

Performance Analyses of the Cooperation between Swedish Radio and Radio Republic Indonesia 2000–2005

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Sida

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Executive Summary

Sida is in the process of developing a new cooperation strategy for the development cooperation with Indonesia. The cooperation between the Indonesian state radio, Radio Republik Indonesia, RRI and Swedish Radio Media Development Office, SR MDO, from 2001–2005 has been selected for a closer performance review in accordance with Sida's increasing emphasis on result-based management, particularly looking at achievement of goals, relevance and sustainability.

In 2001 RRI established cooperation with SR MDO. RRI has 7000 employees and 63 regional/local radio stations all over the country broadcasting on five channels. Its transmitter system covers 70% of Indonesia. Since 2005 RRI is a Public Service Broadcasting entity, which according to the Broadcasting Law of 2002 is "a legal entity that is independent, neutral and non-commercial" and that it shall provide services for the interest of the public, and is mainly financed through the Ministry of Finance.

This first phase, Introducing Public Service Broadcasting in Indonesia, was completed in 2002. A second phase, Implementing Public Service Broadcasting in Indonesia, started in 2003 and was finalised in 2005. In 2007 the project entered a third phase: Establishing a New News Centre for RRI – Further Implementing Public Service Broadcasting in Indonesia – which is not included in this report. The cooperation has through all these years been a Contract Financed Technical Cooperation, a CFTC-project

In the first phase, 'Introducing Public Service Broadcasting in Indonesia', SR MDO assisted RRI in the already ongoing process of elaborating a public service model by arranging a series of seminars for managers on the principles of public service broadcasting, PSB, as well as a strategy for implementing an organisation based on PSB. The phase also included 'on-the-job' training and the provision of some radio equipment directly related to the training.

Most of the activities were implemented according to plan, and most outputs were reached. It can therefore be concluded that the project objective of introducing PSB to RRI was achieved. At the end of phase 1 there was awareness at various levels in RRI about the meaning of Public Service Broadcasting and among RRI management there was also appreciation of SR-MDO's work serving as platform for a broader introduction of the new concept.

The second phase 'Implementing Public Service Broadcasting in Indonesia' based on the experience of the first phase of the RRI/SR development co-operation aimed at implementing on a wider scale – targeting building capacity for neutral news coverage of the 2004 elections as well as developing the News Department in Jakarta and at 12 selected local radio stations. It consisted of five parts: Management Training, Election Training, Technical Skills and Network, Staff Skills Training and Audience Research.

In the second phase the project did contribute to the implementation of PSB in the 13 main radio stations, while interviews confirm that only in 3 out of the 13 stations PSB was fully implemented. Most of the activities were put into operation, some according to plan, others were delayed, but most outputs were eventually reached. The start of the project phase was delayed and at the same time the general election was held six months earlier than initially said, which put a lot of pressure on the project to speed up activities, such as the election training and the installation of the technical network, while other activities had to wait such as audience research and staff skills training. Comments from project management indicate that perhaps the scope of the second phase was too ambitious to achieve over such a short time, and that fewer components could have made the project more effective and efficient.

The overall impression is that the management training has had its impact and that staff has more opportunity to shape their work and those interviews confirmed a larger bottom up influence. The impact of the election training was visible and had great effect and RRI had for the first time a coverage that was seen as impartial and neutral, also by organizations such as EU. In general the result was better when the training was focused on a specific issue, such as election training rather than general staff skills training, which has a tendency to 'disappear' in the organization and bureaucracy of RRI.

The WAN, wide area network, was installed after much delay, and is today an asset for RRI. The audience research undertaken in second phase was an important activity for RRI, but is hardly used on a practical level due to complexity and lack of funds, and is not yet an integrated part of the program development.

The impact of the second phase could have been deeper and larger with more integration between the components of the project, higher commitment from the selected radio stations to make full use of trained staff, strategic choice in the selection of trainees, and fewer stations involved.

Despite these limitations project activities have contributed to a more professional and open RRI. In this way the support has also been well-tuned with Sweden's country strategy for Indonesia¹, which underlines that support for the reform of institutions and processes of significance to Indonesia's democratic and economic development should be in focus, as well as support to players in civil society-including mass media.

The timing of the cooperation between RRI and SR MDO was highly relevant starting in year 2000. Between 2000 and 2005 RRI went from being a government body under the Ministry of Information to a Public service broadcasting entity. During this transition the cooperation has supported RRI to slowly take on the role of providing the public with information, education and entertainment in a more neutral and un-biased fashion than before, in line with the development objective of the project.

By contributing to the implementation of public service broadcasting through awareness building, capacity development and technical know-how the project has sustained RRI becoming an institution that could be significant in the transition towards democracy in Indonesia. Through the project RRI has also started to build its awareness on gender issues.

The conditions set up for a CFTC programme has been fulfilled, including cost-sharing. The only vagueness in the set-up is the weaker part played by RRI in project planning and reporting.

From a Sida perspective it is interesting to note that a limited financial grant in the form of financial support to a contract between two partners – RRI and SR-MDO – can have a potentially very important contribution to democracy and poverty alleviation. The support to the project is well harmonised with the priorities of the Swedish development cooperation with Indonesia, and continued cooperation may also fit well into the new facility of actor's cooperation envisaged for the cooperation with Indonesia in the coming years.

¹ Country Strategy 2000–2004

2 Introduction

2.1 Background

Sida is in the process of developing a new cooperation strategy for the development cooperation with Indonesia. An assessment of the present and former country strategy is seen as important for the development of a new strategy. The cooperation between RRI- Radio Republik Indonesia and Swedish Radio under the project 'Introducing and Implementing Public Service Broadcasting in Indonesia' has been selected for a closer performance review in accordance with Sida's increasing emphasis on result-based management.

Since the collapse of the New Order regime in 1998 there is an ongoing process of democratisation in Indonesia. The Parliament and the Government have replaced the previous institutions, decrees and laws that obstructed the freedom of expression and in this environment, a number of new independent papers, magazines and new private radio and TV stations have been established, taking steps to provide more diversified news and information.

After being a mouthpiece of the Government, previously state-owned radio – Radio Republik Indonesia (RRI) – has been adapting to this situation, transferred from its role in the abolished Department of Information (Ministry of Information) to a Public service broadcasting entity.

Within this framework RRI actively sought international support and contacts were established with the Swedish Radio and its Media Development Office (SR MDO) in the beginning of 2000. A first phase of cooperation, – Introducing Public Service Broadcasting in Indonesia – was initiated in 2001 and completed in 2002. A second phase – Implementing Public Service Broadcasting in Indonesia – started in 2003 and was finalised in 2005. In 2007 the project entered a third phase: Establishing a New News Centre for RRI – Further Implementing Public Service Broadcasting in Indonesia – which is not included in this performance analyses. The cooperation is a Contract Financed Technical Cooperation.

In the first phase, 'Introducing Public Service Broadcasting in Indonesia', SR MDO assisted RRI in the already ongoing process of elaborating a public service model by arranging a series of seminars for managers on the principles of public service broadcasting, PSB, as well as a strategy for implementing an organisation based on PSB. The phase also included 'on-the-job' training and the provision of some radio equipment directly related to the training.

The second phase 'Implementing Public Service Broadcasting in Indonesia' based on the experience of the first phase of the RRI/SR development co-operation aimed at implementing on a wider scale – targeting building capacity for neutral news coverage of the 2004 elections as well as developing the News Department in Jakarta and at 12 selected local radio stations. It consisted of five parts: Management Training, Election Training, Technical Skills and Network, Staff Skills Training and Audience Research.

Today RRI has 7000 employees and 63 regional/local radio stations all over the country broadcasting on five channels. Its transmitter system covers 70% of Indonesia. Since 2005 RRI is a Public service broadcasting entity, mainly financed through the Ministry of Finance. There are two main bodies within RRI which stipulated in the state decree number 12, 2005 as the implementation of the broadcasting law: the Supervisory Board and the Board of Directors. The Supervisory Board consists of five members who are elected by the Parliament. One member represents the government, the two other represent RRI and the two other members represent the public. The Supervisory Board reports to the Parliament as well as to the President and is elected over a period of 5 years (2005–2010). Its main duty is to draw policies in broadcasting and strategic operations for RRI and to recruit the Board of Directors, which handles the overall operation of RRI.

2.2 Objective and Scope of Work

The objective of this assignment is to analyse performance of the project, phase I and II during the implementation period and give recommendations for the next strategy period.

Among the issues covered in this report are:

- Achievement of goals and effectiveness, including outputs, outcomes and impact of the project. The performance of the implementing agency and the local counterpart and of Sida during implementation.
- Relevance of the project in relation to poverty reduction, gender and environmental considerations.
- Sustainability: Does the local partner have the capacity and knowledge to carry on the efforts made within the project following the implementation period? Lessons learnt and major opportunities and difficulties for RRI today.

This performance analyses is based on a desk analysis of project reports and documents, including trainer reports, and existing studies on the media in Indonesia. The assignment also included a field trip to Indonesia (29 February–15 March 2008) where the team met with managers and staff from RRI in Jakarta, Banjarmasin, Makassar and Denpasar, media organisations, NGO's, UNESCO, and the Swedish Embassy in Jakarta. In Sweden meetings were held with Sida HQ and SR-MDO. A list of people met is attached as appendix 2.

The assignment was carried out by Madeleine Elmqvist (team-leader) and Lars Rylander, both from SPM Consultants, Sweden. In Indonesia, the mission was joined by Mr. Lukas Luwarso, media expert and the Secretary of the Indonesian Press Council.

3 Performance in Relation to Project Objectives

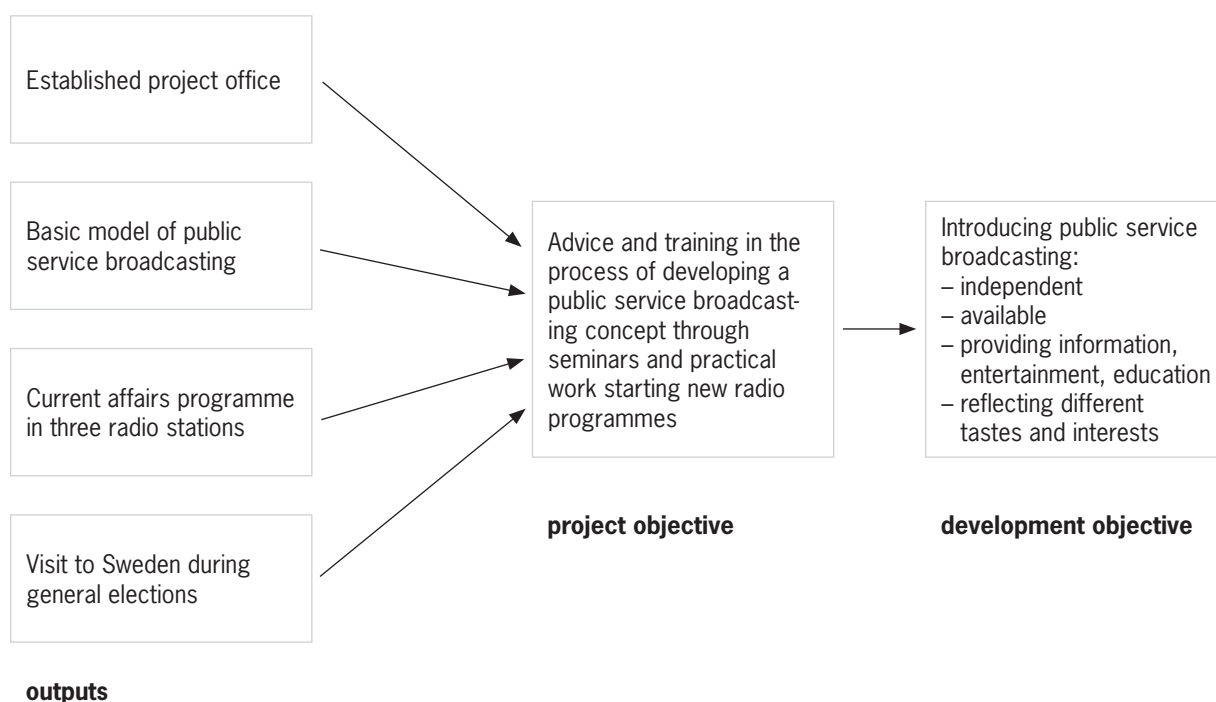
3.1 Phase 1: Introducing Public Service Broadcasting in Indonesia

Following preliminary discussions and the identification of the issues involved in PSB as expressed in a concept note a joint Feasibility Study was prepared with support from Sida and presented to Sida for funding of mainly the inputs from SR-MDO. Funding for a pilot project – “Introducing Public Service Broadcasting in Indonesia” – was secured with contributions from the Indonesian and Swedish government (through Sida).

The project objective for the pilot project was defined as “Introducing advice and training in the process of developing a public service broadcasting concept through seminars and practical work, starting new radio programs”.

The project objective was formulated within an overall framework of “assisting in the process of introducing public service broadcasting based on the principles of an independent radio distanced from all vested interests, available for everybody, a radio that is providing information, education and entertainment, and is reflecting different tastes and interests in society”.

The full intended results chain is illustrated in the picture below.



Each of the outputs was further specified with indicators of achievement to assess the concrete results and their contribution to the objectives.

3.1.1 Introducing PSB: organization and management

The first output, or rather condition, in the pilot phase was the establishment of a project office in RRI. According to the expectations – at least by SR-MDO – the project office would serve as a node for the project of introducing PSB and also as node or hub for RRI's international contacts. Another indicator specified that the RRI staff at the project would work fulltime for the project office. The conclusions in the final report² of the pilot project are that these expectations were not fully met at the end of phase 1. The final report moreover says that there was no fully fledged logframe developed for the pilot phase and also states that:

- The Project Office was built up as a temporary office only for this pilot project. International contacts passed through the ordinary RRI channels.
- The project staff could only work part time.
- Both organisational and financial constraints caused some problems for the implementation of the activities.

The team's interviews confirmed these findings and also found that that the project office served mainly as a liaison and coordination office for the cooperation between RRI and SR-MDO, and not as RRI's focal point for implementation of PSB in Indonesia (see further comments on this topic below).

3.1.2 Basic model of PSB

One fundamental output of the pilot project was the introduction of the PSB concept in RRI's organisation. For this purpose, seminars explaining the basic principles of public service broadcasting were held for staff of all the (then) 52 radio stations around Indonesia. Altogether well over 100 management and operational staff took part in one of the four seminars arranged at the interregional radio stations

² Introducing Public Service Broadcasting in Indonesia, final report, p 21

in Medan, Makassar, Yogyakarta and Jaya Pura. According to the final report³ the participants noted that PSB represented a change of paradigm and injected a new spirit in the staff. In addition, a concept paper on PSB was drafted to be used for further discussion in the RRI organisation.

3.1.3 News and current affairs programs

Along with the introduction of public service broadcasting on a principle level around 60 editors, reports and technicians were trained at three radio stations: Jakarta, Banjarmasin and Pekanbaru. This in-house training included basic program production and basic audience research with follow up courses, and provision of basic radio equipment. The output was news and current affairs programs for each radio station.

Although there were some organizational problems such as lack of good interpreters and difficulties in getting the staff to participate in the training full time, overall the training was quite successful. Perhaps with the exception of RRI Jakarta, where the then present management showed little interest in new ideas and changes. Several of the program formats introduced still remains today though developed and refined, such as Genta at RRI Jakarta and Lintas Sorei in Banjarmasin, the latter now a morning program called Lintas Pagi.

The audience research introduced, such as listening surveys and focus groups was useful and practical and is still being used, as it is a cheap and simple way connecting with the listeners. In the first phase of the project the audience research was used to track the interest among the public for this new program format as well as getting an understanding of what the public would like to hear on the radio.

Even if the result was a bit uneven among the stations involved, this activity had its impact within RRI as a whole and created an interest among the other stations for PSB and new ways of working for the staff, as well as the need for efficient audience research. A manual for this particular program format, news and current affairs, was distributed among the other RRI stations, which was confirmed to the team, has been used by other stations. This component also further developed Pro Tiga, Channel 3, as the first PSB channel of RRI, with a mix of national and local news and current affairs. This was a breakthrough in the previous dominance of RRI Jakarta as the national news provider and the existing top-down approach, where little regional news was relayed throughout the RRI network.

3.1.4 Visit to Sweden during general elections

In 2002 a core group of producers from RRI: senior managers of broadcasting divisions from four RRI stations went to Sweden to study the role of the Swedish media, and in particular the role of the Swedish Broadcasting Corporation: the organization and programmes produced in conjunction with the election. The purpose of the comparative field trip was to observe how the SR management planned, organized, implemented and evaluated the coverage of the Swedish election. Study visits to the Swedish Election Authority, the institute for Democracy and Electoral Assistance and the Swedish parliament were also undertaken.

3.1.5 Summary achievements

As can be seen from the analysis above, most of the activities were implemented according to plan, and most outputs were reached. It can therefore be concluded that the project objective of introducing PSB to RRI was achieved. At the end of phase 1 there was awareness at various levels in RRI about the meaning of Public Service Broadcasting and among RRI management there was also appreciation of SR-MDO's work serving as platform for a broader introduction of the new concept.

With the benefit of hindsight one can however see that the first phase was more of an inception phase, where the basic concepts were introduced and discussed, than a pilot phase during which a more or less model for change of the broadcasting at local radio stations had been developed, tested and found

³ Idem

relevant. Certainly important aspects of such a model had been tried out at the three local stations, particularly the news and current affairs programme and the use of audience research, but more services were needed to develop the situation at the local radio stations.

However, from SR-MDO it was also felt as a necessity not to go too far in the first phase before having been more acquainted with RRI and Indonesian.

The study trip to Sweden during the Swedish elections was not part of the original project document, but was added during the time of the project, and no indicators of success were developed. As it turned out election training was to become one of the major components of the second phase of the projects, preparing RRI for the general and presidential elections in 2004. Undoubtedly this study tour to Sweden was a well-invested activity, paving the way for new ideas and technical and practical know-how within RRI.

3.2 Phase 2: Implementing Public Service Broadcasting in Indonesia

After around ten months of delay the second phase started in mid 2003. As is mentioned in the ProDoc for the second phase the idea was to take a new step – from introducing PSB to wider implementation of the new concept in RRI Jakarta and 12 selected local radio stations (Medan, Pekanbaru, Palembang, Bandung, Yogyakarta, Banjarmasin, Surabaya, Denpasar, Makassar, Kupang, Biak and Jaya Pura).

The project objective of the second phase was expressed as follows⁴:

Firstly, to develop a reliable and accurate news and current affairs programming, to ...

- elaborate objectives for the news organisation with regard to policy, responsibilities, tasks, programme format and content,
- increase the staff's capacity for production of news and current affairs programmes in accordance with the objectives,
- develop an organisation based on delegation of responsibilities, co-operation and networking among the selected stations and team work,
- develop a technical network connecting the selected stations making possible exchanging copy, sound files/inserts and for the local stations to broadcast in the third national channel, Pro Tiga.

Secondly, to develop a reliable and accurate coverage of the General Election 2004, to...

- elaborate objectives for the coverage with regard to policy responsibilities, programmes formats and content,
- develop an organisation based on delegation of responsibilities, co-operation and networking among the selected stations and team work,
- increase the staff's capacity for production of news and current affairs programmes covering the General Election 2004,
- increase the staff's capacity for production of educational programmes (voters education).

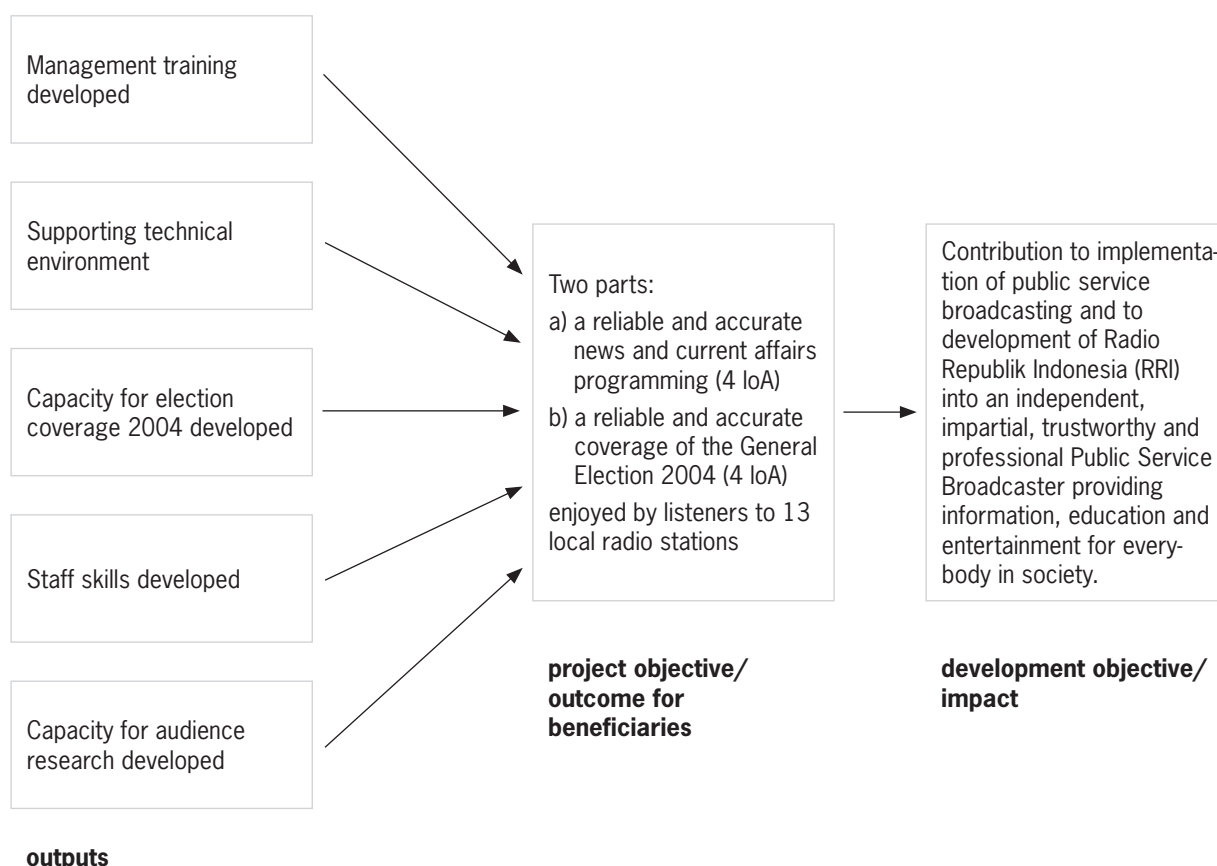
The project objective could be slightly reformulated to serve as outcome for beneficiaries by implementing

- a reliable and accurate news and current affairs programming; and
- a reliable and accurate coverage of the General Election 2004

to be enjoyed by listeners to 13 local radio stations implementing public service broadcasting

⁴ See also Plan of Action 2003–2004, ver 1.0

The intended project strategy and results chain is depicted below.



The strategy thus focused on capacity development of management staff and of operational staff in order to implement the new concept in the 13 selected stations. This would be further enhanced by a supportive technical environment – essentially a technical network connecting the 13 radio stations – and better communication with the audience through audience research. Finally, special emphasis was put on the upcoming election in 2004, where the new concept – especially the parts that deals with impartiality and independence of vested interests – would be tested.

Each output was further specified with a number of indicators to facilitate the results monitoring.

3.2.1 Management training developed

Considering the findings from the first phase that RRI was essentially a state bureaucracy with a rigid management structure, change management through training of managers in modern systems with focus on democratic leadership and gender awareness and media management were given highest priority. Altogether three seminars were held in Jakarta with managers not only from the 13 selected stations, but from all stations. Moreover, a kick off seminar in preparation for the election was held with station managers and heads of news departments from the whole of RRI.

The final report of the second phase draws the following conclusions of the result of the success indicators/activities under this output:

Planned Activity:	Outcome:
• A planning seminar is held in Jakarta. Acting as kick-off and start of planning ahead of elections • In house training for managers in RRI Jakarta is held for two weeks • Management training for managers of various levels from local stations I • Management training for managers of various levels from local stations I • Study visit to Sweden I & II for two weeks for selected participants from three management training courses • Annual Review Seminar	• For the first time ever practically all station managers and heads of news departments attended the same meeting/ seminar. 106 participants. Various plans including election plans elaborated • A group of 15 Jakarta managers take part in the first ever tailor made training course in public service broadcasting for managers in Indonesia. Contents include group-building, management criteria, leadership styles, troublesome staff, pitfalls in leadership, development talks, cooperation within RRI/Jakarta (networking), group development, meeting techniques, working with goals, delegation, gender equality planning, crises and change theory • 18 managers from local stations participated. Content as above • 18 managers from local stations participated. Content as above • One joint study visit with only station managers and top managers from Jakarta participating. • Around 20 managers from all over RRI as well as RRI/SR MDO project management participating in three day seminar. Analyzing output so far and planning ahead

As can be seen, the management training included 51 management staff of the 13 radio stations. 15 of the participants represented the Jakarta station and the remaining 36 came from the other 11 stations, which corresponds to 3 staff per station.

It is no doubt that this training served well to spread knowledge of modern management in general and in modern news management in particular. However, during the team's field visits the station managers had been promoted or circulated to another station and only the manager of the Jakarta station remained in his post. The incoming managers in Banjarmasin and Makassar had not participated in any of the previous management training seminars whereas the newly appointed manager in Denpasar had not taken part in the capacity building in Indonesia, but had enjoyed Swedish Radio's global course on PSB in Sweden in 2002, and hence was familiar with the concepts of PSB.

In any case, the promotion of managers in RRI is not related to, or conditional upon, participation in management training or in seminars of PSB provided by SR-MDO. The impact of the project's management training is therefore difficult to assess, but generally the team found that staff had more opportunity to shape their work and that interviews confirmed a larger bottom up influence. Most of the interviewed staff confirmed they enjoyed work much more now than previously, having more independence and influence over the work.

Also the division of responsibilities between departments and functions had been improved, which is a clear result of the management training. The increased motivation made journalists and presenters work harder, but there was also general complaint that the extra effort had not been rewarded as regards the salaries. Managers were quite aware of this lack of possibilities on their account to be able to use this kind of incentive, which entirely depends of the salary scheme developed by the Ministry of Finance regarding the civil service force.

3.2.2 Supporting technical development

Along with the work to build capacity on the human resource side of RRI, the project has also up-graded the computer network of RRI, connecting the selected stations making it possible to exchange both text and sounds files. The Indonesian supplier of the network was responsible for the installation, while the use of the network and the software training was conducted within the framework of the project.

The activities under this output are summarised as follows in the final report from phase II:

Planned Activities:	Outcome:
• A one week study visit to Sweden by three RRI technicians and two editors working with two Swedish consultants. Transferring know how and making draft proposal. June 2003 • Investigation of communication and computer network in Indonesia. Two weeks. Same team as above. Report of the current situation with regard to technical facilities for computerized networking and producing a final proposal of how to connect the involved stations, and more, to distribute sound and information in the most efficient way. August 2003 • Procurement of equipment and installation by RRI staff and supplier at 12 local stations and Jakarta. August–September • Training for using and administrating the computer network. 12 staff at news departments of involved stations • Training for using, administrating and integrating the network into daily work. 12 staff of news dept. One week. October–November 2003 • Training for using, administrating and integrating the network into daily work. 12 staff of news dept. One week. December 2003 • Follow-up training in using the network. 12 staff. One week January 2004 • Follow-up training in using the network. 12 staff. One week January 2004	• A one week study visit to Sweden by three RRI technicians and two editors working with two Swedish consultants. Transferring know how and making draft proposal for procurement of equipment. June 2003 • Investigation of communication and computer network in Indonesia. Visiting Jakarta, Bandung, Yogyakarta and Denpasar. Same team as above. Two weeks. Running into great difficulties as to what really was feasible. Both parties agreeing that essential conditions and funding are lacking. August 2003 • Initial delay for four-five months while RRI worked hard on coming up with solutions. Installation of physical WAN and software beginning late 2003, early 2004 • Due to ongoing installation and lack of time and staff prior to the general election Sida agreed to change part of this to fact finding mission. Just in time for the general election in April 2004 a WAN was established connecting 10 major stations with Jakarta • Training for using, administrating and integrating the network into daily work. 16 staff of news dept. One week. Jakarta. February 2005 • Training for using, administrating and integrating the network into daily work. 16 staff of news dept. One week. Yogyakarta. February 2005 • Only one follow up instead of two planned in using network. One week. 16 staff. April 2005. Eight from each of the two introductory training courses as agreed by Sida. Including extended workdays to match allocated hours

This component turned to be a great constraint for the project due to a number of logistical and technical difficulties, as well as an underestimation of what resources were available in the radio stations Indonesia, and the implementation was postponed and delayed. Despite these difficulties, the project managed to install a WAN, wide area network, connecting ten of the stations just ahead of the general election coverage in April 2004. In the absence of LAN within most stations, local area network with computers with sound editing software and reporters that have access to mini players and mini discs, the WAN was not really filling its expected role during the elections. The fact that the elections were held six months earlier then originally envisaged, put an extra pressure on the project to set up the WAN in time.

During the project phase more stations were connected and in February/April 2005, just as the project was about to be finalised, 24 stations received network training. Nine of them were among the thirteen chosen for this phase plus an additional 15 stations.

Today most of the stations are connected to the wide area network and with increasingly more local area networks within the individual radio stations, the WAN can be regarded as a competitive advantage for RRI.

One of the indicators for this component was that journalists and technicians at the involved stations should be able to operate and use the system in a professional way. Considering that the network training due to the delays described above came in a very late stage of the second phase it is the opinion of the mission that the full impact of the technical network should be evaluated after the third phase

3.2.3 Capacity for a reliable and accurate coverage of the General Election in 2004

The elections of 2004 were considered as checkpoints for RRI as a public service broadcasting organisation. Preparations were made already in 2002 under the first phase of the project, when a selected number of managers from RRI went to Sweden to follow the general election. Based on the experiences from Sweden special election training was arranged for managers and staff within an Indonesian context.

The activities under this output are summarised as follows in the final report from phase II:

Planned Activity:	Outcome:
• A planning seminar is held in Jakarta. Acting as kick-off and start of planning ahead of elections (this seen as part of management) • Election Training in Palembang is held for two weeks • Election Training in Banjarmasin is held for two weeks • Election Training is held in Biak for two weeks • Election Training is held in Yogyakarta for two weeks • Special Election Training for Conflict Areas is held in Makassar for two weeks	• For the first time ever practically all station managers and heads of news departments attended the same meeting/seminar. 106 participants. Various plans including election plans elaborated • A group of 13 participants from stations all over Sumatra take part in the special election training. Most of them reporters and presenters. • A group of 18 participants from stations all over Kalimantan take part in the special election training. Most of them reporters and presenters but also some technicians. • Changed to and held in Jayapura. A group of 12 participants from all over Papua take part in the special election training. Most of them reporters and presenters. • Changed to and held in Solo. A group of 12 participants from stations in Java take part in the special training. Most of the reporters and presenters. • A group of 12 participants from conflict areas all over Indonesia take part in this special election training. Most of them reporters on the field, but some also presenters and producers.

The presidential election 2004 was to be the first direct presidential ballot in Indonesia. The SR MDO project activities on election preparations had a clear rationale in the fact that most RRI staff lacked awareness and skills to cover an election in a democratic society.

The topics covered during the training were applicable on several levels: senior management, middle management and ordinary staff, and have built awareness and skills around issues such as neutral reporting, and role of the journalist during elections. The project activities have to a large extent achieved its objectives both in terms of planning, to support RRI with an election policy, and with practical examples for an action plan and guidelines for implementation. Although the election training was provided to participants from 39 different stations the impact of the training was visible, probably due to the fact that this was a common issue and goal for the whole of RRI, from top management level to junior journalists. The elections were held six months earlier than planned, which had its consequences for the project and it had to start with the election training and not the staff skills training as originally planned.

The Election Training-applicable for different level of elections: regional, general and presidential election was useful from both practical and technical aspects. The project activities also contributed to increased teamwork between the different divisions within RRI, at least in a shorter perspective. Other visible outcomes of SR MDO inputs were programs for educating the voters, and other formats for involving the listeners, such as public debates, live discussions in the studio, phone-in programs, and the radio were been able to engage and inform more listeners/voters than in previous elections. The public service channel Pro Tiga, channel 3, was an important instrument connecting the local stations with Jakarta, sending more local news than before, particularly during the general election.

Several of the programs formats introduced have since remained, covering other topics, and has also given for example announcer a new opportunity to work in the studio and plan and set up their own programs. As was expressed in Banjarmasin ‘We now work more like journalists, and are not only reading a text’.

From the time when the general and presidential elections took place in 2004, there have been quite a few elections on local and provincial levels, and the awareness and knowledge among the staff have to a certain degree been sustained. Several of the managers and staff met during this mission remarked though that RRI need to up-grade its knowledge in covering the up-coming election of 2009, and that this election again will be a test on how far RRI has moved on as a PSB institution.

3.2.4 Staff skills developed

The result of the first phase had some impact on the quality of the news and current affairs programme formats within RRI, and the second phase aimed at further targeting the News department in Jakarta and at 12 selected local stations and the broadcasting in the third channel, the national Pro Tiga. The intention was to strengthen the News Department in Jakarta, which at that time had the responsibility for the vast part of the programming in Pro Tiga together with the local stations in the country, which relayed their news through this channel. By reshaping these selected news departments, they would serve as a catalyst for further implementing change and improvements throughout the whole RRI news organization.

The activities under this output are summarised as follows in the final report from phase II:

Planned Activity:	Outcome:
• Training of trainers in Jakarta for 15 journalists, managers and technicians. • In-house training in Jakarta for production teams at News Department and related programme production staff. Three weeks. 15 participants. • Staff skills training of production teams at news Department and related programme production staff in Tanjung Karang. Three weeks. 15 participants. • Staff skills training of production teams at news Department and related programme production staff in Semarang. Three weeks. 15 participants. • Staff skills training of production teams at news Department and related programme production staff in Kupang. 15 participants.	• 15 specially selected experienced staff, mainly active journalists with previous project experience participated in training. A ‘Training Manual’ for staff skills training was produced. • 15 mainly from News Department participated. • Changed to and held in Surabaya. 15 participants from stations in Java participated. Due to lack of funding the training was shortened a couple of days through working on weekend and overtime. • Changed to and held in Denpasar. 15 participants from Bali, Lombok, Timur and Papua participated. Due to lack of funding the training was shortened a couple of days through working on weekend and overtime. • Changed to and held in Padang. 15 participants from stations in Sumatra participated. Due to lack of funding the training was shortened a couple of days through working on weekend and overtime.

The first activity of this component was training of trainers, and the production of a trainer’s manual. This approach filled its function in the second phase, and the selected trainers were in general used for the staff skills training. When asking about these trainers today, they are mostly used on an adhoc basis. Several of them have reached higher positions within the organization and they are in that sense continuing to work with PSB. Although there was an intention in the project document that these trainers could be used for training arranged locally by the stations themselves, this ambition has not materialized. In that sense the project has not managed to support training of trainers within RRI and the training centre in Jakarta, but merely to fill the needs of the project activity itself. There is a the big demand for skills training within RRI and most of the training is still available in Jakarta, which is too costly for the stations, and the team heard several suggestions on regional training points, which was confirmed by the Supervisory Board of RRI.

As in the first phase, in-house training was held at RRI Jakarta, while the other stations sent their participants to one particular station in Java, Bali and Sumatra for regular short term training. Originally the training was going to last for three weeks, but due to lack of funds, some of the training was shortened. Most of the participants came from the main stations in the project, but also from several other stations in the RRI network.

When discussing with participants, it is quite clear that the trainees appreciated the training and that it had been relevant for their working situation. Awareness and new knowledge were built, but mostly on a personal level. Most staff found it difficult to transfer knowledge to their colleagues, and if it happened, it depended on the attitude of the management. Some also found it difficult to implement new ideas due to lack of support from higher levels. There was no systematic selection of trainees, and at the station in Denpasar for example, the youngest reporters were sent for training, which meant they did not have the position within the organization to transfer any knowledge.

It is somewhat hard to measure the outcome of the skills training, and several more stations than the thirteen initially planned for were involved. There were no follow-ups of this component, apart from discussions at annual seminars, and there were no prior commitments from the station managers on how to handle the newly trained staff within respective radio station. In Banjarmasin, which participated in both the first and the second phase, the training has had effect, much thanks to an ambitious management. In Makassar and Denpasar, which took part in the second phase, new management has tried to build on previous skill training and raise the quality of the programs.

With regard to RRI Jakarta this station is longer seen as the 'engine' within RRI to renew the news coverage within the network, as when the second phase was planned. Instead RRI is building a new national news channel and a news centre based within RRI headquarter, a conclusion that came out of the second phase of the project. This new channel is therefore part of the cooperation in the third on-going phase of the project. RRI Jakarta has become the local station for Jakarta and has lost its former position. A great deal of the previous staff of RRI Jakarta now works at the new national news channel. Still, when discussing with staff at RRI Jakarta input from both phase 1 and 2 remains. There is also on-going in-house training based on the PSB concept. RRI Jakarta has recently employed 28 young staff directly from university to replace the old staff that has moved to the new national news.

In general staff skills have developed and new programme formats for more reliable and independent news and current affairs are today part of RRI, with increasingly more interaction with the listeners. The training approach in the second phase was on quite a large scale, and from experience we know that it is difficult to see results of short-term training. Today, a few years after the component was finalised, some of the input has matured and RRI has also developed as an organization. But with a more systematic approach initially in regards to creating a sustainable core group of RRI trainers, more systematic selection of trainees, and commitment from the station managers to take care of the newly trained staff, the impact could have been bigger.

3.2.5 Audience research

During the first phase, some basic methods of audience follow up was presented and discussed, especially focus group discussions to get feedback the listeners on programme content and orientation. The second phase included a more scientific research methodology and a survey commissioned to the University of Indonesia. The research findings were commented upon by a consultant and formed the basis for a one-week training workshop.

The activities under this output are summarised as follows in the final report from phase II:

Planned Activity:	Outcome:
• Planning for audience research surveys by RRI. • Preliminary surveys and preparations. • Audience Research conducted by project team and expert from University. August 2003. • Deeper analysis of AR findings. • Implementing Audience Research in RRI programming. One week training. Project team and Swedish consultant. 15 participants.	• Done accordingly. • Done accordingly by RRI project team and expert from University. Questionnaire prepared. • Done accordingly by involved parties. • Done accordingly by RRI project team and expert from University. • Done accordingly after heavy delay in April 2005.

The team's findings are that the comprehensive AR is summarised in a large research report, which unfortunately is only printed in Indonesian (Bahasa). Now, two years after it was conducted it seems its impact is rather limited and that it is not actively used for programme development or as a baseline for regular follow up of listeners' preferences and habits. Generally speaking RRI staff found the more practical advice related to focus group discussions from the first phase more useful than the scientific approach provided in phase II. In addition it was mentioned that the limited RRI budget implies that regular audience research become a too costly effort.

At local radio stations more cost-effective tools for audience interaction is used: phone-in programmes and other forms of interaction are regularly used to shape programme content. Sometimes focus group discussions have been undertaken on an ad hoc basis. A more systematised effort was done in December 2007 when focus group discussions were arranged in 10 local radio stations. There is no report produced in English, but according to RRI management the discussions confirmed that about half of the listeners preferred news and current affairs (48%), and that 43% appreciated the new agenda for news and current affairs. Generally the audience appreciation of RRI had improved, according to the results of the discussions.

3.2.6 Summary achievements

The original concept of working with 13 stations in an integrated way providing components on management training, audience research, election and staff skills training and an electronic network was revised during the project time, which is not possible to detect when reading the final report for phase 2, as the project objectives were not adjusted. Priority was still given to the main thirteen stations; some were replaced along the way with others, but in several of the components staff from many more stations were involved. The idea was that by spreading the project activities on more stations, it would have a wider impact, and the bigger stations would support the smaller stations in one region. Whether this strategy of spreading the resources over many more stations was successful or not, is difficult to assess, as no systematic follow up has been made by the project management, not even of the 13 main stations.

Nevertheless interviews that the team made indicates that the project objective of contributing to the implementation of PSB in 13 main radio stations was more or less achieved, while interviews confirm that only in 3 out of the 13 stations PSB was fully implemented. Most of the activities were put into operation, some according to plan, others were delayed, but most outputs were eventually reached. The start of the project phase was delayed and at the same time the general election was held six months earlier than initially said, which put a lot of pressure on the project to speed up activities, such as the election training and the installation of the technical network, while other activities had to wait such as audience research. Comments from project management indicate that perhaps the scope of the second phase was too ambitious to achieve over such a short time and that fewer components could have been more efficient.

The overall impression is that the management training has had its impact and that staff has more opportunity to shape their work and those interviews confirmed a larger bottom up influence. Most of the interviewed staff confirmed they enjoyed work much more now than previously, having more independence and influence over the work. Also the division of responsibilities between departments and functions had been improved, which is a clear result of the management training.

The impact of the election training was visible and had great impact and RRI had for the first time a coverage that was seen as impartial and neutral, also by organizations such as EU. In general the result was better when the training was focused on a specific issue, such as election training rather than general skills training, which has a tendency to 'disappear' in the organization and bureaucracy of RRI. Unless staff has support from their superior it is difficult for them to share new knowledge and awareness among colleagues and also to do changes of their own working situation.

The impact of the staff skills training could have been deeper and larger. The main reasons for the limitations in terms of impact are: (i) circulation of managers without recognition of PSB training ("age" is still important criterion for promotion), (ii) no commitment or demand expression from local radio stations in selection of project radio stations (iii) poor transparency in selection of trainees in general and too many stations with few participants involved in the staff skills training to get an impact, (iii) no systematic ToT-programme

The installation of WAN, wide area network was postponed and delayed. Despite these difficulties, the project managed to install a WAN connecting ten of the stations just ahead of the general election coverage in April 2004. In the absence of LAN within most stations, local area network with computers with sound editing software and reporters that have access to mini players and mini discs, the WAN was not really filling its expected role during the elections. Eventually at the end of phase 2 around 24 stations were connected to the network and network training was held, and today RRI has a network that can send sound files and inserts within RRI.

Major audience research was undertaken but this was not used as regular management tool, neither at central level, nor at local level. Generally speaking RRI staff found the more practical advice related to focus group discussions from the first phase more useful than the scientific approach provided in phase II. In addition it was mentioned that the limited RRI budget implies that regular audience research become a too costly effort.

The project management was less effective in the sense that (i) the project office has not served as energiser in PSB with clear mandate to follow up PSB implementation in the RRI organisation, not even in the 13 main radio stations, and (ii) that there was never a PSB pilot model or package developed, as already mentioned under 3.1.5, which would be implemented with active support from the project office, and that some of the activities undertaken were spread over too many stations.

3.3 Relevance

3.3.1 Poverty reduction

The country strategy for Indonesia ⁵ underlines that support for the reform of institutions and processes of significance to Indonesia's democratic and economic development, and on activities and processes that promote the sustainable use of natural resources should be in focus. To heighten the effect of reforms, support can be provided for skills and capacity development aimed at enhancing efficiency and democratic governance in different areas of government administration. Support can also be extended to players in civil society – including the mass media – capable of imparting added momentum to the reform process.

⁵ Country Strategy 2000–2004

Media freedom increased considerably after the end of President Suharto's rule in 1998. Radio stations, arguably the most important medium in Indonesia, exploded from 798 to more than 2000 (including illegal radio stations). For more than 30 years under the Soeharto regime, the Indonesian media was oppressed, leaving little chance of organizing professionally. The number of print publications was restricted, private radio and TV was obliged to broadcast news from state-run radio RRI and television station TVRI. Private radio and TV stations virtually were banned from doing independent reporting.

The timing of the cooperation between RRI and SR MDO was highly relevant starting in year 2000. Between 2000 and 2005 RRI went from being a government body under the Ministry of Information to a Public service broadcasting entity. During this transition the cooperation has supported RRI to slowly take on the role of providing the public with information, education and entertainment in a more neutral and un-biased fashion than before, in line with the development objective of the project.

By contributing to the implementation of public service broadcasting through awareness building, capacity development and technical know-how the project has sustained RRI becoming an institution that could be significant in the transition towards democracy in Indonesia. From a poverty reduction standpoint deprived and vulnerable groups often lack visibility and voice to enable them to define and influence policy priorities and access resources. A more independent and professional media is a crucial component in this context, and an important plank in poverty reduction, good governance and promotion of openness, transparency, accountability and participation. Media has a vital role when it comes to reduce the growing gap between urban and rural areas, and act as a bridge to strengthen the dialogue between local government and a poor community, to enhance grassroots democracy and respect for human rights. RRI has surely started on this path by introducing new program formats made available for the public such as call-in programs, and debates, offering more educational and informative programs, discussing issues like domestic violence, trafficking, unemployment etc. RRI is increasingly taking on a bridging role between the public and society providing a forum for questions and debates. RRI is also acting more as a watch dog in relation to political parties and authorities. One measurement of this is the fact that local governments are starting to set up their own radio stations as they no longer can rely on RRI to serve their messages.

3.3.2 Gender

The project has had an ambitious agenda for gender in its training activities. During management training in phase II the participants were asked to put together a gender plan for respective radio station, and during staff skills training and particularly election training time was reserved for discussions and capacity building around gender issues, including formulating a gender plan for the coverage during the elections.

In regards to the gender plan, the radio stations visited had no formal gender plan, although there was awareness that this was intended for. There was no real explanation for the lack of plan, merely a general idea that it is complicated with gender issues, mostly from a cultural point of view. Staff at RRI HQ expressed the view that Indonesia still is a patro-linear society and that this also can be seen in RRI by women seldom being confident in applying for managerial posts in RRI.

The lack of gender plan and sanction from 'above' on gender issues made it difficult for staff participating in the election training to make suggestions around coverage on gender. Apart from the coverage on the election quota for women in the general election, where at least 30% of those elected should be women, reporting on gender issues were only made by random or if there was a specific interest among reporter

In Banjarmasin more women called to the radio stations when the subject of quota to the parliament was brought up, which shows that there is a potential interest for gender issues among the listeners. But so far most radio stations have not tried to capitalise on this interest. No specific gender issues were

noted during the presidential election, and it was not included in the overall RRI plan for either election. In the Audience research of 2003 undertaken by RRI in five cities, one of the results was that there was a need to focus more on the female audience.⁶

In general it can be said that RRI staff has started to build their awareness on gender issues, and several radio stations also confirmed that the programme production has become more gender aware and that there are special feature programmes focusing on trafficking, sexual harassment and related issues and also special women's feature programmes.

3.4 Environmental Considerations

There has been no special focus on environmental issues in the project through training or national agenda setting. Environmental feature programmes are produced by local radio stations and environmental topics are also raised in phone-in programmes.

3.5 Sustainability

Throughout the first and second phase RRI has mainly covered its own cost, taken an active part in the set up and implementation of project activities and it is expected that RRI has the capacity and knowledge to carry on the efforts after the implementation period. From 2000–2005 legislation has come in place through a Law on Broadcasting in 2002, and in 2005 RRI officially became a PSB entity. There is a Board of Supervisors assigned and reporting to the Parliament and a Board of Directors with the mandate to develop RRI as an organization. The President Director Mr. Parni Hadi is a person with great respect within the media environment in Indonesia and dedicated to move RRI forward. Many of the conditions since 2000 have changed in favour of RRI.

In 2007 RRI and SR MDO entered a third phase of cooperation, which will end in 2009. Up until now a lot of managers and staff have been trained and staff has also become co-trainers, although the project has never systemized ToT on a bigger scale. When the third phase is finalised RRI should have the capacity to take on most of the training that SR-MDO is doing today. A systematic ToT program, more cooperation with the RRI Training centre and an ambition to spread the training points regionally are needed to remedy RRI's lack of adequate managerial skill, staff skill, and technical skills, as pointed out by the RRI Supervisory Board. Hopefully the on-going phase of the cooperation between RRI and SR MDO can support that development.

The bureaucratic system and a mentality as a government apparatus is still one of the main obstacles in RRI's development towards PSB. After some years committed to become PSB, the employment system has hardly changed, "the staff who work passionately get the same reward as those who under-perform," says one of RRI broadcaster. There's almost no incentive for RRI staff to perform professionally as the salary remains the same.

Most of RRI employees are still civil servants, although no longer government staff administered under the Ministry of Information. The new recruits are paid staffs, so called honorary staff, which suffers different treatment in term of less employment benefits. It appears that in RRI the PSB agenda has yet managed to replace the deep-rooted bureaucratic system that still prevails. "In RRI, the right man in the right position is a concept that still difficult to be implemented," said one RRI middle manager.

Nevertheless for many personnel who have worked more than 20 years, RRI appears to have gone through much of a change. There are new vocabularies, such creative, innovative, dynamic, cooperative, and critical in RRI now. For some RRI staff the working situation has improved, they are happier now even though the salary has not increased.

⁶ RRI Audience Research 2003

Still, staff that has no motivation due lack of incentives can turn out to be a major barrier for RRI to further develop as a PSB entity.

In addition to that, perhaps more complicated, is how to change the public's perception toward RRI. The old RRI was fraught with centralistic policy, bureaucratic mentality, and rampant sycophancy. The public still does not consider RRI as the source of credible information, and it will obviously take time and big effort to make RRI to become trustworthy radio broadcaster in the mind of the public.

Another obstacle is the lack of adequate funds. In 2008 the Parliament cut down the budget for RRI to Rp 400 billion compared to Rp 500 billion in 2007. (Most of the budget—Rp 320 billion—goes to the salary of 7.000 staff in 63 stations; Rp. 50 billion for maintenance and utilities, with only Rp 30 billion for programming). RRI still needs to do advocacy in the Parliament. There are a lot of vested interests in the broadcasting business, and the idea of what public service means, also among the MP's, are not always understood.

The major opportunity for RRI is to fill that gap between the commercial radio stations that sees the listeners more as consumers and the news and information that TVRI is providing: the teve is considered as being further away from public service broadcasting than RRI.

RRI has a very good coverage and reaches 85% of the population compared to 68% for television.

The broadcasting media has modestly undergone reform, apart from community radio that sprung up in many rural areas illegally, the mainstream radio and TV stations are still owned by peoples connected to the old regime. Recognizing the power of media, broadcasting media owners want to ensure that they maintained control over the current range of frequencies. Some individuals control more than one television or radio station through different corporate holdings.

In 1999, then President Abdurrahman Wahid stressed that information (the media) was a community affair, and no longer a government affair. The Parliament and the Government replaced previous institutions and laws that hampered the freedom of expression. However, in the never-ending transition process of democratization in Indonesia, currently, a free flow of information as a foundation of democratic society is still hard fighting for.

Even after the establishment of independent regulation bodies, such as The Press Council and Indonesian Broadcasting Commission (KPI), the government's desire to control and oversee broadcasting media still dominates. Politicians appeared to be insincere in their support for a free and independent press, and they are not patient enough to allow self-regulation—through market forces and press community initiatives—to operate.

In this time of transition and uncertainty of press freedom in Indonesia RRI has the prospect to become a radio in the interest of the citizen, offer un-biased information and education as no other national media is doing today, and provide a voice for the public.

3.6 Project Management and Reporting within the Project

The staff at the RRI project office was replaced several times during the first and second phase, also for unforeseen reasons, which has been disruptive for the management of the project. The project office has served mainly as a liaison and coordination office for the cooperation between RRI and SR-MDO, and not as RRI's focal point for implementation of PSB in Indonesia. It was never planned for SR MDO to have a permanent staff in Jakarta, but with a project that stepped up in size and complexity the way the second phase did, it probably would have been useful, at least over an initial period. Despite this the project has managed to implement its activities much to the dedication and hard work of both RRI and SR-MDO staff and consultants.

The documentation of the project consists of Project Documents, broken down in Plans of Action mainly consisting of objectives, outputs and activities to be undertaken during the forthcoming period, and Annual, Semi-annual reports and Final Reports. Although the team has not reviewed the full documentation – which is not necessary for the performance assessment – it seems that the reporting format has fulfilled the formal requirements and also what has been necessary for project implementation. Having said this, it is however also true that the reports, especially the final reports, could have been more analytical and focussed on suggestions to address problems encountered, deficiencies and shortcomings. It is true that for instance the final report for phase II contains a lot of criticism regarding the conditions for implementation – poor technical conditions, bureaucratic problems causing delays and so forth – but it also seems as these issues are brought up in the report, not at a meeting preparing the report so that measures to address these issues could be suggested as part of the recommendations. The dialogue, especially regarding problem-solving and strategic project issues, therefore could have been more fluent and based on mutual responsibility.

More important is also the fact that the overall project performance in relation to the project objective is not assessed in the final report. Hence, there are no discussions as to which extent public service broadcasting can be regarded to be *actually* implemented in each of the thirteen main stations. The impression the reader of the report gets is that the results in relation to the planned outputs receive all of the interest, and that the discussion regarding to what extent this also means that the project objective has been achieved is unaddressed. The fact that several more stations than the original thirteen were involved in the activities in the second phase is not addressed in the final report, and the impression one gets is that the conditions did not change. It is not unusual for a project to change and adapt over the time but it should be noted in the final report.

Despite this critic, the team finds that some very important comments are made in the final report for phase II. These are some examples⁷:

- “RRI must put more efforts on management training in regards to promoting teamwork”;
- “As some managers participating in the management training have been close to retirement we propose an age limit”.

These very relevant observations have, as the team has found during its field visits, not been followed up in later implementation, which again underlines the fact that the management dialogue between the parties could have been more focussed on joint problem solving, especially of strategic issues such as the result of the management training and the general managerial culture of RRI.

Apart from the regular reporting within the project Swedish Radio has commissioned two monitoring reports during phase II. Indonesia Media & Law Policy Centre in Jakarta undertook one monitoring mission looking at the coverage at three radio stations in March–May 2004 for the General Election. This mission looked deeper into the actual content of the broadcasting, focusing on two provincial radio stations that have been part of the election training, plus RRI Jakarta.⁸

The second monitoring report undertaken in September 2004 had a broader focus on the process of change as well as on the effects of the election training in conjunction with the two presidential elections.⁹

Some of the recommendations from these reports were later included in the project document for the on-going phase III of the project, which started in 2007.

⁷ See section “6. General description and findings” in Final Report Implementing Public Service Broadcasting in Indonesia, November 2005

⁸ Report on Monitoring Result “Public Broadcasting Implementation in Indonesia” at RRI Jakarta, RRI Palembang, and RRI Solo. May 2004

⁹ Implementing Public Service Broadcasting in Indonesia 2003–2004’, Monitoring report February 2005, Madeleine Elmqvist

Sida's role in project monitoring has been quite limited. It is true that CFTC mainly is an undertaking by the contract partners, but some of the issues raised in the reports, especially in the final reports, could possibly have merited a Sida involvement in the dialogue, for instance based on an Annual Report, being a co-funder of the project. Particularly issues regarding the effectiveness of the competence development programme should be of interest for Sida's follow up.

3.7 Contract Financed Technical Cooperation as a Tool for Achievement

For a project/programme to be regarded as Contract Financed Technical Cooperation (CFTC) it should, of course, be built on a contract between the partners in Sweden and the developing country, in this case between SR-MDO and RRI. Moreover, the cooperation should include¹⁰

- Human resource development in a strategic sector in the partner country;
- A specific request from a central planning agency in the partner country;
- Swedish know-how and Swedish experience which have proved to be competitive,
- A contract between the Swedish party and a party in the partner country for the implementation of a project, which is partly financed by Sida. The responsibility for the implementation of the project rests on the parties concerned;
- Cost sharing, i. e. the party in the partner country is responsible for parts of the contract costs, and at least the local costs;
- Competent partners, who have the capacity to plan and implement projects and to make good use of experience gained.

In addition, CFTC programmes shall make it possible

- for the partner countries to benefit from Swedish experience and Swedish competitive skills,
- for Swedish institutions, companies, government agencies and individual experts to participate in development work in the partner countries.

The above conditions for CFTC have undoubtedly been fulfilled with the possible exception of a formal request put forward to Sida by an Indonesian "central planning authority". No such document has been provided to the team during the mission.

Apart from this it is evident that radio broadcasting, when it aims at serving the public by means of unbiased news and current affairs, is a both sensitive and strategic sector in any democratic nation-building and poverty alleviation effort. This finding refers especially to Indonesia with its huge population scattered over a vast and widespread country, where other forms of communication are less feasible. The RRI network covers almost the entire Indonesian archipelago with a potential of 200 million listeners. SR-MDO has positioned itself as a major international actor in the field of public service broadcasting and has, in addition to its global capacity building competence development programmes provided in Sweden, also project experience from cooperation in Botswana, Vietnam, Ethiopia and Mongolia. The project has had an almost 50% cost sharing from RRI, covering most of the local costs. Sida funds have covered fees, technical equipment and costs for the national audience research.

The only vagueness in the set-up is the weaker part played by RRI in project planning and reporting, stemming mainly from the difficulties in manning the project office with full time staff over the whole

¹⁰ From Contract Financed Technical Cooperation, Sida, January 2004

period. At present the support seems sufficient, but this has not been the situation earlier when capacity gaps did affect the smooth coordination. This weakness can also be seen from the structure of Project Documents and Plans of Actions. These documents are generally labelled as joint documents, but have all been drafted by the SR-MDO project coordination staff. It is understood that the documents have been fully discussed with the RRI project office, but over the period it would have been expected that RRI's role in planning would have been stronger so that documents had actually been drafted by RRI and then discussed with SR-MDO. The team is aware of the fact that there may be a language gap here, but in that case document could first have been produced in Indonesian Bahasa and then translated into English. Annual Reports and Semi-annual reports to Sida are drafted entirely by SR-MDO staff. It is possible that situation has improved during the present phase, which is not reviewed by the team. It should be emphasised that this weakness is not a sign of a fainting ownership. On the other hand, there is a very strong ownership of the project in RRI, all the way from the top management to individual reporters and presenters. But the point remains valid in cooperation where the parties share the costs and where the cooperation time and scope are built on close and confident relations.

From a Sida perspective it is interesting to note that a limited financial grant in the form of financial support to a contract between two partners – RRI and SR-MDO – can have a potentially very important contribution to democracy and poverty alleviation. Again, the main reason for this is the sector in question, and the sincerity of the partners to turn the cooperation into a successful project. The support to the project is well harmonised with the priorities of the Swedish development cooperation with Indonesia.

The relevant Swedish cooperation strategy¹¹ states that the development cooperation should “mainly consist of international courses organised by Sida, contract-financed technical cooperation and, where appropriate, credits for specific projects deemed to accord with the country strategy's intentions. These forms of cooperation can be supplemented by special efforts to promote democracy and human rights.” Moreover the strategy says that “broad Indonesian participation in the course programme, within the subject areas addressed by the country strategy may be regarded as a contribution to the reform process and could lay the ground for continued contract-financed technical cooperation. Courses on subjects in particular demand can be held locally in Indonesia”.

In the fall of 2007, the Swedish government decided to focus Swedish development cooperation to a more limited number of partner countries. In view of this, Sweden has manifested its wish to introduce new forms of cooperation with Indonesia, phasing out the development cooperation during a period of 3–6 years.

The new cooperation aims at being more mutually beneficial and involving a broad spectrum of partners in both countries. During the phasing out period, limited funds from the development cooperation budget will be used to facilitate various forms of actor cooperation in sectors of priority. It has been mentioned that environment and democracy/human rights are such priority sectors.

The cooperation between RRI and SR MDO could well fit into this scenario. RRI already cover their own costs, and it is quite possible that the partners find that the new facility of actor cooperation will serve as a vehicle for the continued cooperation.

¹¹ Country Strategy for Development Cooperation Indonesia, 2002–2004.,MFA, 2000

4 Conclusions

The main conclusion is that the cooperation project has been very relevant for Indonesia and for Swedish development cooperation with Indonesia. Despite being a small donor, the project is implemented in a strategic sector, both for Indonesia and with regard to Swedish development cooperation goals. It is an area where Sweden has a comparative advantage in the sense that SR is an established international partner in promotion of public service radio, a where a limited financial contribution can have a large impact. RRI will most likely be able to sustain have the capacity to carry on efforts made within the project following the implementation period.

Secondly, the evaluation team has found that *the first phase essentially achieved the objective of “introducing public service broadcasting” in Indonesia.* The support came timely, giving adequate support to the political and administrative circles in Indonesia that wanted to encourage public service radio. The management of RRI appreciated SR-MDO’s support to the extent that they requested a second phase focused on implementing PSB more broadly in RRI.

In the second phase the project did contribute to the implementation of PSB in the 13 main radio stations, while interviews confirm that only in 3 out of the 13 stations PSB was fully implemented. Most of the activities were put into operation, some according to plan, others were delayed, but most outputs were eventually reached. The start of the project phase was delayed and at the same time the general election was held six months earlier than initially said, which put a lot of pressure on the project to speed up activities, such as the election training and the installation of the technical network, while other activities had to wait such as audience research and staff skills training. Comments from project management indicate *that perhaps the scope of the second phase was too ambitious to achieve over such a short time*, and that fewer components could have been more efficient.

The overall impression is that the management training has had its impact and that staff has more opportunity to shape their work and those interviews confirmed a larger bottom up influence. The impact of the election training was visible and had great impact and RRI had for the first time a coverage that was seen as impartial and neutral, also by organizations such as EU. In general the result was better when the training was focused on a specific issue, such as election training rather than general staff skills training, which has a tendency to ‘disappear’ in the organization and bureaucracy of RRI.

The WAN, wide area network was installed after much delay, and is today an asset for RRI. The audience research undertaken in second phase was an important activity for RRI, but hardly used on a practical level due to complexity and lack of funds, and is not yet part of the program development.

The impact of the second phase could have been deeper and larger. The main reasons for the limitations are:

- Lack of integration between the five components of the second phase; due to delays etc
- The 13 local radio stations were not selected on a commitment basis, meaning that they expressed a willingness to implement the project with full management support; rather the management training was not fine-tuned with the station selection. For instance promotion of station managers was not harmonised with the ambition to implement PSB and incoming managers to the 13 stations were not selected on their capability or interest to implement PSB.
- *The selection of trainees for the staff skills training was likewise not focused on the 13 stations* and the trainees themselves had no opportunity to express their interest in joining the training. Rather, they were selected on other premises, such as previous training, nepotism and other non-transparent factors.
- *The staff skills training was spread out on too many stations, and not focused on the 13 selected stations.* Experi-

ence shows that one to two persons from a radio station receiving training do not have the possibility to influence any changes. A bigger group is needed.

- *There was no prior commitment or plan from the selected stations to follow up on training or to organize in-house training based on the new knowledge and skills.*
- *The ToT-programme, building local capacity for continuous training, was not established*
- *Less effective project management in the sense that the project office did not serve as energiser in PSB with clear mandate to follow up PSB implementation in the RRI organisation, not even in the 13 selected radio stations.*

Despite these limitations project activities have contributed to a more professional and open RRI. The public service channel Pro 3, developed during the first phase of the project, has been thoroughly used during the second phase and today Pro 3 is the prime new news channel and the focus of the third on-going phase of the project.

The elections turned out to be a checkpoint for RRI to prove and apply the principles of public service broadcasting, which is trustworthy, unbiased, impartial and reliable radio. *Next years election, 2009, is a new opportunity for RRI to again prove its value as a PSB entity.*

The cooperation has been of outmost importance for RRI in a time of transition, where SR MDO has been able to provide a model for public service broadcasting in an Indonesian context. Continued support providing technical assistance and awareness building should focus on role the radio can play in poverty alleviation, a prime goal for RRI in the coming years.

5 Recommendations for the Third Phase

- *Select involved stations in the third phase on commitment basis. They have to show a willingness to implement activities with full management support. There should be a clear plan on how to make use of newly trained staff and how the new skills and knowledge can be transferred to colleagues.*
- *Project management should set up a mechanism for following up results and impact in respective radio station.*
- *Selection of trainees should be based on competence and not on nepotism or ad-hoc choices.*
- *Systemize a ToT program in cooperation with the Training Centre in Jakarta to provide the means for increased sustainability after the project has finished.*
- *Consider to have an experienced SR MDO staff over a longer period in Jakarta to support RRI project office to make sure that the different components of phase three are used in an integrated way. This person should act as an advisor to RRI. The project management office of RRI should serve as an energiser in implementing PSB, not just serve as a coordination office.*
- *RRI should start taking responsibility for writing project reports. So far the reports have entirely been written by SR MDO.*
- *Project reports such as Annual reports and Final reports should include an analysis to which extent project objectives have been achieved and not only address results in relation to planned outputs.*
- *In 2004 Election training was behind the great success of RRI's coverage of the general and presidential election. In 2009 it is again time for election. RRI and SR MDO should put resources on up-grading awareness and skills around election coverage. According to information from the Embassy of Sweden in Jakarta funds are available and RRI should get in touch with the Embassy.*

Annex 1 Terms of Reference

1. Background

Sida is in a process of developing a new country strategy for the development cooperation with Indonesia. An assessment of the performance of the present country strategy is an important basis for the development of a new strategy.

The project “Introducing and developing public Broadcasting in Indonesia” has been selected for a closer performance review in accordance with Sida’s increasing emphasis on result-based management.

2. Objective of the assignment

The objective of the assignment is to analyse performance of the project (phase I and II) during the implementation period and give recommendations for the next strategy period.

3. Scope of work

3.1 Performance

The Consultant shall make a *Performance Analyses* of the project. This will include analyses of the achievements within each part of the focus areas/objectives in relation to expected results of the project (in accordance with the project document) as well as analyses of the KTS-instrument as a tool to achieve goals stated in the country strategy. The assessment shall be made partly regarding the internal organisation of RRI, partly the content of the public service.

The Analyses shall include what has been achieved or not achieved compared to plan and reasons for this.

i) *Achievement* of goals/effectiveness, including outputs (the immediate and concrete consequences), outcomes (the results at the level of beneficiaries) and impact of the project.

One important aspect affecting the achievement of goals within the project might be the capacity and performance of the implementing agency, the local counterpart and of Sida during implementation. External factors which have influenced achievement of goals should also be commented on.

ii) *Relevance*

The consultant shall assess the overall relevance of the project and to what extent the project objectives, composition and co-operation forms selected were in harmony with and kept relevant for the development in Indonesia as expressed in country strategy.

- The relevance analyses should as far as possible discuss the relation of the project to poverty reduction.
- To what extent have gender issues been included in the project and how has the cooperation affected women and men?
- To what extent have environmental considerations been included in the project and what impact did it have on the environment?

iii) *Sustainability*

The performance analyses shall moreover look into the effects in a long-term perspective i.e. Does the local partner have the capacity and knowledge to carry on the efforts made within the project following

the implementation period? How are the lessons learned used? What are the major difficulties and opportunities for RRI today? What kind of external factors (political factors etc.) have an influence on the sustainability? Any other factors of relevance?

3.2 Recommendations for the future

Based on the findings and conclusion regarding the implementation of phases I and II of the project, the Consultant shall make recommendations regarding the phase III of the project, if any.

4. Method

Project documentation, relevant, valid country strategy and Sida guiding principles are to be studied before the field visit. The Consultant shall meet with responsible Sida desk officer(s) in Stockholm.

The Consultant will conduct a visit to Indonesia to meet with implementers and local counterparts, assess results on-site and meet with relevant counterparts from Government, non-governmental organisations of relevance for the democratic process and human rights, and other organisations as needed. The Swedish Embassy in Jakarta may be contacted for initial briefing and de-briefing as considered appropriate.

5. Personnel

Project leader for the Consultant is Madeleine Elmqvist. The project leader may assign sub-consultant and/or assistant as needed to perform specified tasks to the assignment.

6. Time Schedule and Reporting

Tentative timing for the mission to Indonesia is 1–17 March 2008. A draft report shall be submitted to Sida for comments (Sida shall comment upon the draft) within two weeks from the receipt. The Final version of the report shall be submitted to Sida within two weeks after the receipt of Sida's comments. Please note that the Final Report shall be submitted to Sida not later than 31 May, 2008.

7. Budget, see annex A

Annex 2 People Met During the Mission

Date	Name of person/organization	Position	Time
Friday 29/2	RRI: Andy Permati		14.30
Sunday 2/3 Arrival Lars 23.45	Lukas Luwarso	Consultant	16.00
Monday 3/3	1. Ms. Yuvita Tr Redjeki (former Planning and Evaluation office) 2. Mr. Rahman Hakim (former head of RRI Banjarmasin) 3. Mr. Agung Susatyo 4. Mr. Nurhannudin 5. Mr. Widhi Kurniawan (former Producer of Interactive Programs, Current Affairs)	1. Head of Cooperation and Multimedia Division 2. Head of National News Centre 3. RRI HQ, National News Centre 4. RRI HQ, National News Centre 5. Head of Planning and Evaluation Section	1. 09.00–10.00 2. 10.00–11.00 3. 11.00–12.00 4. 13.00–14.00 5. 15.00–16.00
Tuesday 4/3	1. Mr. Santos, Radio 68H 2. Mr. Tommy Koadi Welas, RRI Voice of Indonesia 3. Mr. Ahmed, RRI Banda Aceh 4. Frederik Frisell, Embassy of Sweden	1. Station manager 2. Head of VOI 3. Head of station 4. First Secretary	1. 09.00–10.00 2. 11.00–12.00 3. 12.00–14.00 4. 14.30–15.30
Wednesday 5/3	1. Ms. Awanda Erna, RRI Jakarta (former Head of Broadcasting Division) 2. Andi Permati 3. Mr. Don Bosco, KPI	1. RRI Jakarta	1. 09.00–10.00
Thursday 6/3	1. Arya Gunawan, UNESCO 2. Travel to Banjarmasin: 15.00–17.40	1.	1.
Friday 7/3	1. Samuel Tuwanakota 2. Yusnan 3. Ratna Fauziah 4. Achmad Syafawiansyah 5. Andriati Tammu 6. M. Fadjrין 7. (pengganti Elfrida Riyani)	Managers and staff of RRI Banjarmasin.	1. 2. 3. 4. 5. 6. 7.
Saturday 8/3	Travel to Makassar via Jakarta 10.55–11.30 12.50–16.10		
Sunday 9/3	Makassar Report writing		
Monday 10/3	1. Mr. Nuryudi, RRI Makassar 2. Ms. Sofrani Razak 3. Mr. Ismael Sellery 4. Mr. Maladi Amin 4. Ms Meilani Hervianty	Managers and staff of RRI Makassar	1. 2.
Tuesday 11/3	Travel to Denpassar		

Date	Name of person/organization	Position	Time
Wednesday 12/3	1. I Gusti Bagus Sudhyatmaka Sugriwa 2. Paul Sardi 3. Dewa 4. Ayu Rasminiati 5. Putri Laksmi 6. Ida Bagus Arkaweda 7. Agus Eriyana 8. Bagus Ngurah Rai 9. Agung Suamba Travel to Jakarta : 20.00–20.45	Managers and staff of RRI Denpasar	
Thursday 13/3	1. Ms. Niken Widiastuti, RRI HQ 2. Mr. Kabul Budioni, RRI HQ 3. Mr. Sarwono, RRI Jakarta 4. Mr. Ade Irosadi 5. Mr. Fakhri Mohammed PRRSNI	1. Program Dir 2. Supervisory board 3. Head of station 4. RRI Jakarta 5. SMART FM	1. 09.00–10.00 2. 10.30–12.00 3. 13.00–14.00 4. 13.00–14.00 5. 15.00–16.00
Friday 14/3	1. Mr. Parni Hadi. RRI HQ 2. Ms. Debra Yatim, NGO, Visi Anak Bangsa	1. President Director cooperation. 2. Head of NGO	1. 10.00–12.00 2. 14.00–16.00
In Sweden	Anders Eriksson, Sida Stockholm Jan Petersson, Swedish Television Michael Berwick, Swedish Radio-MDO (telephone interview)		

Annex 3 References and Documentation

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- Progress Report on Implementing Audience Research in Programme Development, 2004
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Law of the Republic of Indonesia regarding Broadcasting, 2002

Country Strategy for Development Cooperation Indonesia, 2002–2004, Ministry of Foreign Affairs, 2000

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