work hard on our own turf rather than going to Denmark for six days.”<sup>234</sup>

When it came to *professionalisation results*, however, the majority of the Arab partners were enthusiastic about the knowledge they gained from visiting the work places of their Danish partners: “Although the trip only lasted for five days it was extremely beneficial because it has shown me the workflows and the administrative procedures of a major multi-platform media house.”<sup>235</sup> Onsite mentoring by Danish partners has led to more

232 Development Associates (2009). *Review of International Media Support's Media Cooperation with the Arab World and Iran (2007-09)*. Copenhagen: Development Associates, March 2009. Annex 4, page 77.

233 Source: DR staff.

234 Source: ARIJ/Update twinning participant.

235 Source: Youm7 staff.

concrete professionalisation results such as shifts in control room routines, interview techniques and story selection, which were some of the outcomes of the twinning between the Jordan Universities' community radios and DR. Also the Jordanian daily, Al Ghad, gained substantially from the coaching of their Danish partner, Politiken, on the subject of Web journalism with the introduction of e.g. new principles for reporting and work flow (see also Chapter 6: Online Media). Only the institutional twinning between the dailies, Al-Akhbar and Information, seemed to have produced few results, which both partners subscribe to the weak goal-setting and institutional buy-in in spite of the detailed project document guiding the twinning: "The goal orientation was weak in spite of joint IMS/Information/Al-Akhbar planning meetings. As a result the twinning outputs were limited."<sup>236</sup> Neither partner found the match to be adequate from a technical viewpoint, "as a manager I would have expected more insight of marketing strategies, advertising, distribution, and sales in general."<sup>237</sup>

In contrast to their Arab partners, the Danish partners gained little, if anything, in terms of professional development as the technical level was found to be too imbalanced, as addressed in Section 10.1 above. Only the Danish Photo Marathon refers to specific technical benefit as an outcome of their twinning. Danish intellectuals are now involved in the development of photo themes for the Danish photo competition.

There was one only case of *co-production* among the twinning projects evaluated: talk shows and music programmes which were jointly produced and broadcast on the radio stations of Den2Radio and Horytna during the Danish twinning visit to Cairo. On the other hand, there were many cases of *published/broadcasted media outputs* as listed above. However, in several instances there is an imbalance in regard to the production of these outputs with Danish partners producing media outputs and Arab partners serving as informants only. This imbalance was also highlighted in the 2009 Review.<sup>238</sup>

This imbalance is also reflected in the number of *media outputs in Danish media about the Arab world and vice versa*. There are very limited records of media outputs about Denmark in the Arab media as a direct output of the twinning projects; and then primarily, if not exclusively, on the topic of Arab communities in Denmark. In Denmark, on the other hand, there has been a multitude of different types of media outputs: live reportage, articles, and seminars, to inform the public about the Arab world. This imbalance might simply reflect the (understandable) limited interest of the Arab world in Denmark. Nonetheless, if the vision of "more multifaceted and less stereotypical" coverage in both regions is to be attained, emphasis on the publication/broadcasting of less narrow-angle stories in Arab media should be sought.<sup>239</sup>

Further to the Danish outputs, it is found that IMS has been very effective in the identification of media opportunities, whether in terms of timeliness or relevance.

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236 Source: former staff member of Information.

237 Source: Al-Akhbar staff.

238 Development Associates (2009). Review of International Media Support's Media Cooperation with the Arab World and Iran (2007-09). Copenhagen: Development Associates, March 2009, page 74.

239 Source: IMS (2007) *Media Cooperation with the Arab World and Iran. Programme Proposal 2nd Phase. 2007-09*. May 2007, page 74. In later phases of the regional programme, this objective is found "too ambitious to achieve and even less to document" (source: IMS staff), which is why it is retained as an overall vision only.

The DR live radio broadcasting from the Tahrir Square in the week leading up to Egyptian 2011 election is a prime example. Another interesting example was the “Free Radicals” segment of the Copenhagen International Documentary 2011 Film Festivals, where Arab filmmakers and activists were invited to present their views on the Arab Spring revolution. In terms of the reception of the various media outputs, no research has been conducted to document the results, whether in the form of press coverage, number of attendees/listeners, etc. Hence, the quantification of dialogue results cannot be made.

Finally, in regard to the forging of *professional networks*, the Danish partners have especially benefitted from making new contacts in the Arab world; this is particularly helpful in supplying future sources for background interviews. For example, DR P3 has contacted their Egyptian Horytna contacts repeatedly after the live broadcast for follow-up interviews in regard to the Arab Spring. And the daily newspaper Information is now sharing premises with their Arab partner in Lebanon as an outcome of the institutional twinning; with their Middle East correspondent renting an office from Al-Akhbar. “This has changed the manner with which Information is covering Lebanon (more and better sources); but the coverage is also more biased with this close relationship.”<sup>240</sup> For the Arab partners, new professional contacts have been used for professionalisation purposes with follow-up questions on technical matters to their Danish mentors immediately after the visits. There is no evidence of Arab partners’ continual use of Danish contacts for journalistic purposes (see also Section 11.5 on sustainability).

#### 11.4 Impact

The impact of the twinning projects has been assessed in regard to the continual application of newly gained knowledge after the projects have come to an end, in the form of either published/broadcasted media outputs reflecting new cultural Danish/Arab insights; or strengthened media functions as a measure of the undertaken professionalisation.

There has been no evidence of published articles on Denmark by the twinning partners (or their media outlets) in the Arab media after the completion of the projects. Several Danish partners have, however, translated the knowledge of the Arab world into new products. E.g. an ARIJ/Update twinning participant drafted an editorial predicting the spread of the uprising the day after the fall of Ben Ali of Tunisia, based on his experiences, “During my stay in Egypt, I could sense very clearly the smoldering dissatisfaction with the sitting regime.” Other Danish partners could, however, not apply the new knowledge professionally, as they were engaged to exclusively cover Danish or local news.

In terms of strengthened media functions, there has been no impact recorded for neither the Danish nor the Arab twinning partners.

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<sup>240</sup> Source: former Editor in-Chief, Information.

### 11.5 Sustainability

The sustainability of the twinning projects in terms of continued cooperation is assessed as low. Only three cases<sup>241</sup> of continued cooperation were identified and then only in the form of Danish partners reaching out to their Arab twinning partners for background information on current events. However, at a personal level many of the partners have stayed in touch via social media, such as Facebook.

Although the Arab partners have not reached out to their Danish partners for collaboration purposes, the majority of the Arab partners regretted the absence of a formal mechanism for continued exchange. Several proposals in this regard were made, such as an alumni club for ARIJ beneficiaries, and the creation of county-specific event for twinning/training participants to “capitalize on the social capital created.”<sup>242</sup> The evaluation concurs with the proposed need and recommends Danida to establish a mechanism for continual exchange and lesson sharing for partners of the overall DAPP MCP programme.

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241 The cases identified are: the individual twinning between two freelance journalists from Denmark and Lebanon; the institutional twinning between the radios Hortyna and DR P3; and the ARIJ/Update twinning between the dailies Information and Al-Masry Al-Youm.

242 Source: individual twinning participant.



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## 12 Programme management

A range of different programme management issues has emerged. Some of the issues are specific to certain themes or countries, whilst others are cross-cutting. Below follows a summary of the key programme management issues assessed.

### 12.1 Intervention logic

Most of the intervention areas/projects of the MCP contribute to several objectives across several focus areas. This has resulted in multiple overall and immediate objectives for each of the intervention areas, loading the sometime small interventions (i.e. EoM,) with a multitude of expected results. In Phase III of the regional MCP, a “looser” structure was chosen with individual projects being detached from specific focus areas “because often projects contribute to several objectives across several focus areas.”<sup>243</sup> In the current Phase IV, an attempt has been made to trim down the number of objectives. While clear linkages between intervention area objectives and overall programme immediate objectives can still not be established, the new outcome indicators of the intervention areas provide a clearer orientation for partners about what is expected to be achieved through specific programmes.

Both the overload of general objectives on single project components and the inconsistencies of general objectives that do not fit for all may have made it more difficult to formulate clear and practical partner strategies. If issues related to objectives were addressed, this may produce a – even if more moderate – realistic framework for all work undertaken. Therefore, the evaluation recommends adjusting the specific and overall MCP objectives to streamline monitoring requirements, reflect the changed realities in the MENA region and ensure that objectives are realistic and relevant.

### 12.2 Needs assessments

Needs assessments have been used systematically as a planning instrument for the assessment of *thematic needs* for the DAPP MCP, although they were used much more extensively in the regional programmes than in the country programmes assessed.<sup>244</sup> Overall, it is found that the thematic needs are adequately assessed. Only for PSB and documentary filmmaking were the assessments found to be incomplete. PSB lacked adequate institutional assessments, and documentary filmmaking, the critical production cycle needs of sales, promotion and distribution.

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243 Danida (2011). Final Pre-study for Evaluation of the Partnership for Dialogue and Reform Programme. EVAL May 2011, page 73.

244 The country programmes evaluated are: IMS (2010). *Bilateral Media Cooperation Programme with Jordan*. Project Document. March 2010, pages 6-10. IMS (2007). *Joint Yemen Media Development Programme (JYMDO), 2007-2009*. November 2007, pages 9-16. IMS (2010). *Joint Yemeni Media Development Programme (JYMDP), Phase II*. Project Document 2010-2012. April 2010, pages 2-5.

Both the 2010 and 2011 DAPP guidelines stress the need for *country assessment*.<sup>245</sup> However due to the scope of the MCP programme, it has not been regarded as “efficient to undertake expensive in-depth assessments for activities, where the assessment might end up being more expensive than the activities themselves.”<sup>246</sup> As a result, country context analyses have been conducted for the countries benefitting from bilateral media cooperation programmes only.<sup>247</sup> For those countries evaluated which received support exclusively through the regional programmes, only very succinct (two-three page) regional assessments are to be found in the background chapters of the regional programme overviews. The evaluation recommends that in order to enhance overall relevance and to strengthen country coordination efforts (see also Section 12.4), that Danida conduct DAPP (not media only) country assessments on a biennial basis. In regard to those programmes that took place in countries where country analyses were conducted (especially the ones conducted for Jordan), these are positively acknowledged and the strong and relevant emphasis on political economy assessment noted.

Finally, in regard to *project level needs assessments*, only a very limited number of needs assessments, and then embedded in project documentation such as MoUs and the like, have been identified. While it is understood that minor twinning projects might not justify extensive needs analysis prior to implementation, it is of grave concern that there appears to be a complete lack of institutional assessments of e.g. public service broadcasters or unions<sup>248</sup> as a measure to direct the capacity building efforts. The evaluation therefore recommends that Danida further specify the criteria for needs assessments in the DAPP guidelines; and that the contract holder train staff in the importance and conduct of institutional assessments.

### 12.3 Monitoring

The inadequate monitoring of MCP activities and the need for developing coherent monitoring tools and procedures are issues that have been mentioned again and again in reviews<sup>249</sup> and assessments conducted during the past five years, most recently summarised in the generally shared recommendation that IMS allocates “resources (funds, staff, time) for the establishment of a consolidated and lean M&E system which links project/programme level monitoring with expected outcomes and results as presented in the Strategic Plan.”<sup>250</sup>

The evaluation concurs with the conclusions and recommendations made in previous reports. The IMS monitoring of MCP activities can at best be described as patchy (see list of documentation per intervention area reviewed in Annex E); and the monitoring

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245 Source: Danida (2010). Objective and guidelines for the implementation of bilateral activities under the Danish-Arab Partnership Programme (DAPP). Copenhagen: Danida, page 10.

Danida (2011). Objective and guidelines for the implementation of bilateral activities under the Danish-Arab Partnership Programme (DAPP). Copenhagen: Danida, page 18.

246 Source: former Danida MENA staff member.

247 Country analyses have been conducted for Jordan (January 2008, May 2009, July 2011) and for Yemen (December 2010, January 2012).

248 Institutional assessments were e.g. not identified for Jordan Radio and Television Corporation (JRTV) and the Syndicat National des Journalistes Tunisiens (SNJT).

249 See e.g. the 2008 thematic review, the 2009 review of the regional MCP and the 2009 DAPP review.

250 Topsøe-Jensen, Bente (et al) (2012). *International Media Support. Capacity Assessment – managing growth*. Copenhagen: www.bentetopsøe.dk. Page 58.

of activities is unquestionably critical for not only the documentation and communication of results but also for learning purposes when formulating future interventions.

In the 2009 Review it was noted that, “it seems to be the general perception of DAPP partners, that ‘traditional’ methodological tools for measuring and assessing results for development cooperation programs, neither can nor should be applied for DAPP projects, as these are fundamentally different from other more traditional development programme. The review team disagrees with this perception.”<sup>251</sup>

Now almost four years later, the evaluation recognises a similar if not even stronger perception among DAPP partners (including MFA MENA staff) given the Arab Spring and the ever-evolving political developments, leading to “more administrative tasks such as monitoring being pushed to the back-burner.”<sup>252</sup> However, it is the assessment of the evaluation, that the current developments in the MENA region, and the unique DAPP partnership approach, only underline the need for adequate monitoring and systematic, consistent reporting. This is an assessment shared by in-country MFA and IMS staff, who stress that “the records about what has happened are not sufficient” leading to lack of shared knowledge of “why projects work or fail,” and perceived lack of transparency in IMS decision-making by Arab stakeholders.<sup>253</sup> The loss of intelligence has also been lamented on the project partner side by e.g. an ARIJ Board member saying that due to the lack of mandatory method reports requested from journalists funded from ARIJ, knowledge has vanished.

The evaluation recommends that a robust M&E framework is established, in conjunction with MFA management, the MENA management team and MCP contract holders and adopted going forward. Regular reporting should be a feature, and a knowledge management approach taken to disseminating and adopting lessons learned. It may be that additional resources and staff are needed to maintain the M&E system, and respond, in general to the political and programmatic demands of DAPP.

## 12.4 Coordination

Three different types of coordination of media activities were addressed during the evaluation: 1) coordination at country/regional level among DAPP media partners; 2) coordination at country/regional level with other MCP partners and, 3) coordination of MCP media activities with other stakeholders at country level.

*Coordination among DAPP MCP partners* at country/regional is assessed to be less than optimal. For example, stakeholders were not informed of other DAPP or MCP projects of direct relevance to their own field of work. This is evidenced in regard to documentary filmmaking, where potential synergies among the MCP support to the Screen Institute Beirut and individual filmmakers were not capitalised upon as the stakeholders were not informed of each other’s activities. For the AWG, neither the stakeholders at country level (Jordan), nor at regional level were kept abreast of each other’s activities (see also Chapter 4 on Media Monitoring).

251 Skadkaer Consult (2009). *Review af Det Arabiske Initiativ. Dansk syntese rapport*. Copenhagen: Skadkaer Consult. Page 25.

252 Source: former Danida MENA staff member.

253 Source: Interviews with in-country MFA and IMS staff.

The 2009 Review recommended that cross-fertilisation between themes should be pursued:<sup>254</sup> such as between monitoring projects (AWG) and investigative journalism (ARIJ) on quality content. It is the view of this evaluation that coordination is best facilitated at country office level vis-à-vis HQ level. It is therefore recommended that IMS strengthens its country offices with more senior staff profiles.

In regard to *coordination with other DAPP partners* at country/regional level, the evaluation found no evidence of such endeavours aside from the Cairo/Egyptian Photo Marathon, which was carried out in collaboration between IMS and the Danish Egyptian Dialogue Institute (DEDI). Indeed “turf battles” among DAPP partners for intervention areas/partners were referred to by key stakeholders.<sup>255</sup> Also, the Danish embassy in Egypt was not kept continually informed of DAPP-funded activities, which weakens any coordination function that the Embassy might play in its daily work meeting with stakeholders. To rectify the situation, the evaluation recommends that the MFA (MENA): review the mandate of DEDI to ensure coherence with other DAPP stakeholders and strengthens the current DAPP mechanism for coordination and exchange of experiences with in-country stakeholder meetings.

In terms of *coordination with other media actors* at country/regional level, it is the assessment of the evaluation that MCP, through IMS, applies a very professional approach to coordination with other donors/local media actors – taking the lead in facilitating coordination of media assistance in Egypt, Tunisia and Yemen for example (see Chapter 6 and on Legal Reform and Chapter 9 on Community Radio).

### 12.5 Selection of contract holder

The implementation of MCP is structured along thematic partnerships managed by (typically) one Danish organisation (contract holder) that has overall implementation responsibility per programme.<sup>256</sup> For the DAPP MCP, IMS is the contract holder with responsibility for implementing a current total of six programmes<sup>257</sup> with a total budget of DKK 71.6 million, addressing 10 different intervention areas: investigative journalism, media monitoring, legal reform, online/social media, PSB, documentary filmmaking, legal reform, journalist skills training, monitoring of media rights violations and advocacy, and support to journalist unions and professional associations.

While the evaluation assesses IMS to be an organisation of high professional standards, it questions whether current IMS staff (or staff of other Danish media organisations) hold all the adequate competencies to undertake their different roles: funder, facilitator/coordinator, broker and technical adviser<sup>258</sup> – relevant for *all* the fields of intervention. This is particularly in regard to the intervention areas on the margins of IMS’s mandate/

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254 Development Associates (2009). *Review of International Media Support’s Media Cooperation with the Arab World and Iran (2007-09)*. Copenhagen: Development Associates, March 2009, page 33.

255 Interview with Cairo stakeholders.

256 Source: Danida (2011). *Objective and guidelines for the implementation of bilateral activities under the Danish-Arab Partnership Programme (DAPP)*. Copenhagen: Danida, page 17.

257 The six programmes are: the Regional Media Cooperation Programme – Phase IV, Joint Yemeni Media Development Programme – Phase II, Media in Transition, Media Monitoring, Free and Professional Media in Libya, and Syria Media Institute.

258 For further information on IMS’ role see also: Development Associates (2009). *Review of International Media Support’s Media Cooperation with the Arab World and Iran (2007-09)*. Copenhagen: Development Associates, March 2009, page 28.

core competencies, such as documentary filmmaking – as also echoed by the film industry professionals interviewed for the evaluation – and institutional building activities (see also Section 11.2). It is therefore recommended that MFA broaden the MCP implementation responsibility to additional contract holders.

## 12.6 Dual objective – dialogue and reform

The evaluation concurs with the assessments of earlier reviews that “the dual objective of DAPP (of dialogue and reform) is relevant to the context and endorsed by partners in the region and in Denmark”.<sup>259</sup> The Arab Spring has opened-up avenues for reform in the region not experienced previously (see also country profiles in Appendix G). And with the emerging islamisation of countries like Egypt and Tunisia<sup>260</sup>, and its oft-linked rejection of western value-systems<sup>261</sup>, the need for dialogue is as important now as when the DAPP was first formulated in 2003.

Moreover, the evaluation concurs with the recommendation of previous reviews for further clarification of DAPP guidelines in relation to the dialogue objective and the measurement of results and activities – a recommendation which is yet to be taken-on by the MFA – in order to attain the desired results.<sup>262</sup> The partnership approach, with partnerships for knowledge sharing and collaboration between “the Danish resource base” and the MENA region, has clearly been identified as the main vehicle for dialogue.<sup>263</sup> However, the measurement of dialogue results has not been addressed.

The evaluation matrix for this evaluation is a case in point in relation to the existing lack of clarity, illustrated by the inconsistent assessment of DAPP dialogue objective scope between this and other studies. An indicator for dialogue outcomes for *this* evaluation is identified as “the partners’ published production that reflect experiences and new insight of the Arab world in Denmark, and of Denmark in the Arab world” (see Appendix F for the evaluation matrix). In the 2010 DAPP dialogue assumptions research study, dialogue outcomes were assessed by the partnerships’ contribution to the “dismantling (of) mutual prejudice and to (the) building (of) trusting interpersonal relations and genuine partnerships across cultures”.<sup>264</sup>

A clearer objective framework for the DAPP would also facilitate a more rigorous identification of end-objectives per project. Can all projects claim to be contributing to the dialogue objective simply through the *application* of the partnership approach? And are Danish partners always the most suitable interlocutors for stimulating reform in the Arab world? The evaluation cannot answer in the affirmative to either question,

259 Source: Skadkaer Consult (2009). *Review of the Danish-Arab Partnership Programme. Comprehensive Report Final DRAFT*. Copenhagen: Skadkaer Consult, page 40.

260 See e.g. <http://www.crethiplethi.com/analyzing-egypt/islamic-countries/egypt-islamic-countries/2012/> and <http://www.nytimes.com/2012/03/27/world/africa/tunisia-says-constitution-will-not-cite-islamic-law.html>

261 See e.g. <http://www.foreignpolicy.com/files/042ff47cd92e3ca8a4bc92e94b3f6cccc.pdf>

262 Source: Skadkaer Consult (2009). *Review of the Danish-Arab Partnership Programme. Comprehensive Report Final DRAFT*. Copenhagen: Skadkaer Consult, page 35.

263 See e.g. Danida (2011). *Objective and guidelines for the implementation of bilateral activities under the Danish-Arab Partnership Programme (DAPP)*. Copenhagen: Danida, page 16.

264 Wegter, Marie-Louise, Pultz, Karina. *Dialoguing partnerships. An analysis of the dialogue assumptions of the Danish Partnership for Dialogue and Reform*. November 2010. DIIS Report 2010:09, page 4.

and recommends therefore that the MFA expands the usage of non-Danish partners for reform-specific projects, such has been the case in regard to support of journalist unions by the IFJ.

### 12.7 MCP regional approach

The DAPP MCP has undergone shifts in its geographical approach, with initial emphasis on regional programmes only; then regional *and* country programmes, and now, more recently, renewed emphasis on regional programmes with country programmes used as stop-gap measures only.

The emphasis on regional programmes as the main programming vehicle holds clear advantages in terms of flexibility and behind-the-scenes diplomacy, as regional programmes do not have to be co-signed by recipient country governments. Moreover, the activities of regional programmes can also more easily be shifted among countries in response to evolving events. This flexibility has been used extensively, and well, by IMS in response to the Arab Spring during the past two years.

However, the evaluation found that a uniform regional approach across all MCP themes is not conducive for generating best results. For example, cultural content found in films produced for television is only circulated sub-regionally (Syria/Lebanon/Jordan or Morocco/Tunisia for instance) – see also Chapter 8 on PSB. In contrast, the media monitoring radio programme, EoM, failed with its regional airing because content was too focused on Jordan (where it originated). Therefore, while the evaluation concurs with the recommendation of the 2009 Review to “maintain the regional cooperation strategy and build on it, the MFA should, along with the various partnership programme contract holders, further explore the notion of sub-regional networks for enhanced results.”<sup>265</sup>

### 12.8 Many flowers blooming?

As evaluators, one of the most striking features of the DAPP MCP is the sheer amount of projects being implemented, ranging from very small one-off events, to complex multi-year regional initiatives. The evaluation does not hold complete lists of MCP projects launched. But the fact that more than 160 partners have been involved in MCP implementation gives an indication of the scope of projects managed.

The 2011 DAPP guidelines refer to the “broad involvement of the Danish resource base” as an indirect success criterion given the partnership approach for dialogue results.<sup>266</sup> Moreover, IMS regards some of the smaller projects as “testing ground” for more important activities. And the projects, for the most part, are appreciated by the partners involved- as assessed for the targeted twinning projects (see also Section 11.3).

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265 Development Associates (2009). *Review of International Media Support's Media Cooperation with the Arab World and Iran (2007-09)*. Copenhagen: Development Associates, March 2009, page 34.

266 Danida (1011). Objectives and guidelines for the implementation of bilateral activities under the Danish-Arab Partnership Programme (DAPP). Copenhagen: Danida, page. 17.

Nonetheless, the evaluation questions whether the management of these many small-in-scope and off-one activities might not distract from the management of more substantial projects as per, for example, the findings presented in regard to inadequate monitoring. Moreover, given the changing context in the MENA region with new avenues for reform, change and dialogue potentially opening up, the time might be opportune to aim for more ambitious partnerships, including with government institutions, in terms of both timeframes and funding. The Danish Ambassador to Egypt summed-up the need for a different DAPP response as follows: “It makes sense to start very carefully, but can we build on the same type of activities for the future? The region is a different region now. And we need to get out of our comfort zone: outside of Cairo and beyond like-minded English-speaking activists.”

The evaluation recommends that MFA explore the opportunities for longer-term and more substantial Arab partnerships within the existing DAPP framework. Moreover, to facilitate efficient project management and strategic thinking, it is recommended that current short-term ad-hoc contract modalities with key Danish partners, such as the Danish Union of Journalists and the National Film School of Denmark, are replaced with long-term (three year) contract frameworks.

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## 13 Conclusions and recommendations

Theme-specific conclusions and recommendations are integrated into the chapters for each intervention area (see Chapters 4 to 10). Presented below are the macro conclusions for the evaluation, structured per the four evaluation questions presented in Chapter 2, followed by the evaluation recommendations.

### 13.1 Conclusions

**Evaluation question one:** *To what extent and how has media cooperation contributed to enhanced dialogue between media professional partners and between Arab countries and Denmark? What have been the key mechanisms and factors of success and failure?*

As highlighted in Chapter 12, there is a lack of clarity of the DAPP dialogue objective in regard to the measurement of results and activities. In the DAPP programme documentation reference is made to DAPP guiding principles for dialogue such as respect for pluralism, diversity and cultural specificities, equality and mutual respect, and avoidance and reduction of prejudices and stereotypes, but the principles have not been operationalised into concrete objectives and measurable indicators.<sup>267</sup> As a result the evaluation had to establish proxy indicators for dialogue results specifically related to the MCP as outlined below.

In regard to dialogue outcomes, the evaluation concludes that results were attained by both Danish and Arab partners alike, albeit with different emphasis as illustrated in the results below (summarised by dialogue outcome indicators):

- Concrete benefits from partnerships: both Danish and Arab partners could identify concrete benefits but with different emphasis. Arab partners identified primarily enhanced knowledge about media development issues. Danish partners stressed the enhanced cultural knowledge and new network.
- Equality in partnerships: the partnerships evaluated are not equal in nature and this due to the lack of professional reciprocity. Danish partners perceived their Arab partners technical level as too low to lead to mutual benefits. For the Arab partners, equality was not specifically sought; instead there was a desire to partner with more experienced Danish partners in order to gain professionally from the partnership.
- Enhanced knowledge about Arab/Danish culture: evidence for mainly dialogue outcomes for Danish partners has been identified. Arab partners, when interviewed, stressed primarily enhanced knowledge about media professionalisation issues.

In regard to impact, assessment of dialogue results has for this evaluation been measured in the form of continual publishing/broadcasting of media outputs, which reflect Danish partners' new insight of the Arab world in Denmark, and Arab partners' new insight of

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267 Draft concept paper. *Operational guidance for Planning and Implementation of The Danish Wider Middle East Initiative (Bilateral activities)*. Copenhagen: Danida, 2003. Page 2.



Denmark in the Arab world after completion of specific twinning project. The evaluation concludes that while there is some evidence of dialogue impact in Denmark, there is no evidence of dialogue impact in the Arab world.

Finally, in terms of the sustainability of the dialogue results, the sustainability is assessed as low as measured by continued collaboration between partners. Only a few incidences were identified of Danish partners reaching out to their Arab partners for background information on current events. In regard to sustainability in terms of continued personal relationships, many of the partners have stayed in touch via social media such as Facebook.

The following key factors determining dialogue success/failures have been identified:

- The activities holding dialogue as their primary DAPP objective – such as conduct of seminars, screening of Danish/Arab produced films, article series on Denmark/ Arab world, hold higher dialogue impact potential.
- Arab professionalisation results from partnerships are deepened (attained) with onsite training. See further below under evaluation question four.
- Partnerships and visits to Denmark do not in themselves lead to new insights on Danish culture by Arab partners.
- Sustainability of partnerships is enhanced with professional reciprocity between Danish/Arab partners.

**Evaluation question two:** *To what extent and how have reform activities contributed to the overall objectives of the MCP? Can key factors of success and failure be singled out?*

Based on the reconstructed intervention logic of Chapter 3, five overall objectives have been identified for MCP reform activities, and for all focus areas the evaluation has identified positive results in the form of outcomes and (to a lesser extent) impact. Below follows a summary of reform results attained per overall objective.

Legal reform is the most direct intervention area for the attainment of the MCP focus area *enhancing media freedom*, taking a systemic and structural approach to the change of restrictive media legislations and policies. Two legal reform projects, of different maturity, have been assessed for this evaluation with draft and/or adopted laws as identified results. Reform impact, however, in the form of e.g. enhanced protection of journalists or diminution of self-censorship is yet to be identified.

In Egypt, MCP provides support to the NCMF, which was formed immediately after the revolution with the aim of reforming the complex legal framework governing (and controlling) media in Egypt. No impact on legislation has been achieved so far in Egypt in spite of the intensified advocacy work of the NCMF and the submission of several law revisions such as a press law, a public service media and a private broadcasting law and a revised constitution.

In Yemen, on the other hand, MCP supported advocacy work of YemenPAC in cooperation with YJS, led to the adoption of an Access to Information law by Parliament in 2012. However, Yemen provides an example that legislation is a necessary but not a

sufficient guarantee for freedom of expression, as media freedom is continuously challenged through the harassment of journalists.

The *establishing/strengthening of supporting institutions* is one of the key focus areas of MCP encompassing the establishment of the MCP flagship institutions of ARIJ, AWG and SIB. And overall the results are positively assessed. The evaluation concludes that it is the high (and for the region) unique relevance of their mandates coupled with continual institutional support by IMS, which has led to significant results. Outcomes and impact have been identified whether in the form of strengthening other supporting institutions, improving professionalism and quality content or enhancing media as platform for democratic discourse (see also further below). However, the three institutions are yet to attain financial sustainability – even if only within the parameters of donor funding. Moreover, for both ARIJ and AWG, further regional anchorage is required in order to attain institutional sustainability.

In terms of support to existing supporting institutions, AWG has attained positive results in capacitating local media monitoring chapters leading to published election, migrant workers, and gender monitoring reports in a string of countries.

The *ability of media to function as platform for democratic discourse* has been an objective area for the vast majority of the intervention areas and – for the most part – with positive results. ARIJ-supported investigative stories have e.g. led to new minority issues being discussed at talk shows and women being invited as discussants. ARIJ has also helped established hitherto unknown investigative units in select media leading to new and enhanced stories and programs – in spite of the limited number of full-time staff. AWG's monitoring reports have broadened the discussion of issues affecting election, women and minorities. EoM has addressed issues of media ethics. MCP support to community radios in Jordan has contributed to the diversity of the debate through empowering women and the inclusion of local reporting into a national programme. And finally, SIB-funded documentaries have shed light on political, minority and social issues not formerly addressed in MENA film productions.

For the intervention areas of online media and PSB, however, the results in terms of impact were wanting due to unsustainable support and (for PSB) lack of institutional buy-in.

The *improvement of media professionalism and quality content* is the MCP focus area with the majority of activities and the most contested results due to the one-off nature of the majority of training sessions provided. The training provided by ARIJ, AWG and SIB is the exception to this pattern, following up the training with funds for publication (ARIJ) or linking training to specific monitoring/filmmaking activities (AWG/SIB). For PSB the results are more mixed. The capacity building of television stations in Jordan (JRTV) and Lebanon (New TV) through children's programming did not leave any impact due to lack of ownership at managerial level. In contrast, the support to local radio stations in Yemen (YGCRTV) led to significant change in editorial routines due to the combined impact of the training and audience research. However, for the majority of other training sessions provided, impact is limited given the short-term nature of the capacity building carried-out. Moreover, for some Arab partner institutions, such as the Egyptian multi-media platform, Horytna, and the Jordanian local radio stations staffed by student volunteers, the training is rendered unsustainable due to the high turnover of volunteers.

Finally, in regard to *coordination of media assistance* the overall emphasis within this focus area has been on the coordination of local NGOs over and above the coordination with international players as reflected in the limited number of co-funded MCP activities. Two intervention areas contributed directly to this overall objective: legal reform and community radio – and both with positive results.

For legal reform, IMS played an important facilitating role in both Egypt and Yemen to ensure harmonised response and a broad-based coalition (see also above). In regard to support for community radios, MCP supported the Tunisian initiative of organising the community and web radio sectors leading to joint advocacy for more diverse broadcasting.

The following key factors determining media freedom success/failures have been identified:

- The impact of initiatives to reform media law is intricately linked to the overall political development of the country. Hence, legislation is a necessary but not sufficient guarantee for media freedom.
- Time matters, whether in the form of rapid response to use windows of opportunity; or in the form of endurance, persevering with legal reform work for results.
- The success of the legal reform process in Yemen can be attributed to the concurrent establishment of broad coalitions and social movements, awareness-raising among key decision-makers in government and parliament, and the production of drafts – in line with earlier research about strategic approaches that are identified “as most likely to be successful across the world.”<sup>268</sup>
- Successful development of new institutions requires high (and previously unmet) relevance of mandate coupled with sustained support.
- Financial sustainability should be planned up-front in conjunction with exit strategies.
- Conduct of institutional assessments including policy economy parameters is crucial to ensure the ownership of the partner organisation before launch of capacity-building activities.
- The launch of new themes for sustained democratic discourse is most effectively undertaken in the context of MCP-supported publications/productions.
- One-off training sessions do not lead to in-depth impact unless coupled with other production activities.
- A minimum level of staff permanency needs to be ensured upfront in order to ensure sustainability of capacity building.

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268 BBC World Service Trust. *How to use communication to make aid effective: Strategies and principles for programme-based approaches*. London: BBC Media Action, 2010.

**Evaluation question three:** *To what extent and how have DAPP and MCP programmes and projects been flexible and adjustable to respond to reform movements in their dynamic complexity?*

The MCP activities have adjusted to a great extent to reform movements, at different levels. First, to respond to the Arab Spring and the emerging opportunities for reform, new programmes were developed within a short timeframe, such as the Media in Transition Programme for Egypt and Tunisia – which also held a mechanism for providing swift and flexible media support to respond to emergencies and opportunities for reform elsewhere in the region – and the programme for Support to Development of Free and Professional Media in Libya. Both programmes were launched in 2011.

Second, in regard to specific intervention areas, consultations for support to critical intervention areas, such as legal reform work in Egypt, were launched swiftly: less than two months after the overthrow of the government, the NCMF was formed and the office established with funding from MCP.

Third, opportunities for dialoguing in Denmark on unfolding events in the Middle East have been identified and acted upon very effectively; such as the “Free Radicals” segment of the Copenhagen International Documentary (CPH:DOX) 2011 Film Festivals, where Arab filmmakers and activists were invited to present their views on the revolution/s.

**Evaluation question four:** *Which lessons can be learned for future media cooperation and professionalisation of the media in the MENA region?*

The lesson learned for future media cooperation and professionalisation of media in the MENA region are summarized as follows:

- *Seat of regional initiatives affect outcomes.* For regional initiatives, the geographical location of the seat (or HQ) of the initiative can affect the impact of the activities. E.g. one of the key factors leading to the closure of the AIF was its location in Amman Jordan, which lacks a vibrant film industry. SIB, which replaced AIF, was opened in Lebanon for this very reason.
- *Level of visibility of Danish support to be determined case-by-case.* Depending on the context, visible Danish partners can bring credibility to media cooperation initiatives. This was e.g. the case for ARIJ, where Danish board members facilitated the collaboration between the regional partners. In other instances, visibility can affect impact negatively, such as is the case in Egypt, where many local media organisations do not wish to flag overseas funding in fear of repercussion vis-à-vis the government and segments of the public. In Yemen, Danish partners deliberately did not disclose their nationality, as negative sentiments in Yemen against Denmark and Danes are still widespread due to the 2006 Muhammad Cartoon crisis.
- *Cultural and linguistic capabilities can influence outcome.* Danish and Arab partners alike identified the importance of linguistic capabilities. For the Danish partners, insufficient English language skills of some of their Arab partners limited the scope of the collaboration. For the Arab partners, the cultural and linguistic capabilities of IMS staff in particular were stressed as critical in terms of affecting programme outcome either positively (AWG) or negatively (AIF/training local radio professionals to use of digital technology in Yemen).

- *Local presence is critical for coordination/follow-up.* Given the complexities of MCP (regional and country programmes), the (often existing) language barriers between implementers and Arab partners, and the different communication culture of some countries in the MENA region (e.g. weak/no response to e-mail or phone calls) – local presence of the implementer is even more critical for coordination and follow-up purposes.
- *MENA regional approach cannot be applied uniformly.* The emphasis on regional programmes as the main programming vehicle holds clear advantages. However, for example, cultural content such as films and TV series circulate only sub-regionally (Syria/Lebanon/Jordan or Morocco/Tunisia for instance). Hence, it is found that a uniform regional approach across all MCP themes is not conducive for attaining best results.
- *Twinning visits of Arab partners' to Denmark are not an effective means for professionalisation.* Onsite training in the countries of the Arab partners holds a much better chance of leading to professionalisation results – even with modest input – as compared to twinning visits in Denmark.

## 13.2 Recommendations

The recommendations of the evaluation are structured into three clusters as follows: 1) recommendations for DAPP programme management; 2) recommendations for MCP programme management, and 3) recommendations for media development per intervention areas addressed (see also detailed recommendations in Annex D).

### **Recommendations for DAPP programme management:**

- *Clarification of dialogue objective and approach.* The DAPP dialogue objective needs to be further clarified by MFA in order to facilitate measurement of results. Moreover, the approach to dialogue results – in the form of Danish-Arab partnerships – needs to be reviewed, as per the conclusion drawn on the limited dialogue impact.
- *Revision of DAPP guidelines.* The DAPP guidelines should be revised by MFA in order to stipulate clear criteria for the application of needs assessments.
- *Development of M&E system.* A robust M&E framework should be established, in conjunction with MFA management, the MENA management team and contract holders and adopted going forward. Regular reporting should be a feature, and a knowledge management approach taken to disseminating and adopting lessons learned. It may be that additional resources and staff are needed to maintain the M&E system, and respond, in general to the political and programmatic demands of DAPP.
- *Clarification of DEDI's role.* The role and responsibilities of the Danish Egyptian Dialogue Institute should be clarified by MFA vis-à-vis the other contract holders in order to ensure synergy and prevent activity duplication.

- *Enhancement of information sharing among DAPP partners.* The current DAPP mechanism for coordination and exchange of experiences should be strengthened with in-country stakeholder meetings for enhanced synergy among programme areas. Danish embassies should facilitate such meetings to ensure local anchorage for lesson sharing.
- *Broaden scope of contract holders.* MFA should broaden the MCP implementation responsibility to additional contract holders in order to ensure adequate competencies in implementation oversight for all MCP intervention areas.
- *Inclusion of international partners for DAPP reform activities.* The usage of non-Danish partners for reform-specific projects should be further explored by MFA to ensure the best partner match possible in terms of competencies and needs. Inclusion of relevant international partners will also facilitate harmonisation efforts and building on previous reform experiences.
- *Exploration of sub-regional networks.* While the evaluation recommends maintaining and building on the regional cooperation strategy approach, the MFA should, along with the various partnership programme contract holders, explore the notion of sub-regional networks for enhanced results.
- *Conduct biennial country assessments.* In order to enhance overall relevance and to strengthen country coordination efforts, MFA should conduct DAPP (not MCP only) country assessments on a biennial basis.

### **Recommendations for MCP programme management:**

- *Formulation of longer-term projects with Arab partners.* MFA should explore the opportunities for longer-term and more substantial Arab partnerships within the existing DAPP framework, including with government institutions (e.g. in relation to PSB) as relevant.
- *Formulation of exit strategies.* The contract holder (IMS) should, in collaboration with institutions that have been established with the support of MCP (e.g. ARIJ and AWG), develop exit strategies for those institutions, with the overall purpose of preparing the institutions in question for their self-sustainability.
- *Development of long-term contract frameworks for key Danish partners.* The contract holder (IMS) should replace current short-term ad-hoc contract modalities with key Danish partners, such as the Danish Union of Journalists and the National Film School of Denmark, with long-term (three year) contract frameworks to facilitate efficient project management and strategic thinking.
- *Strengthening of presence in MENA region.* The contract holder (IMS) should strengthen its country offices with more senior staff profiles to enhance coordination and monitoring efforts.
- *Revision of intervention logic.* MFA, in collaboration with the contract holder, should adjust both the specific and overall MCP objectives to streamline monitoring requirements, reflect the changed realities in the MENA region and ensure that objectives are realistic and relevant.

**Media development per intervention areas**

*Investigative journalism:* ARIJ should seize the opportunity offered by the Arab Spring to ensure financial and institutional sustainability through enhanced marketing and branding of its work. Moreover, efforts should be made to enhance growth of new investigative units through granting of awards and careful selection of candidates for training intakes.

*Media monitoring:* AWG should improve the cooperation between HQ and local chapters through the means of biennial audits and enhanced communication with the overall objective of forging joint regional lobbying. EoM should undertake audience research to measure its reach as a means to better targeting its audience.

*Legal reform:* Where politically and programmatically feasible, MFA should launch media law reform in more countries in the MENA region through integrated governance programmes.

*Online media:* The contract holder (IMS) should enhance its focus on the learning of new technologies, online platforms and tools whether in the form of close monitoring of and continual adaptation to new developments in the field of online communication at project level, or through facilitated mutual learning mechanisms in the form of partner networks or mentoring programs.

*Public service broadcasting:* Co-production is an effective means of promoting PSB, but the contract holder (IMS) should select partners based on institutional assessments – addressing not only the implementation capacity of relevant PSB values but also perceived ownership through political economy analyses. Furthermore, the collaboration between broadcasters and SIB should be promoted to create slots for documentaries in broadcasters' programming grids.

*Community radio:* The contract holder (IMS) should, together with local experts, address institutional and financial sustainability of evaluated community radios projects including maintenance of post-training gender balance for Jordan. Moreover for Jordan, the contract holder should review the concept of multimedia platforms along with an adjustment (or discontinuation) of the joint video project in its current form.

*Documentary filmmaking:* In order to strengthen the circulation of documentaries, SIB should implement sub-regional distribution strategies with professional partners where possible. It should also grow its own distribution networks by reaching out to national and regional broadcasters to grow an audience for documentary comment. Moreover, MFA should facilitate financial sustainability for SIB through joint mid/long-term donor funding.

*Twinning:* The contract holder (IMS) should enhance mutual reciprocity and transparency in twinning projects including in the sharing of twinning outputs. Furthermore, the contract holder should undertake an Arab stakeholder study to assess means to enhance improved coverage of Denmark in Arab media.

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# Annex A Terms of Reference

## 1 Background

The Danish Arab Partnership Programme (DAPP) was launched in 2003 as part of the new development cooperation strategy “A World of Difference, The Government’s Vision for New Priorities in Danish Development Assistance 2004-08”. In 2004, a two-year pilot phase was initiated and by 2005 the programme was up to levels of annual disbursements of approximately USD 19 million (DKK 100 million). Between 2003 and June 2012 a total of DKK 857.8 million has been disbursed. Funding levels from 2012 and onwards are expected to amount to approximately DKK 275 million annually.

DAPP is a long-term programme with the dual objectives of 1) Establishing a basis for improved dialogue, understanding and cooperation between Arab countries and Denmark, 2) Supporting local reform processes in the Middle East and North Africa.

Thematically, DAPP addresses the three key challenges highlighted in the UNDP Arab Human Development Report 2004<sup>269</sup>: Fundamental freedoms and good governance, development of knowledge-based societies and education (including media); and promotion of gender equality and women’s participation in social, political and economic life.

From 2012, Danish-Arab cooperation under DAPP follows three tracks:

- i. Establishing democratic institutions, particularly in North Africa, and supporting civil society and reform actors throughout the MENA region
- ii. Promoting economic development and job creation
- iii. Strengthening of Danish efforts in multilateral fora, particularly the EU, and improvement of coordination among the Nordic countries.

In 2010, it was decided to evaluate DAPP as part of the on-going programme for evaluations of Danish development cooperation<sup>270</sup>. Preparatory work was undertaken in 2011, including a mapping and scoping exercise. A Pre-study for the evaluation was finalised in May 2011. Due to the comprehensive character of DAPP it was decided to focus the evaluation on media cooperation. This decision is based on the following considerations:

- Scope of funding – the Media Cooperation Programme (MCP) is the largest regional programme under DAPP, and the fourth largest of all DAPP programmes
- Media cooperation includes the general features of DAPP: long-term professional partnerships, many partners and a combination of dialogue and reform activities

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269 <http://hdr.undp.org/en/reports/regionalreports/arabstates/name,3278,en.html>

270 The two-year rolling Evaluation Programme is up-dated annually at [www.evaluation.dk](http://www.evaluation.dk), where guidelines for evaluations of Danish development cooperation, including layout guidelines and writing style guidelines, can also be found.



- Support is implemented through regional as well as country-specific interventions
- Media played an important role in recent socio-political changes in the MENA region, making an evaluation particularly interesting from a learning perspective.

### 1.1 Media cooperation under DAPP

The main media partner under DAPP is **International Media Support (IMS)** that has implemented both regional and country-specific media cooperation. The role of IMS in DAPP has also included coordination of inputs from other media partners, including Danicom and the Danish School of Media and Journalism. IMS is a non-profit organisation based in Copenhagen and established in 2001 with the mission to support local media in countries affected by armed conflict, human insecurity and political transition. IMS is involved in media development in over 40 countries worldwide. The Ministry of Foreign Affairs commissioned a capacity assessment of IMS carried out between December 2011 and February 2012. The present evaluation is in a position to build on the findings of the capacity assessment, including management of growth as a key organisational challenge for IMS.

The regional **Media Cooperation Programme (MCP)** was the main media programme during the evaluation period. The MCP has included four phases: Inception 2004, Phase I 2005-07, Phase II 2007-09, Phase III 2009-11 and Phase IV 2011-13 (scope of DKK 33.5 million and duration of 24 months). MCP has activities in most MENA countries, albeit at different levels.

MCP has changed its manner of operation slightly over the years, with a number of projects continuing through the different phases, whereas others have been left and some new projects have been added. An original organisation of the programme into “Focus Areas” was changed in Phase III to a more flexible structure.

MCP Phase II included: 1) Media monitoring, 2) Eye on the Arab Media; 3) Strengthening journalist unions; 4) Arab Reporters for Investigative Journalism, 5) Partnership between public broadcasters, 6) Twinning and co-production, 7) The Arab Institute of Film, 8) Exchange of filmmakers, and 9) Film fund.

Phase III included: 1) Arab Working Group – media monitoring, 2) Building journalist unions – building ethical journalism, 3) Arab Reporters for Investigative Journalism, 4) Public Broadcasting Partnership, 5) Screen Institute Beirut, and 6) Twinning.

Phase IV includes: Arab Working Group, 2) Arab Reporters for Investigative Journalism, 3) Documentary Film, 4) Strengthening Journalist Unions, 5) Online media, 6) Morocco/Maghreb, 7) Jordan, 8) Twinning, 9) Pilot Activities and New Partnerships.

In addition to the regional MCP, Country Programmes in Yemen, Jordan and Morocco have included media development activities in the form of programmes or projects.

The **Yemen Country Programme** has included media cooperation since 2004. A media advisor (seconded by Danish School of Media and Journalism) first coordinated cooperation, but since late 2007, IMS has implemented the Joint Yemeni Media Development Programme (JYMDP). Phase One (2007-09) had four Focus Areas: 1) Freedom of media and access to information; 2) Capacity development of Yemen Journalist Syndicate; 3) Training for journalists and other media professionals; 4) Improved broadcasting through regional radio stations. The overall objective of JYMDP Phase Two (2010-12) is to strengthen freedom of expression and develop the media sector. Immediate objectives are to: 1) Strengthen international cooperation for media development and press freedom; 2) Improve independence, security and commercial sustainability of internet media; 3) Improve ability of Yemen Journalist Syndicate to defend freedom of expression and journalist rights; 4) Strengthen local radio programming to respond better to audience needs.

Under the **Jordan Country Programme**, now part of MCP, the bilateral Media Cooperation Programme is being implemented from 2010 to 2012 by IMS. The overall objective is to strengthen citizen access to reliable information by improving plurality of Jordanian media and creating dialogue between Jordanian and Danish media professionals. The immediate objectives are to 1) Strengthen community media involving women and youth in rural and lower-middle income areas; 2) Develop reliable and pluralistic online media; 3) Improve professional journalism, investigative reporting and accountability in Jordanian media.

Under the **Morocco Country Programme**, now part of MCP, a pre-study for media cooperation was carried out in 2010, which led to the IMS implemented Danish-Moroccan Media Cooperation Programme. The programme objectives are to: 1) Support reform of media regulation systems with emphasis on access to information, the press code, community radio and self-regulation; 2) Promote plurality and diversity in the media landscape with an emphasis on regional and Tamazight-language media outlets as well as female journalists; 3) Improve standards of media professionalism with an emphasis on investigative journalism; 4) Promote professional exchange, mutual understanding and collaboration between media workers in Denmark/Europe and Morocco and between media workers in Morocco and the MENA region; 5) Enhance harmonization between international media NGOs and donors.

In response to events unfolding during the **Arab Spring**, additional resources were allocated for initiatives in Egypt, Tunisia and Libya in 2011. Interventions supported in response to the Arab Spring include Media in Transition (Egypt, Tunisia and the MENA region) and Media Monitoring (primarily Egypt and Tunisia) as well as a country programme in Libya (Inception 2011-12, Phase One 2012-14 to the scope of DKK 12.6 million).

Timing, duration, budget and implementing media partners of DAPP are shown below.

Figure 1 Media cooperation programmes in MENA region, 2004-12

| Activity Name   | Start Date      | Finish Date     | Implementing partner | Budget allocation DKK 000 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|-----------------|-----------------|----------------------|---------------------------|------|------|------|------|------|------|------|------|------|------|------|
| <b>Regional Media Programme</b>   | <b>28/04/04</b> | <b>07/06/13</b> | <b>NA</b>            | <b>113,865</b>            | █    |      |      |      |      |      |      |      |      |      |      |
| Inception Phase for development of regional media cooperation (2 allocations) | 28/04/04        | 10/03/05        | IMS                  | 4,866                     | █    |      |      |      |      |      |      |      |      |      |      |
| Regional Media Programme, Phase I   | 15/06/05        | 09/03/07        | IMS                  | 28,499                    |      | █    |      |      |      |      |      |      |      |      |      |
| Regional Media Programme, Phase II  | 13/06/07        | 10/03/09        | IMS                  | 22,000                    |      |      | █    |      |      |      |      |      |      |      |      |
| Regional Media Programme, Phase III   | 03/06/09        | 10/03/11        | IMS                  | 25,000                    |      |      |      | █    |      |      |      |      |      |      |      |
| Regional Media Programme, Phase IV  | 08/06/11        | 07/06/13        | Danida               | 33,500                    |      |      |      |      |      |      |      |      | █    |      |      |
| <b>Yemen Country Programme</b>  | <b>26/10/04</b> | <b>09/03/12</b> | <b>Danida</b>        | <b>28,648</b>             | █    |      |      |      |      |      |      |      |      |      |      |
| Start up of media programme in Yemen  | 26/10/04        | 10/03/06        | Danida               | 4,275                     | █    |      |      |      |      |      |      |      |      |      |      |
| Start up of media programme in Yemen  | 15/12/05        | 10/03/06        | IMS                  | 2,565                     |      | █    |      |      |      |      |      |      |      |      |      |
| Advisory services to media programme in Yemen                                 | 15/12/06        | 10/03/08        | IMS                  | 3,940                     |      |      | █    |      |      |      |      |      |      |      |      |
| Joint Yemeni Media Development Programme, JYMDP                               | 20/12/07        | 30/04/09        | Medias               | 8,275                     |      |      |      | █    |      |      |      |      |      |      |      |
| Joint Yemeni Media Development Programme, JYMDP, Phase II                     | 19/07/10        | 09/03/12        | IMS                  | 9,593                     |      |      |      |      |      |      |      |      |      | █    |      |

| Activity Name   | Start Date      | Finish Date     | Implementing partner | Budget allocation DKK 000 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|-----------------|-----------------|----------------------|---------------------------|------|------|------|------|------|------|------|------|------|------|------|
| <b>Morocco Country Programme</b>                                | <b>20/02/09</b> | <b>30/08/11</b> | <b>IMS</b>           | <b>3,088</b>              |      |      |      |      |      |      |      |      |      |      |      |
| Journalist training in Morocco                                  | 20/02/09        | 10/03/09        | DMJX;<br>AUB/AUC     | 86                        |      |      |      |      |      |      |      |      |      |      |      |
| Media collaboration prestudy                                    | 19/04/10        | 19/04/10        | IMS                  | 312                       |      |      |      |      |      |      |      |      |      |      |      |
| Pilot phrase of the Danish-Moroccan Media Cooperation Programme | 01/06/10        | 30/08/11        | IMS                  | 2,690                     |      |      |      |      |      |      |      |      |      |      |      |
| <b>Jordan Country Programme</b>                                 | <b>25/05/10</b> | <b>09/03/12</b> |                      | <b>4,999</b>              |      |      |      |      |      |      |      |      |      |      |      |
| Bilateral media cooperation with Jordan                         | 25/05/10        | 09/03/12        |                      | 4,999                     |      |      |      |      |      |      |      |      |      |      |      |
| Partnership Journalist educations                               | 01/07/10        | 08/03/13        |                      | 1,187                     |      |      |      |      |      |      |      |      |      |      |      |
| Media in Transition   | 01/04/11        | 01/10/12        |                      | 5,800                     |      |      |      |      |      |      |      |      |      |      |      |
| Support to development of free and professional media in Libya) | 09/03/12        | 07/03/14        |                      | 12,580                    |      |      |      |      |      |      |      |      |      |      |      |
| <b>Total</b>  |                 |                 |                      | <b>170,167</b>            |      |      |      |      |      |      |      |      |      |      |      |

## 2 Objectives and key evaluation questions

The objective of the evaluation is to answer the following overall questions:

- To what extent and how has media cooperation contributed to enhanced dialogue between media professional partners and between Arab countries and Denmark? What have been the key mechanisms and factors of success and failure?
- To what extent and how has cooperation contributed to media freedom where activities were implemented? Can key factors of success and failure be singled out?
- To what extent and how have DAPP and MCP programmes and projects been flexible and adjustable to respond to reform movements in their dynamic complexity?
- Which lessons can be learned for future media cooperation and professionalization of the media in the MENA region?

The evaluation will apply OECD/DAC's five criteria: relevance, efficiency, effectiveness, (emerging) impacts, and sustainability to answer the overall evaluation questions through a number of detailed questions, which are listed according to these criteria in the table below.

Main focus will be on relevance, efficiency and effectiveness as issues of sustainability and impact may be more difficult to trace and document. It is acknowledged that causal links at outcome and impact level may be difficult to establish and that developments in the region evolve in a non-linear manner. The evaluation analysis should take these factors into account.

## 2.1 Specific evaluation criteria, issues and questions

| CRITERIA  | Issues   | Evaluation questions   |
|-----------|--|--|
| RELEVANCE | <p>“The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirement, country needs, global priorities and partners’ and donors’ policies”.</p> | <p><b>General</b></p> <ul style="list-style-type: none"> <li>• Did programme design build upon and reflect media and overall context analysis with sufficient depth, including root causes of internal conflicts in the region and prospects for reform?</li> <li>• Were stakeholder interests and incentives, especially informal, explicitly addressed in programming and were interventions aimed at transforming incentive structures, or work around them?</li> <li>• Have changes in programme design (e.g. including the increased use of a regional approach) been relevant and what impact have these changes had at national level?</li> <li>• Did partner and intervention area priorities reflect an understanding of what interventions were likely to work, given prevailing interests?</li> <li>• To what extent was support relevant to local needs and priorities?</li> <li>• Were partners coordinating and aligning implementation standards to Danish or recipient country sector guidelines and policies?</li> <li>• Has internal learning of IMS and other partners been secured over the course of programme implementation and with what results?</li> </ul> <p><b>Dialogue objective</b></p> <ul style="list-style-type: none"> <li>• To what extent has the dialogue objective as reflected in media cooperation coincided with Danish and MENA partners’ needs and priorities and proven appropriate?</li> </ul> <p><b>Reform objective</b></p> <ul style="list-style-type: none"> <li>• To what extent were the supported reform initiatives relevant by Arabic partners and reflected in their priorities?</li> <li>• How were the supported reform initiatives relevant from long, medium, short-term perspectives?</li> </ul> |

## EFFICIENCY

“A measure of how economically resources/ inputs (funds, expertise, time, etc.) are converted to results”

**Dialogue objective**

- Has the approach to furthering the dialogue objective through concrete collaborative efforts been efficient?

**Reform objective**

- To what extent has objectives and approaches at programme level been efficient in supporting reform initiatives identified?

**General**

- Did implementation deviate from strategy and plans in programme document, and if so what were the reasons and key consequences?
- Was cooperation planned with, and did the organisational setup have flexibility to allow for adjustments to changing needs?
- To what extent were funding mechanisms appropriate and efficient?
- To what extent was cooperation harmonised with, and complementary to, activities by development partners? Was duplication avoided?
- Has DAPP media cooperation strengthened the harmonisation agenda in media cooperation in national aid programmes?
- Were possibilities for donor coordination and synergies between activities implemented by partners exploited?
- Were partner selection processes carried out adequately?
- Was the number of partners appropriate considering the scope/magnitude of cooperation?
- To what extent was monitoring and other institutional arrangements appropriate and efficient?
- Were the different implementing arrangements cost-effective, e.g., in terms of cost of travel, meetings etc.?
- Was division of administrative tasks and responsibilities clear and appropriate? Could alternatives be suggested for future reference?

**EFFECTIVENESS**

“The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance”.

**General**

- Was choice of cooperation modalities/partners based on adequate considerations of partnership potential at the time and place?

**Dialogue objective**

- Has the approach to partner dialogue been effective in achieving recognition and commitment to relational intentions, ownership of the process and mutual recognition?

**Stated programme and project objectives**

- Was the intervention logic as described in the logical frameworks and programme documents for Phase II and III of the Media Cooperation Programme (MCP), adequate and appropriate?
- Did the Media Cooperation Programme in Phase II and III reach its objectives for each of the focus areas:

**Phase II**

1. Awareness of role of media in society increased and conditions for media to operate freely and professionally improved.
2. Media and journalists association strengthened to defend the rights of the profession, thereby creating an environment in which the independence of the media is defended and quality journalism can flourish.
3. Standards of media professionalism improved and public service ideals promoted to expand scope for media freedoms.
4. New media platforms and inter-professional collaboration promoted as a means to ensure professional quality of media products and enhance social, cultural and political reciprocity of media professionals in Denmark and the Arab world.

**Phase III**

1. A) To strengthen the capacity of media workers and civil society to defend and expand media freedoms, and B) to further media’s ability to serve as a platform for transparency, accountability and a diversity of views and opinions in region.
2. To improve standards of media professionalism in the MENA region.
3. To further professional exchange, mutual understanding and collaboration between media workers in Denmark and the Middle East.

**Monitoring**

- Have the procedures and systems for progress reporting and monitoring at programme level been sufficient to document results and possible impacts from DAPP interventions?
-



|                       |  |  |
|-----------------------|--|--|
| <b>IMPACTS</b>        | <p>“The positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended”.</p>  | <p><b>Dialogue objective</b></p> <ul style="list-style-type: none"> <li>• To what extent and how has media cooperation contributed to sustained dialogue between Denmark and the Arab world?</li> <li>• Do partners draw on the experience and potential new insight gained from media cooperation in public debates and discussions with personal networks of colleagues, family and friends?</li> </ul> <p><b>Reform objective</b></p> <ul style="list-style-type: none"> <li>• To what degree and how have the programmes contributed to improving the general conditions for media to operate freely and professionally?</li> <li>• Has the freedom of media expanded through professionalisation and promotion of public service ideals? Can (some of) these changes be quantified and attributed to DAPP cooperation?</li> <li>• Have media standards and practice improved and if so, what role (if any) have the programmes played in this process?</li> <li>• Have media products improved in quality, i.e., by being balanced and non-stereotypical, through new media platforms and inter-professional collaboration as a result of cooperation?</li> </ul>   |
| <b>SUSTAINABILITY</b> | <p>“The continuation of benefits from a development intervention after major development assistance has been completed. Probability of long-term benefits. The resilience to risk of the net benefit flows over time”.</p> | <p><b>General</b></p> <ul style="list-style-type: none"> <li>• Has media cooperation been implemented using modalities conducive to optimise sustainability given the dynamic context of cooperation?</li> <li>• Is documentable professionalisation of media likely to be sustainable given the dynamic situation in the region?</li> </ul> <p><b>Dialogue objective</b></p> <ul style="list-style-type: none"> <li>• Has media cooperation created a situation where a sustained basis for strengthened dialogue, understanding and cooperation between Denmark and the Arab world appears likely?</li> <li>• To what extent has cooperation with local institutions and NGOs created ownership of results? How could this be strengthened?</li> <li>• Are the journalists and media professionals involved through training or otherwise still active in their respective fields?</li> <li>• Are partners in the Arab countries and Denmark continuing, or even expanding efforts without support from the programme?</li> </ul> <p><b>Reform objective</b></p> <ul style="list-style-type: none"> <li>• Have there been any reforms in legislation or practices that increase democratic participation, media freedom and protection of journalists, to which the media programmes have contributed?</li> <li>• What is the likelihood that such reforms towards media freedom and protection of journalists will be sustainable and possible to use in other relevant situations and contexts? (“intelligent use of context specific knowledge”)</li> </ul> |

### 3 Outputs

The main output of the evaluation will be the **Evaluation Report** synthesizing the findings, conclusions and recommendations from the evaluation (maximum 50 pages plus annexes).

The **Inception Report and Work Programme** (to be prepared by the selected Evaluation Team) will further elaborate the methodology of the evaluation including the design, approach, sufficiency and appropriateness of evidence, data collection strategy and methods, analytical framework and reporting outline. The Evaluation Team will be obliged to present a final inception report reflecting the agreed methodology to the Evaluation Management before the analysis and fieldwork is commenced.

**Process outputs** including short debriefing reports from field visits and draft evaluation reports shall protect informants where relevant. Reports from the fieldwork may be included as annexes to the main report and made available on [www.evaluation.dk](http://www.evaluation.dk) with the main report. The printed version of the report will only include a few annexes (ToR, key references etc.).

Timing and contents of the evaluation outputs will be further specified in the Inception Report and Work Plan. Responsibility for the content and presentation of the findings and recommendations of the evaluation rests with the team leader of the Evaluation Team. Findings and recommendations expressed in the evaluation report will not necessarily correspond to the views of the Danish MFA. It is the responsibility of the evaluation team to ensure that there is a clear link between findings, conclusions, lessons learned and recommendations and in general to ensure that the evaluation is based on solid evidence (and/or indicate solidity of evidence for the various judgements made).

The evaluation outputs will all be submitted to the dedicated person in the Evaluation Department, EVAL.

#### 3.1 The Evaluation Report

The Evaluation Report should cover the following elements and issues:

**Executive summary:** an overview of the report, highlighting the main findings, conclusions, recommendations and any overall lessons learned.

**The evaluation process:** acknowledgement and explanation of changes and limitations of the evaluation process, methodology or data, and a discussion of validity and reliability; indication of any obstruction of a free, open, independent and impartial evaluation process, which may have influenced the findings; explanation of discrepancies between the planned and actual implementation and products of the evaluation, if any; acknowledgement of disagreements and unresolved differences of opinion within the team, if any.

**Methodology and data sources:** a brief description and explanation of the evaluation methodology and its application including explanation of shortcomings and limitations faced should be included in the main report. Elaboration of the methodological issues including explanation of attribution and/or contribution to outcomes and impacts; detailing of the techniques used for data collection and analysis and justification of choices made should be included in an annex.

**Validity and reliability of information sources:** description of the sources of information in sufficient detail so that the adequacy of the information can be assessed; explanation of the selection of case studies and samples, with limitations regarding the representativeness of the samples identified. The information sources must be cross validated and the validity and reliability of the data critically assessed.

**Context analysis:** policy and media context, development agency and partner policies, objectives and strategies; development context, including socio-economic, political and cultural factors; institutional context and stakeholder involvement; the influence of the context on the performance of the development intervention.

**Evaluation questions answered:** answers to all the questions detailed in the TOR for the evaluation, and where this is not possible, provide explanations. The original questions, as well as any revisions to these questions, should be documented in the report.

**Intervention logic:** a description and assessment of the intervention logic(s) or theory(ies), including underlying assumptions and factors affecting the success of the selected programmes and projects.

**Contribution analysis:** a chain of arguments asserting that the media cooperation interventions have (or have not) made a contribution to the identified outcomes and impacts.

**Stakeholders' comments:** relevant stakeholders will be given opportunity to comment on the draft report and the final evaluation report will reflect these comments and acknowledge any substantive disagreements. In disputes about facts that can be verified, the evaluators investigate and change the draft where necessary. In the case of opinion or interpretation, stakeholders' comments may be reproduced verbatim, in an annex or footnote, to the extent that this does not conflict with the rights and welfare of participants.

**Annexes:** complete lists of interviewees and other information sources consulted, to the extent that this does not conflict with the privacy and confidentiality of participants.

## 4 Scope of work

The scope of the evaluation is all the media cooperation activities undertaken under DAPP between 2005 and 2012 with particular focus on the period from 2007 to 2012.

It is suggested that the evaluation team will visit at least three countries in the MENA region selected on the basis of programmatic relevance and security considerations. The purpose of the country visits will be to conduct in-depth analysis of media development cooperation with the three countries. Countries not visited shall be covered by remote evaluation methods such as desk study of documentation and media coverage and telephone interviews with key informants.<sup>271</sup>

The evaluation will be based on a sample of projects and activities under both regional and country-specific programmes. The sample will be determined during the Inception

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271 The reference group for the evaluation has suggested that field visits could be made to Egypt, Jordan/Syria and Yemen or Libya. A final decision on country visits will, however, need to be taken by the evaluation team during the inception phase.

Phase. The sample shall cover media cooperation under DAPP broadly (country contexts, events) and projects/sub-projects/components (twinning projects, TV, radio, newspapers, investigative journalism, workshops, films, photography, festivals, conferences, monitoring), and types of partners (civil society, state-controlled organisations/ individuals, private, public).

Sampling of programmes and projects shall ensure coverage of both dialogue and reform objectives of DAPP. Furthermore, in order to assess the relevance of the IMS approach, the three pillars of the IMS strategy shall be represented: 1) media freedom, such as media monitoring, investigative journalism, radio projects, and legal reform support, 2) media structures which include film institute support, networks of media CSOs and 3) media content including training in radio, film, and printed media.

The scope of work will entail document analysis, focus group interviews and participatory workshops with partners, as well as surveys, interviews and meetings with individuals. These activities will take place in the MENA countries and in Denmark.

## 5 Approach and methodology

An evaluation of media cooperation under DAPP faces several challenges. DAPP itself is a large and broad programme with several hundred partners in Denmark and in the MENA region. Interventions cover many diverse areas, of which media cooperation is one. Cooperation also involves many Arab partners – a number of whom require particular protection of personal identity – and activities in both regional programmes and MENA countries.

DAPP is strongly process-oriented and the media cooperation likewise. The process-orientation exacerbates the attribution problem common to governance programmes, due to the gap between micro-level interventions and macro-level outcomes. In addition the on-going socio-political upheavals fundamentally change the situation in the region. The context of DAPP media cooperation is therefore dynamic and very different at the time of evaluation compared to when the programmes were formulated and implemented.

Furthermore, security and accessibility issues in the region will need to be carefully considered when detailed planning of the evaluation takes place as well as in the conduct and reporting of the evaluation.

### 5.1 OECD/DAC “Quality Standards for Development Evaluation”

The evaluation will use the Danida Evaluation Guidelines (2012) and OECD/DAC “Quality Standards for Development Evaluation” of 2010 as reference. In line with these guidelines, the evaluation will be an independent assessment, yet carried out through a consultative and inclusive process, involving key stakeholders including Danish and international partners, governments, civil society, and intended beneficiaries.

Protection of informants and high ethical standards are key concerns. From the outset in 2004 DAPP has engaged in media cooperation in MENA countries of which most have or have had repressive regimes. Analysis and considerations behind the choices made regarding cooperation and selection of partners is therefore not always fully documented in writing. The evaluation will to a large extent rely on interviews with partners and

stakeholders. Their security must be ensured and the evaluation will require high ethical standards in protection of informants.

## 5.2 Media Development Indicators

The evaluation should refer to recognised indicators for media development and include these with caution where relevant, including frameworks by UNESCO, World Bank, Freedom House, and IREX Media Sustainability Index. The framework of IPDC/UNESCO Media Development Indicators is referred to in the IMS Strategic Plan of 2009. Categories of media cooperation indicators include 1) regulation conducive to freedom of expression and diversity of media, 2) plurality and diversity of media, 3) media as a platform for democratic discourse, 4) professional capacity building, 5) infrastructural capacity.

## 5.3 Context analysis

The evaluation will include an assessment of the various context analyses that have been undertaken over the years and how they have informed programme design. The evaluation will cover two tracks of context analysis: programme specific context analysis and the broader consultation process with partners and stakeholders who have not been directly involved in media cooperation under DAPP. Especially in relation to the reform objective several approaches and analytical tools from EuropeAid, World Bank and DfID are relevant<sup>272</sup>. The evaluation may compare the context analyses undertaken with analyses of comparable development partners. A thorough context analysis by the evaluation team will also be required to ensure a proper understanding of the dynamic context in which the programme activities are being implemented.

## 5.4 Intervention logic analysis

The evaluation will identify and analyse the intervention logic of programmes and projects supported. Intervention logic of individual programmes and projects should be seen in the context of the overall process oriented intervention logic. The intervention logic analysis must recognize that the two overall goals of DAPP vary in character and underlying logic.

**Intervention logic of dialogue goal:** the dialogue goal is key to all DAPP activities. A body of theoretical work for evaluating intergroup dialogue should be consulted<sup>273</sup>. Studies suggest a number of factors behind successful dialogue processes. It may be relevant to apply the method of focus group sessions to gather in-depth and detailed data about participant experiences. Process evaluation and discourse analysis may be applied to address ethical issues such as power imbalance where relevant. Other possible tools include quantitative measures, qualitative data analysis methods and statistical content analysis of media content.

272 Analysing and Addressing Governance in Sector Operations, Tools and Methods Series, Reference Document No 4. November 2008. EuropeAid; Political Economy Analysis How To Note, July 2009. DFID. The Political Economy of Policy Reform: Issues and Implications for Policy Dialogue and Development Operations. June 19, 2008. Social Development Department, World Bank.

273 Dialoguing partnerships. An analysis of the dialogue assumptions of the Danish partnership for dialogue and reform. By Marie-Louise Wegter and Karina Pultz. November 2010. DIIS report 2010:09, Evaluation of Intergroup Dialogue: A Review of the Empirical Literature by Adrienne Dessel and Mary E. Rogge. CONFLICT RESOLUTION QUARTERLY, vol. 26, no. 2, Winter 2008.

**Reform goal:** Several different context specific intervention logics have been applied in relation to the reform goal. To the extent possible, the intervention logic should be developed/reconstructed in a participatory manner with the implementing partners. The pre-study for the evaluation includes tentative intervention logics, which could be used as a point of departure for discussions on these matters.

### 5.5 Approach to evaluation of outcomes and impacts

The evaluation will be carried out in a socio-political environment highly different from the one in which the programmes and projects were designed. The type of interventions to be evaluated also makes it difficult to establish direct cause-effect links from the outputs of specific individual projects to overall outcomes and impacts. Given the difficulties of attribution, the evaluation is expected to make extensive use of contribution analysis.

**Impacts towards strengthened dialogue:** the evaluation will consider the various spaces and levels of dialogue that exists: public media, diplomacy, civil society, and the private sphere. Focus should be on documentation of results that can be reasonably linked to individuals and media partners involved in DAPP. Impact in terms of improved basis for dialogue may also be discernible in diplomacy. Finally, impact may relate to improved basis for dialogue among partner organisations represented by individuals in those organisations.

**Impacts towards supporting existing reform processes:** the evaluation should include an assessment of whether and how media cooperation programmes have contributed to the on-going developments towards reforms, specifically the role of the 'pockets of media freedom' supported, and if and how DAPP has been able to adapt and support these developments.

### 5.6 Contribution analysis

Once intervention logics have been established and theories of change assessed, the evaluation shall apply contribution analysis in recognition of the complexity involved. Multi-dimensional media cooperation has been implemented in complex settings with numerous factors – and numerous actors – influencing outcomes. Establishing one-to-one cause-effect relationships may therefore prove difficult. In a number of cases, contribution rather than attribution appears likely to be a more realistic level to aim for. However, where possible, direct relationships shall be analysed and documented.

**The full text of the TOR can be found on [www.evaluation.dk](http://www.evaluation.dk)**

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274 The list of references contains the key documents only. Internet sources are provided directly in the footnotes to the report. For specific programme documentation reviewed – such as programme and project documents, MoU, annual and completion reports, etc. – please consult Annex E. However, specific DAPP/MCP review and evaluation reports are included in the list for easy reference.

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## Annex C List of interviewees

### Interviewees based in Denmark

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|---|
| Andersen, Margrethe Holm, Deputy Head of Department, Evaluation Department, Danida        |
| Åttingsberg, Petter, Program Manager, International Media Support                         |
| Bjerregård, Mogens Blicher, Chairman, Danish Union of Journalists                         |
| Blom, Mogens, Senior Adviser, DIIS (former MFA MENA staff member).                        |
| Bro, Arne, Head of Television, Danish Film School   |
| Camre, Henning, Chairman, Screen Institute of Beirut                                      |
| Christensen, Peter Frøslev, Consultant, PFC Consulting, (TM IMS 2009 MCPA Review)         |
| Engstrøm, Niklas, Programmer, CPH:DOX   |
| Gehl, Thora, Head of MENA Department, International Media Support                         |
| Grunnet, Henrik, Program Manager, International Media Support                             |
| Haarløv, Jens, Regional Coordinator, Danish Programme Office in Amman, Danida             |
| Høgel, Jakob Kirstein, Artistic Director, Danish Film Institute                           |
| Højberg, Jesper, Executive Director, International Media Support                          |
| Jacobsen, Jacob Røgild, Chief Adviser, MENA Department, Danida                            |
| Jensen, Michael Irving, Head of MENA Department, International Media Support              |
| Jeppesen, Michael Lund, Head of Department, MENA Department, Danida                       |
| Landsted, Anne Lea, Ass. Professor, Journalism Department, University of Southern Denmark |
| Larsen, Niels-Ivar, Editor, Information   |
| Lindhardt, Christian, managing editor, Politiken  |
| Magnius, Lars von, Journalist, Danish Broadcasting Corporation, Vejle                     |
| Malinowski, Nina, author  |
| Nielsen, René, Journalist, DR News, Danish Broadcasting Corporation                       |
| Østerlund, Per, Media Consultant, Danicom   |
| Ottenheim, Christian, Head of P3, Danish Broadcasting Corporation                         |
| Prestegaard, Hugo, Program Manager, Danish Photo Marathon                                 |
| Ringgaard, Jørgen, Program Manager, International Media Support                           |
| Sørensen, Tue, Producer, P3, Danish Broadcasting Corporation                              |
| Steen, Rasmus, Program Officer, International Media Support                               |
| Sugar, Andreas, Program Manager, International Media Support                              |
| Tatormir, Biljana, Deputy Director, International Media Support                           |
| Topsøe-Jensen, Bente, Consultant, Bente Consulting ApS,                                   |
| Wagtmann, Michael, Senior Consultant, International Media Support (IMS)                   |
| Weis, Palle, Culture Editor, Jyllands-Posten, (Former Editor-in-Chief for Information).   |
| Wernberg, Nina, Senior Communication Advisor, Danicom                                     |

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**Interviewees based in Egypt**


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|---|
| Abdel Maqsoud, Khabab, ON TV,   |
| Abu Al Nasr, Taher, Lawyer and Legal Researcher – Legal Reform  |
| Adly Malek, Lawyer and Legal Researcher – Legal Reform  |
| Al Sabbagh, Naffisa, Supervisor of MM/AWG   |
| Al Sotohi, Aly, ON TV   |
| Ali Zallat, ON TV, former Al Masry Al Youm  |
| Allam, Hisham, Al Watan, Former Al Masry Al Youm  |
| Aya Nabil, Journalist, Youm7  |
| Azar, Sherif, Egyptian Organisation for Human Rights – AWG  |
| Bur, Muna, Program Officer, The Danish Egyptian Dialogue Institute  |
| Dakhakhiny, Fathiya, Journalist, Al Masry Al Youm   |
| Dr. Hamdy, Naila, Assistant Professor for Journalism and Mass Communication at American University in Cairo – ARIJ              |
| Eid, Jamal, Executive Director, Arab Network for Human Rights Information – AWG   |
| El Kassas, Akram, Executive Editor in Chief, Youm 7   |
| El Said, Tamer, Zero Film, Cinematheque   |
| Erle, Jakob, Director, The Danish Egyptian Dialogue Institute (DEDI) <sup>277</sup>   |
| Farouk, Muhamed, Programs Manager, Horytna.net  |
| Galal, Hala, Executive Director, Semat Production and Dissemination   |
| Hashish, Hala, Senior Consultant (former chairman of Nile TV thematic channels)   |
| Hefzy, Mohammed, General Manager, Film Clinic   |
| Kardel, Pernille Dahler, Ambassador, Embassy of Denmark, Egypt  |
| Khier, Fatima, Youm 7, Media Consultant, Assistant to Editor in Chief for International Cooperation                             |
| Lukosiunas, Marius, Advisor for Communication and Information, Regional Bureau for Science in Arab States, UNESCO, Cairo Office |
| Morris, Daniel, Democracy & Governance Officer, Office of Democracy & Governance, USAID, Egypt                                  |
| Radwan, Amira, Senior Media Specialist, Democracy & Governance Office, USAID, Egypt   |
| Refaat, Dahlia, Visual Artist & Curator, DOX Factory, Alexandria Film School  |
| Salah, Ayman, International Centre for Journalists  |
| Saleh, Amal, Journalist, Youm 7   |
| Seigneur, Isabelle, Cultural Attaché, Institute Français, Cairo   |
| Shadaby, Abdel Rahman, Al Watan   |
| Siam, Mohammed, Filmmaker & Artistic Director, Artkhana   |
| Younis, Nora, former web editor of Al Masry Al Youm   |

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## ANNEX C LIST OF INTERVIEWEES

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### Interviewees based in Jordan

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| Abuzeid , Francis, Chief of Party, Jordan Civil Society Program, USAID   |
| Al Bulbul, Zainab, KARAMA, former Financial and Administrative Manager, AmmanNet, former owner of ARIJ                     |
| Al Fuqaha, Mo'taz, Video Editor, Al Ghad   |
| Al Momani, Tariq, President, Jordan Press Association  |
| Al Qablan, Bashar, No Restrictions Training Center/ Yarmouk University, Irbid  |
| Al Qadi, Fadi, Team Leader/Advocacy, Jordan Civil Society Program, USAID   |
| Al Rawayda, Noor, Women's Network, Video Reporter, Ma'an   |
| Al-Jamal, Mohammad, Student, Video Reporter, J.U.S.T., Irbid   |
| Al-Kadi, Amjad B., General Manager, Audiovisual Commission   |
| Alinasanat, Amani, Women's Network, Video Reporter, Ma'an  |
| Aqnabe, Basheer, Head of Studio; Swat-al-Karak Radio FM 91.9FM, Muuta University Karak                                     |
| Åttingsberg, Petter, Programme Manager, International Media Support  |
| Barghouth, Muna, Regional Programme Officer, Sida  |
| Darwaza, Sawsan, Festival Director, Tounder, Karama  |
| David, George, General Manager, Royal Film Commission  |
| Dmoor, Haniyeh, Presenter, Radio Swat al Karak , Muuta University, Karak   |
| Erika Jahr, Associate Director Norwegian Institute of Journalism, Trainer at New Ma'an Radio, Ma'an                        |
| Ersan, Mohammed, Editor in Chief, AmmanNet   |
| Gharaibeh, Hanadi, Programme Director, ARIJ  |
| Ghunaimat, Jumana, Editor in Chief, Al Ghad Newspaper, Amman   |
| Haarløv Jens, Regional Coordinator, Danish Programme Office, Jordan  |
| Haddad, Khaled, Executive Producer/General Manager, Jordan Pioneers  |
| Haddad, Victoria, Director of International Relations, Jordan Radio & Television Corporation                               |
| Hamad, Layth, Student, Video Reporter, J.U.S.T., Irbid   |
| Hamarneh, Mustafa, former board Member, Jordan Radio & Television Corporation  |
| Hamdah, Fakhri Abu, Director, Jordan Press Association   |
| Hassan, Majdalin, Team Leader, EoM, Radio Al Balad, Amman  |
| Kuttab, Daoud, General Manager, Community Media Network, Amman   |
| Lidawi, Dina, Local Coordinator, International Media Support   |
| Mansour, Nidal, Director, Centre for Defending Freedom of Journalists  |
| Mazahreh, Manal, Professor Assistant & Researcher, Petra University  |
| Omar, Mohammed; Editor in Chief, albawaba.com online news, Eye on Media, Amman   |
| Qarmash, Waheed, Board Member, Jordanian Commission for Democratic Culture/ Arab Working Group for Media Monitoring, Amman |
| Quwaider, Muhammad Ph.D., Vice Dean, Jordan University of Science & Technology J.U.S.T., Irbid                             |
| Rababa'a, Asem, Director, Adalah Centre/Arab Working Group for Media Monitoring, Amman                                     |
| Sabbagh,Rana, Executive Director, Arab Reporters for Investigative Journalism, Amman                                       |
| Sayegh, Fares, General Manager, Roya TV  |

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Shamma, Mohammed, Radio Al Balad, Amman

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Shawhieh, Mousab; journalist EoM, Radio Al Balad, Amman

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Suliman, Eman, Student, Video Reporter, J.U.S.T, Irbid

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Tucker, Steven, Senior Development Advisor, USAID

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Twissi, Dr. Bassim, Director of Studies, Consultation & Community Development Centre, Al Hussein bin Talal University, New Ma'an Radio 90,3 FM, Ma'an

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Zaidah, Sawsan, Journalist, Eye on the Media, Radio Balad, Amman

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Zghoul, Mounif, Student, Video Reporter, J.U.S.T., Irbid

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Zurieqat, Hala, Consultant, Roya TV (former Director at JRTV)

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#### **Interviewees based in Lebanon**

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Al Jundi, Dima, Producer, Screen Institute Beirut

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Aractingi, Philippe, Vice President, Producer, Screen Institute Beirut

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Baboudjian, Paul, Screen Institute Beirut

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Bejjani, Hala, General Manager, Planet News Publisher Company, Qatar; former Chief Editor Al Akhbar, Beirut

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Fakheredine, Walid, Producer, LADE, 4Production – AWG

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Henning, Camre, Screen Institute Beirut

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Itani, Remi, Director, Screen Institute Beirut

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Khaddaj, Bahaa, Director, Screen Institute Beirut

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Mikhael, Roula, Director, Maharat Foundation – AWG

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Oussi, Christian, Executive Director, Relations and Media Office, Lebanese American University DKK, ARIJ

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Qubaisi, Riyadh, Head of Investigative Unit & Investigative Reporter, New TV – ARIJ

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Rachid, Richard, CFO, Tele Liban

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Rida, Fatima, Freelance Reporter, Al Hayat Daily, ARIJ

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Sabbagh, Nader, Chief Editor, Manchette Magazine, Al Akhbar Newspaper – ARIJ

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Shawi, Coriene, Film Maker

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Sidawi, Sabine, Producer, Screen Institute, Beirut

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#### **Interviewees based in Tunisia**

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Baccar, Elyes, Filmmaker

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Bensedrine, Sihem, National Council for Liberties in Tunisia- President AWG

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Fourti, Salah, President of Tunisian Syndicate of Independent Radios, Tunis

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Hassen, Mohamed, Abdelghamal, Filmmaker

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Lakhdar, Jahel, Head of International Relations, TVT

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Mestriri, Omar, Director, Radio Kalima

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Needja, Amirouche, Executive Director of AWG, Tunis

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Solervicens, Marcelo, Secretary General of AMARC, Montreal

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Tayaa, Walid, Filmmaker

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## ANNEX C LIST OF INTERVIEWEES

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### Interviewees based in Yemen

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Abbas, Dikra, Sanaa, Yemen local coordinator of International Media Support

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Al Arashi, Abdul Bari, Director, local radios, state-run General Yemeni TV and Radio Corporation

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Al Asbahi, Eskandar, chairman, General Yemeni TV and Radio Corporation

---

Al Harooji, Khaled, local coordinator of ARIJ, and deputy chairman of the board of Al Thawarah Press Corporation

---

Al Hazar, Yahya Abdullah, Director of Hanjja Radio

---

Al Jabar, Ahmed, Chairman of the Services Committee of the Yemeni Journalists Syndicate (YJS)

---

Al Nsour, Khair Al-Din Mohammed, Chief Executive Officer of Yemen Times Corporation.

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Al Zuraiki, Ammar, Coordinator International Media Support

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Alsayagy, Abdullah, Director General of Monitoring for General Yemeni TV and Radio Corporation

---

Awadh, Fatima Obaid, Head of the Danish Technical Advisor Office

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Dabwan, Abdul Mo-ez, Member of the Yemeni House of Representatives and Executive Director of the Yemeni Parliamentarians against Corruption pressure group

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Dammaj, Marwan, Secretary General, Board member of the Yemeni Journalists Syndicate

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Dammaj, Thuraya, local coordinator of the International Federation of Journalists

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### Other international interviewees

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Brice, Kim, Consultant

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Giacomo, Mazzone, Head of International Relations, European Broadcasting Union

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Hervé, Michel, Former TL of Euromednews, Director of International Affairs France

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Hansen, Anne Birgitte, Monitor – Human Security Team for the EU Monitoring Mission in Georgia. (Former MFA MENA staff member).

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Rasmussen, Søren Skou, Head of Office, Programme Coordinator, Danida Programme Office, Hargeisa. (Former Head of Office of Danida Programme office, Sana'a).

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Kuusi, Antti, Head of Development Cooperation, Finnish embassy in Kabul. (Former IMS manager responsible for the Yemen program from spring 2008 to summer 2011).

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Ringgaard, Jørgen, Programme Manager, Libya, International Media Support. (Former team leader under the Joint Yemen Media Development Program 2005-09 through the Danish School of Journalism).

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MINISTRY OF FOREIGN AFFAIRS OF DENMARK  
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