

Report on the Evaluation of Pacific Broadcasting Programme Phase 2.0, 2019-22

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By Kirsty Burnett
Dr Elisabeth Poppelwell
Hilary Gorman
Rajan Sami

and in-country evaluators:

Eileen Kwalea
Brucetta McKenzie Toatu
Dr Faka'iloatonga Taumoefolau

About Future Partners and the team

Future Partners Limited is a Wellington-based consultancy firm, owned and managed by Kirsty Burnett. Future Partners has extensive international experience in designing activities, implementing, monitoring and reviewing development assistance, and providing institutional capacity building for public sector and economic reform programs primarily in Asia and the Pacific. Future Partners is a client focussed organisation and values its reputation and modus operandi. It sees its primary clients as the people and organisations who will be impacted by their interventions. To respond to specific Terms of References (ToR) we assemble teams from amongst our associates, individuals and organisations we sub-contract.

Kirsty Burnett has over 25 years of experience as an international development practitioner, she joined MFAT in 2005 and since 2013, Kirsty has worked as an independent consultant, primarily in the Pacific for a range of clients and is based in Wellington.

Dr Elisabeth Poppelwell has over 20 years' experience in applied research and evaluation. Since 2014, Elisabeth has largely focused on researching and evaluating international development programmes in the Pacific. Her PhD examined the ways SOEs in Samoa and Tonga have enhanced their corporate governance practice by applying local cultural values and principles.

Hilary Gorman has over 15 years of experience as a researcher, practitioner and consultant working in the international development sector. Based in the Cook Islands, she works at the nexus of research and practice, by applying evidence to policy and programming to support development initiatives that aim to reduce poverty and inequality.

Rajan Sami has over 15 years of experience working in the Pacific as a development communication specialist, and is currently based in Fiji. He has a passion for working across different platforms and has won various Pasifika media awards for SPREP and Australian DFAT; tourism, the environment are topics of particular interest.

Also supporting the Future Partners team were Eileen Kwalea, Brucetta McKenzie Toatu and Dr Faka'iloatonga Taumoefolau; they supported the in-country consultation work in Solomon Islands, Kiribati and Tonga.

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Table of Contents

| | |
|--|-----|
| Abstract | iii |
| Acronyms | iv |
| Executive Summary | 1 |
| 1 Introduction | 4 |
| 2 MFAT’s investment in the broadcasting sector | 6 |
| 2.1 Summary of the Activity | 7 |
| 3 Methodology | 9 |
| 4 Key Findings | 12 |
| 4.1 Overall findings | 12 |
| 4.2 Effectiveness with regard to achieving outcomes | 14 |
| 4.3 Relevance and meaningful impact | 20 |
| 4.4 PBP implementation and lessons learned | 26 |
| 4.5 Strengthening sustainability and resilience | 31 |
| 5 Conclusions | 36 |
| 5.1 Conclusions against ToR and DAC criteria | 36 |
| 5.2 Summary conclusions | 37 |
| 6 Recommendations | 38 |
| APPENDICES | 39 |
| Appendix A: PBP 2.0 MERL Framework | 40 |
| Appendix B: Evaluation methodology | 41 |
| Appendix C: List of participating broadcasters under PBP 2.0 | 43 |
| Appendix D: List of reference documents and source materials | 44 |

Abstract

This evaluation was commissioned by the Ministry of Foreign Affairs and Trade (MFAT) to determine whether the Pacific Broadcasting Programme phase 2.0 (PBP) is achieving its desired goals and outcomes; test that these are the appropriate goals and outcomes to realise a meaningful and sustainable impact on the sector; and identify how this programme could further benefit the broadcasting and media landscape in the Pacific.

This evaluation used monitoring data from Pacific Cooperation Broadcasting Ltd (PCBL), relevant documentation, and 54 stakeholder interviews from eight Pacific countries. The evaluation found that PBP is highly relevant to the needs of participating Pacific Island countries and territories (PICTs) and is aligned with their domestic priorities. The phasing of support across different PICTs means that some countries received more support and achieved more progress than others. Tangible outcomes, such as increasing access and the reach of free-to-air programming (including Pasifika TV), and increased quality and quantity of local content (via a contestable fund), were also highly acclaimed by Pacific broadcasters.

The evaluation report outlines recommendations for future investment in the broadcasting sector, and the delivery of PBP 3.0. It also focuses on steps that could strengthen the Pacific broadcasting sector, and efforts to deepen collaboration with other partners supporting Pacific broadcasting.

Acronyms

| | |
|----------|---|
| AMA | Activity Monitoring Assessment |
| AM | Amplitude modulation ¹ |
| CfS | Contract for Services |
| CEO | Chief Executive Officer |
| CFO | Chief Financial Officer |
| COO | Chief Operating Officer |
| COVID-19 | Corona virus disease of 2019 |
| DAC | Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD) |
| DFAT | Australian Department of Foreign Affairs and Trade |
| DEVECO | Development Economy and Prosperity Division (MFAT) |
| FM | Frequency modulation ² |
| FYE | Financial year ending |
| GFA | Grant Funding Arrangement |
| HD | High definition (television), as opposed to standard definition (SD) |
| ICESD | International Cooperation for Effective Sustainable Development |
| 4YP | Four Year Plan (MFAT) |
| IP | Internet Protocol (camera) |
| ICT | Information Communications Technology |
| KEQ | Key Evaluation Question |
| LOV | Letter of Variation |
| LTO | Long-term outcomes |
| MERL | Monitoring, Evaluation, Research and Learning |
| MFAT | New Zealand Ministry of Foreign Affairs and Trade |
| M&E | Monitoring and Evaluation |
| MOU | Memorandum of Understanding |
| MTO | Medium-term outcomes |
| NZ | New Zealand |
| NZD | New Zealand dollars |
| ODA | Official Development Assistance |
| PacHub | Pacific Contribution Hub ³ |
| PACREG | Pacific Regional Division (MFAT) |
| POA | Pasifika On Air |
| PBP | Pacific Broadcasting Programme |
| PCBL | Pacific Cooperation Broadcasting Limited |
| PCBT | Pacific Cooperation Broadcasting Trust |
| PICTs | Pacific Island Counties and Territories |
| PTV | Pasifika TV |
| SMRT | Strengthening Media Resilience Training |
| SDG | Sustainable Development Goals |
| SOE | State-owned enterprise |
| STO | Short-term outcomes |
| ToR | Terms of Reference |

¹ The way AM and FM radio signals are encoded means differences to sound quality, performance, and broadcast range between the two types of frequencies. This explains why FM stations sound better than AM stations, but AM stations can be heard from further away.

² Frequency modulation is the encoding of information in a carrier wave by varying the instantaneous frequency of the wave. The technology is used in telecommunications, radio broadcasting, signal processing, and computing

³ <https://www.maoritelevision.com/about/media/pasifika-tv-and-maori-television-partner-launch-new-pacific-contribution-hub>

| | |
|-------|--|
| TV | Television |
| TVNZ | Television New Zealand |
| USA | United States of America |
| USAGM | United States Agency for Global Media |
| USP | University of the South Pacific |
| 24/7 | Twenty-four hours a day, seven days a week; all the time |

Note: Whakaata Māori (Māori TV)

Executive Summary

Purpose of the Evaluation

This evaluation has been commissioned by the Ministry of Foreign Affairs and Trade (MFAT) to determine whether the Pacific Broadcasting Programme phase 2.0 (PBP 2.0) is achieving its desired goals and outcomes; test that these are the appropriate goals and outcomes to realise a meaningful and sustainable impact on the sector; and identify how this programme could further benefit the broadcasting and media landscape in the Pacific.

The findings will be used by MFAT, the Pacific Cooperation Broadcasting Limited (PCBL), and other partners to inform the delivery of the next phase of PBP (3.0), which commenced in July 2022 when PBP 2.0 was completed.

Conduct of the Evaluation

This evaluation was undertaken between August and December 2022 using an adapted utilisation-focused approach. This approach enhances the usability of the findings by decision-makers to inform the future development of the programme and to improve performance. The evaluation used a systematic mixed (qualitative and quantitative) methods approach to answer the Key Evaluation Questions (KEQs). This involved using monitoring data gathered by PCBL, relevant documentation, and stakeholder interviews conducted in person and by video conference. The interviews were guided by KEQs that aligned to the evaluation scope and evaluation objectives, and were approved by MFAT. The Evaluation team interviewed 54 key stakeholders from eight countries (the Cook Islands, Fiji, Kiribati, Papua New Guinea (PNG), Samoa, Solomon Islands, Tonga, and Vanuatu).

Findings

The key findings are based on the analysis of data gathered to answer the KEQs. Overall, the Evaluation team found that the PBP is highly relevant to the needs of the participating Pacific Island countries and territories (PICTs)⁴ and is aligned with their domestic priorities. The phasing of the support across different PICTs means that some countries had received more support and achieved more progress than others. Tangible outcomes, such as increasing access and the reach of free-to-air programming (including Pasifika TV), and increased quality and quantity of local content (via a contestable fund), were also highly acclaimed by Pacific broadcasters. Where the programme delivery had progressed as expected, PBP 2.0 was found to be effective at short-term and medium-term outcome levels. However, achieving long-term outcomes⁵ was not deemed realistic for PBP 2.0. Consolidating a sustainable broadcasting culture across the participating countries will take time to embed.

Below is a summary of the main key findings based on the KEQs.

| | |
|------|---|
| KEQ1 | PBP effectiveness: achieved short-term outcomes, most of the medium-term outcomes, and making progress towards long-term outcomes; adapted well to COVID-19. |
| KEQ2 | PBP impact: generally well aligned with relevant plans; uneven impact across the region; positive impact on broadcasters; it's now timely to provide more |

⁴ Term also used interchangeably with PIC – Pacific Island Countries. PICTs are Pacific countries with formal links to France, New Zealand and the United States. Note that American Samoa, Federated States of Micronesia (FSM), New Caledonia, and Palau are part of the PBP.

⁵ See Appendix A for details on the outcomes.

| | |
|------|--|
| | tailored support; insufficient budget for M&E and too early to know impact on viewers. |
| KEQ3 | PBP efficiency: how to improve PBP delivery: align PBP’s budget against Activity outputs: tailor the training (especially hands on) and equipment provided; continue partnership approach; and note the various connectivity barriers for some PICTs. |
| KEQ4 | PBP sustainability and resilience: for sustainability – maintain strong relationships; expand and target professional development; strengthen local ownership; provide access to funding to source additional local content. For resilience of Pacific broadcasting – support Pacific broadcasters to navigate social media and digital platforms; note the importance of radio, especially for delivering public information (including in times of disasters and emergencies); support strong gender role models; and respond to emerging issues and regional events. |

Recommendations

The evaluation report outlines recommendations for future investment in the broadcasting sector, and the delivery of PBP 3.0. It also focuses on steps that could strengthen the Pacific broadcasting sector, and efforts to deepen collaboration with other partners supporting Pacific broadcasting.

The Evaluation team recommends that MFAT:

1. Prepares a long-term strategy for the Pacific broadcasting sector (with DEVECO) that includes agreement to co-ordinate infrastructure for communications and broadcasting with the governance of initiatives such as PBP.
2. Continues to provide Official Development Assistance (ODA) funding for the Pacific broadcasting sector through PBP beyond MFAT’s triennium funding cycles, guided by the long-term strategy to lock in successes and deepen interventions with continued effort in priority countries.
3. Communicates PBP achievements more effectively within MFAT, to the Minister, and to partner countries to improve visibility and to raise the profile of the Pacific broadcasting sector and its role in promoting democracy, informing and educating the public, and communicating important information during natural disasters and pandemics.
4. Examines the feasibility of incorporating a 24-hour regional broadcasting platform (for example AM and shortwave radio or other digital platforms) that would provide opportunities for widespread public service announcements to a mass Pacific audience.
5. Works with PCBL to align development outcomes and corporate statements of service and reporting.
6. Works with PCBL to develop a fit-for-purpose monitoring, evaluation, research and learning (MERL) Framework and to move budgeting to being outputs based.
7. Accurately reflects the above points in a Letter of Variation (LOV) to the Grant Funding Arrangement (GFA) for PBP 3.0.
8. Continues to ensure that its broadcasting initiatives align with work in the Pacific undertaken by other development partners, for example, Australia and United States of America (USA) through dialogue and funding contributions.

The Evaluation team recommends that PCBL:

1. Revises its monitoring approach to align with the revised MERL Framework, and ensures it gathers data against relevant indicators to track progress to help it make informed

investment decisions. This would also include reviewing the results frameworks for 3.0 to ensure the data gathered can report on impact at Outcome level, as well as differentiating information by participating broadcasters.

2. Ensures future planning includes approaches and examples that better target Melanesia and Micronesia countries.
3. Develops an opportunity for Pacific broadcasters to engage with PCBL, and to provide regular advice and input on the roll-out of PBP 3.0.
4. Tailors capacity development with a move to more hands-on training.
5. Continues to provide opportunities with Pasifika On Air (POA) to help Pacific broadcasters make local content, along with advisory support.
6. Continues its Pacific Contribution Hub (PacHub) collaboration with Māori Television to ensure Pasifika and Māori content can be shared through Pasifika TV.
7. Provides social media and advisory support to Pacific broadcasters who want to move to different platforms to broadcast their content.
8. Provides a facilitating role to help Pacific broadcasters access other funding sources.
9. Supports Pacific broadcasters to increase their understanding of the value of viewership surveys; and provides simple tools to do this.
10. Explores opportunities to provide educational programming directed at school-aged children.

1 Introduction

The Expanded Pacific Broadcasting Programme (PBP) is a three-year programme fully funded by MFAT and delivered by PCBL. PBP builds on earlier efforts by PCBL to train and equip Pacific broadcasters and broadcasting technicians to deepen networks amongst broadcasters to address common challenges together, and provide quality content to allow Pacific broadcasters to deliver a 24/7 service to their audiences.

PCBL was established in 2015 to support MFAT's foreign policy objectives of promoting Aotearoa New Zealand's culture and values in the Pacific. Phase 1 involved the delivery of Aotearoa NZ content to the Pacific region via local free to air stations. Phase 2 of the PBP (July 2019 – June 2022) established a standalone television (TV) channel 'Pasifika TV' which broadcasts Aotearoa New Zealand made content 24/7 to 13 PICTs⁶, with the aim to provide relevant and well received content as well as increasing peoples' understanding of New Zealand's culture, values and interests. PCBL partners with all free to air broadcasters in the participating 13 PICTs (involving 24 broadcasters) to deliver training in journalism and technical broadcasting skills, broadcasting equipment and a POA contestable fund to address some of the challenges related to the lack of high quality locally produced content. The aspiration for Pasifika TV is to eventually broadcast 50 percent New Zealand-produced and 50 percent Pacific-produced content into the region, once the quantity and quality of Pacific-produced content is lifted.

Delivery of PBP 2.0 has been significantly disrupted by the COVID-19 pandemic, and PCBL sought to adapt the programme to meet the broadcasting context from March 2020 onwards. The commencement of a third phase presents an opportunity to reflect on the previous phase and ensure stronger alignment with MFAT's broader goals and aspirations for the information communication and technology (ICT) sector. Thus the main purpose of the evaluation of the PBP 2.0 is to inform the future direction and implementation of the PBP 3.0.⁷

In August 2022 Future Partners Limited and MFAT signed a contract for services (CfS) to undertake an evaluation of the Pacific Broadcasting Programme 2.0 that is being implemented by PCBL, as per Terms of Reference (ToR) prepared by MFAT.

Future Partners provided a four-person core team, who were supported by three in-country consultants⁸ – Dr Faka'iloatonga Taumoefolau in Tonga, Eileen Kwalea in the Solomon Islands, and Brucetta McKenzie Toatu from Kiribati. The work was conducted between August and December 2022. The Evaluation team is most grateful to the generous contributions from a wide range of key stakeholders, and to PCBL and MFAT officials who helped facilitate interviews and provided documents and feedback.

For the purposes of the evaluation we note the following terms used by PCBL:

- Customer = the broadcaster. PCBL provides services to broadcasters in the Pacific so these operators are PCBL's customers.
- Consumer = the viewer; these are the people who view the broadcasts provided by the broadcaster.

⁶ Cook Islands, Fiji, Federating States of Micronesia (FSM), Kiribati, Niue, Palau, American Samoa, Papua New Guinea, Samoa, Solomon Islands, Tonga, Vanuatu and New Caledonia.

⁷ PBP 3.0 has already expanded to include French Polynesia, Republic of Marshall Islands (RMI), and Tuvalu.

⁸ Arranged meetings, led the cultural competence component of the evaluation, undertook some interviews, and provided input in the field work reports that have been submitted separately to the PBP evaluation steering group.



Photo 1: Deputy High Commissioner Peter Lund, Dr Elisabeth Poppelwell and Dr Faka'iloatonga Taumoeofau at the New Zealand High Commission in Nuku'alofa, following the Team's debrief on completion of the evaluation fieldwork.

2 MFAT's investment in the broadcasting sector

Overview

The Pacific broadcasting sector faces a number of challenges to ensure access to timely, relevant, high quality, locally produced media content to inform citizens, forge connections, and share key public safety and health messages. These challenges include lack of access to high volumes of quality content (which can be very expensive to produce or purchase); lack of appropriate technology or equipment; low capacity with some broadcasters; and difficulties for broadcasters coordinating across the region.

MFAT has supported the sector since 2015 (FYE2016), commencing with a five-year purchase agreement which overlapped with the three-year GFA (1 July 2019 to 30 June 2022), and a third phase commencing in July 2022.⁹ MFAT's support over the previous six-year period totals nearly NZD15 million,¹⁰ and the GFA for phase 3 (2022-25) has a budget of nearly NZD10.4 million.

Rationale for MFAT's aid investment in broadcasting

The challenges referred to above include:

- i.* Lack of access to high volumes of quality Pacific-led broadcast content

Limited capacity of journalists to report on key societal issues and of the media to engage civil society in discussion and strengthen values, including freedom of information and speech. This leads to a limited ability to disseminate information on key Pacific issues and Pacific culture. While the current provision of Aotearoa New Zealand television content into the region (Pasifika TV) has been deemed highly successful, broadcaster feedback to PCBL has consistently highlighted the time-intensive and technical nature of integrating the content into their existing programming services. This feedback recommended a more advanced and comprehensive technical platform to host the existing New Zealand-created content, and most importantly (as it becomes available) a greater level of independent, Pacific-created media content.

The lack of 24/7 regional televised and radio broadcast platforms prevent opportunities for widespread public service announcements to a mass Pacific audience (for example, national advisory messages, emergency communications, regional news/current events).

- ii.* Lack of appropriate technology or equipment

Poor quality equipment and lack of technical broadcast capacity impact on the quality and accessibility of broadcast content throughout the region. Without the right decoders participating broadcasters cannot readily receive Pasifika TV or rebroadcast programmes on their network. Broadcasters also need training to be able to integrate the new equipment with existing equipment.

Out-dated or non-existent camera and recording equipment has hampered the making of local content; simple items such as wireless and highly portable microphones can make a huge difference.

⁹ Phase one was a five year purchase agreement (FYE2016-FYE2020). Phase two was a GFA that overlapped the purchase agreement (FYE2020-FYE2022)

¹⁰ PBP 1.0, initially had a 5 year purchase agreement that commenced 1 July 2015, and moved a GFA from 1 July 2019. Initial funding of \$4.8m, plus \$414k (GFA to cover 'shortfall' for FYE 2019) and then \$9.8m for PBP 2.0 – the focus of this evaluation.

iii. Low capacity with some broadcasters

Without large-scale support, opportunities for diversifying economic activity through an increase of independent journalism and other media content creation would be limited and likely unsustainable, and the capacity of public discourse on issues of importance is restrained.

iv. Difficulties for broadcasters coordinating across the region

The lack of a shared platform for Pacific broadcasters limit opportunities for connections and collaboration, including through sharing expertise and content.

The New Zealand government and governments in the Pacific recognise the critical importance of preserving Pacific languages, culture and heritage;¹¹ this is particularly relevant for countries with high depopulation levels.¹² As they increasingly look towards digital solutions (through language, culture and history programming), a suitable regional television platform to host this genre of content is currently lacking. Pasikifa TV and PacHub could fill this void.

2.1 Summary of the Activity

In 2020, the COVID-19 pandemic impacted on PCBL’s ability to deliver on the GFA; and in May 2020 it prepared its strategic response to COVID-19. PCBL recognised that it had a role in supporting: a social response (sharing COVID-19 prevention, health and public health messages); economic rebuilding of the industry (providing or facilitating support to Pacific broadcasters on how to reshape or diversify revenue streams, rationalise costs, and create opportunities during the economic downturn); and resilience (building capacity and capabilities to withstand the impacts of exceptional events).

PCBL moved to on-line training, postponed the media training programme and the CEO conference, cancelled efforts to generate NZ Aid Programme content, introduced a contestable fund (POA) to support local production, and purchased and delivered equipment. By mid-2020, PCBL had developed a Strengthening Media Resilient Training (SMRT) programme designed to support business viability and strategy development, increase and improve local content production, and build news capacity and capability; all implemented by remote means.

At the outset of PBP 2.0 the proposed Outcomes were:

- Three Long-term Outcomes (LTO): Channel is in and of the Pacific; Increased ability of NZ to influence; More informed society
- Five Medium-term Outcomes (MTO): Increased (pan-Pacific) sharing of information and stories; Improved connections and interoperability between Pacific broadcasters; Improved broadcasting standards; Increased relevance, diversity, and responsiveness of content; Increased awareness of NZ’s development cooperation in the Pacific
- Seven Short-term Outcomes (STO): Improved ease of access to the broadcast service; Improved quality of broadcast; Increased broadcast reach/access; Increased broadcasting knowledge and expertise; Increased industry knowledge and insights; Increased Pacific content; Improved quality of local content.

As designed in 2019, the PBP 2.0 had three output themes:

1. Broadcast service: with funding directed to the channel platform (Pasifika TV)
2. Capacity building: with funding directed at equipment and training, media exchange placements, and a broadcasting conference

¹¹ “The cornerstone of our Pacific cultures, identities and place in Aotearoa, New Zealand are our Pacific languages. They are at the heart of our wellbeing,” according to Minister of Pacific Peoples Aupito William Sio.

¹² Particularly important for the realm countries; the Cook Islands, Niue, Tokelau.

3. Content generation: with funding for vignettes on NZ priorities in the Pacific and local content.

See Appendix A for a diagrammatic version of the agreed results diagram (or logic diagram). A Design Document was not prepared and the original 2019 MERL Framework (revised in early 2021) was not complete; outcome language was not consistent with the GFA and outputs were not clearly defined. Therefore at the outset of this evaluation, the Evaluation team worked with PCBL to develop a MERL Framework with terminology that would support the evaluation work, but the actual MERL logic diagram could not be changed because it had been locked into contracts. The budget for the PBP, that is included in the GFA and is used for the PCBL reporting, is not outputs-based; it is inputs based – the significance of this will be explained later.

Due to COVID-19, it was agreed by both MFAT and the PCBL Board that the Strengthening Media Resilience Training (SMRT) programme would be implemented at pace and with the required degree of flexibility.

PCBL structure and staff

During PBP 2.0 PCBL was staffed by a team of five, led by a Chief Executive Officer (CEO), working out of an office at Television New Zealand (TVNZ) in Victoria Street, Auckland. A sixth staff member joined in July 2022, under PBP 3.0. At the outset of PBP, PCBL was funded through its own Pacific broadcasting appropriation governed by a purchase agreement signed in 2015 that expired in 2020. In 2020 the Pacific Cooperation Broadcasting Trust (PCBT), governed by a Board, was established and PCBL became owned by the PCBT to operate as a pseudo-public entity that secures its income from a GFA with MFAT. The PCBL Board has five members that meet approximately every 2 months, and has an audit and risk committee.

Management and governance

The finances have been well managed, with audited accounts and annual reports. MFAT has been responsive to budget amendments, such as moving funding between activities and financial years in response to COVID-19. Aligning the budget (preparation and reporting) for PBP with activities under each output will enable further evaluations to consider efficiency in greater detail, and to make comparisons across years and across outputs and interventions.

There are regular governance meetings, with board directors who have industry and business experience. MFAT is an attendee at board meetings.

Current issues being discussed by the board as part of future direction planning include succession planning at PCBL, and access to on-going funding for ongoing and new initiatives. Both the funder and the implementor are aware of the high level of reliance on a small highly committed team and one development partner.

3 Methodology

This section briefly summarises the evaluation purpose, objectives and KEQs, scope, approaches used, and limitations. Appendix B provides more detail of the analytic tools used to answer the KEQs and to assess whether PBP 2.0 achieved its outcomes as outlined in its MERL Framework (See Appendix A).

Purpose

The evaluation has been commissioned by MFAT to determine whether the PBP 2.0 is achieving its desired goals and outcomes; test that these are the appropriate goals and outcomes to realise a meaningful and sustainable impact on the sector; and to identify how this programme could further benefit the broadcasting and media landscape in the Pacific. The findings will be used by MFAT, PCBL, and other partners to inform the delivery of the next phase of PBP 3.0, which started in July 2022 when PBP 2.0 was completed.

The objectives below were identified by MFAT, and the Evaluation team developed the KEQs based on these objectives. The Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD DAC) criteria (see Appendix B) is used as an analytic and assessment tool to answer the KEQs, and Chapter 4 outlines the findings against the KEQs and sub-questions.

| Evaluation objectives and KEQs | |
|--------------------------------|---|
| Objective 1 | Determine how effective the Activity has been in achieving its proposed outcomes, and whether these are appropriate outcomes for making a sustainable and meaningful impact on the Pacific broadcasting sector. |
| DAC Criteria | Effectiveness and Efficiency |
| KEQ1 | To what extent has the programme been effective in achieving its proposed outcomes? |
| DAC Criteria | Relevance, Sustainability, and Impact |
| KEQ2 | To what extent has the programme’s outcomes been appropriate for making a sustainable and meaningful impact on the Pacific broadcasting sector? |
| Objective 2 | Determine how delivery of the programme could be improved during the next programme phase. |
| | Lesson learned (to inform Recommendations) |
| KEQ3 | How can the delivery of the programme be improved during the next programme phase? |

| | |
|---------------------|--|
| Objective 3 | Determine how the interventions could be more sustainable and the overall resilience of Pacific broadcasting sectors could be strengthened through this programme. |
| DAC Criteria | Sustainability and Resilience (to inform Recommendations) |
| KEQ4 | How could the interventions be more sustainable and the overall resilience of Pacific broadcasting sectors strengthened through this programme? |

Scope

The evaluation scope includes:

- Activities delivered during 2019 – 2022 under PBP 2.0 (noting changes to the programme due to COVID-19).
- 24 broadcasters across 13 PICTs (see Appendix C for a complete list). During the Inception meeting MFAT and PCBL confirmed that the evaluation will focus on eight of these countries - the Cook Islands, Kiribati, Fiji, PNG, Samoa, Solomon Islands, Tonga and Vanuatu, with face-to-face field work in the Cook Islands, Kiribati, Fiji, Solomon Islands, and Tonga. Interviews with broadcasters in Samoa, PNG and Vanuatu were done by video-conferencing only.
- Pasifika TV and PacHub role in increasing understanding of wider Pacific life.

Approach

This evaluation was undertaken between August and December 2022 using an adapted utilisation-focused approach¹³ to enhance the usability of the findings by decision-makers to inform the future development of the programme and to improve performance. The evaluation used a systematic mixed (qualitative and quantitative) methods approach to answer the KEQs. This included PCBL monitoring data, relevant documents, and interviews (one-on-one and focus groups) either in person or via Zoom. The Evaluation team interviewed 54 stakeholders. These were broadcasters and trainees from eight countries (the Cooks Islands, Fiji, Kiribati, PNG, Samoa, Solomon Islands, Tonga and Vanuatu), as well as stakeholders from MFAT and PCBL.

A sense-making session was undertaken by the Evaluation team, and an analytic framework based on the DAC criteria was used to analyse the data and information. With regard to Outcomes, a rating score (see Appendix B) was used, based on the Activity Monitoring Assessments (AMA).

Eight internal reports on participating broadcasters (CEOs/senior managers and trainees – technical and reporting staff) in eight countries have been provided separately. They have been used to inform this evaluation report.

Limitations

There were two main limitations:

1. The evaluation was limited by the lack of relevant monitoring data for the 2019 to 2022 period to fully assess progress against the PBP 2.0 MERL Framework outcomes. However,

¹³ Patton, M.Q. (2008). Utilization-focused evaluation, 4th edition. Thousand Oaks, CA: Sage.

the purpose of the evaluation is to assess more than progress against short-term or medium-term outcomes. Its purpose is also to assess how well PBP 2.0 has achieved its goals, and to determine what works well and what could be improved.

2. The evaluation timeframe and budget meant that the evaluation team was unable to engage with all participating countries and broadcasters. However, the findings provide sufficient insight to inform the overall effectiveness, efficiency, relevance, sustainability, and impact of the programme on the Pacific region. The fieldwork also showed that there were unique responses for each country, as well as common themes across the broadcasting sector.

Viewership engagement

Although not in scope, it was agreed during the inception phase to test two community engagement tools while the Evaluation team was in-country. The aim was to inform the type of tools that could potentially be used for a pilot community engagement survey in 2024/25. The Evaluation team tested a focus group qualitative survey and an on-line/in-person quantitative closed-ended questionnaire survey.

Over 90 viewers participated across 10 separate sessions in five countries. Five internal reports on this work have been provided separately and will be used to inform the planned viewership pilot. The sample was not representative as the task was to test survey tools, but it is envisaged that the pilot will focus on representativeness.

Five internal reports on this community engagement fieldwork have been provided separately for use by MFAT and the PCBL.

4 Key Findings

To achieve the Evaluation's objectives, the Evaluation focused on four KEQs (under the three objectives set out above) against the OECD DAC criteria (see Appendix B). In this section, we firstly summarise the overall key findings, and then present our findings by each KEQ.

4.1 Overall findings

Overall evaluation findings

Effectiveness in achieving its proposed outcomes:

- PBP 2.0 has been effective in achieving its short-term outcomes and most of its medium-term outcomes. It is too early to assess long-term outcomes
- PBP is making steady progress towards intended long-term outcomes
- PBP's interventions are appropriate given the sectoral risks
- PBP's design and implementation works well but some areas require improvement
- The MERL Framework is incomplete; there was no narrative Design Document (Activity description) or outputs-based budget.

Extent PBP's outcomes have been appropriate for making a sustainable and meaningful impact:

- Design and implementation of PBP is relevant to the Pacific. It also aligns to PACREG 4YP, and is broadly aligned with wider international, regional fora, and participating country national plans
- There was insufficient budget for PBP 2.0 M&E. However, the training and conference evaluation surveys provided broadcaster feedback. It is too early to know the impact on viewers as most broadcasters do not survey their viewers
- PBP has had a positive impact on broadcasters as PCBL is very responsive to broadcasters' needs and aspirations, and PBP is fit-for-purpose
- Impact of PBP is uneven between broadcasters across the region
- Impact is not consistent across the region (between Melanesia and Polynesia)
- Activity implementation has worked well, with some areas ready for more targeted support.

How delivery of PBP could be improved during PBP 3.0:

- It is hard to assess efficiency of delivery of this programme due to presentation of financial information not being outputs-based. Aligning PBP's budget against the Activity outputs would help with this
- Participants identified practical ways to improve implementation, especially ongoing capacity development
- Strong support for more quality local content, with the POA contestable fund providing a useful mechanism to demonstrate skills learned
- Pacific broadcasters want to support and collaborate with each other; suggesting support for a regional approach.

How PBP could be more sustainable and resilient, and how the Pacific broadcasting sectors could be strengthened through PBP:

- Ways to strengthen the sustainability of PBP interventions include to:
 - Maintain strong relationships between PCBL and Pacific broadcasters and with MFAT
 - Expand and target future professional development, while acknowledging high rates of attrition
 - Address language and cultural competence barriers in the training programme
 - Address the growing demand from stakeholders for succession planning, both within PCBL and for PBP funding
 - Continue to strengthen local ownership, including the regulatory environment
 - Provide additional funding, especially to support increased local content and/or support Pacific broadcasters to access funding.
 - Ways to strengthen overall resilience of Pacific broadcasting include to:
 - Support strong gender role-models, for example, with PCBL staff and board and as trainers
 - Be aware that radio still plays an important role in Pacific adverse events such as pandemics or natural disasters, and in delivering health messages to inform vulnerable populations about national events; radio is particularly important for outer islands and for older demographics¹⁴
 - Support Pacific broadcasters to navigate the challenge of the rise of social media and digital platforms
 - Respond to emerging issues and events, for example, sports coverage. The broadcasting sector needs to be able to respond to important regional events, for example, The 2023 Pacific Games in the Solomon Islands.
-

In the following sections, we present a summary of key findings by KEQ, followed by discussion of these findings and quotations to illustrate them.

KEQ1 and KEQ2 are aimed at answering the evaluation's Objective 1 which focuses on whether PBP 2.0 achieved its outcomes, and whether these are appropriate outcomes for making a sustainable and meaningful impact on the Pacific broadcasting sector.

¹⁴ Pacific broadcasters did not specifically refer to RNZ, however other stakeholders thought that RNZ could expand its services to include radio.

4.2 Effectiveness with regard to achieving outcomes

KEQ1: To what extent has the programme been effective in achieving its proposed outcomes.

This question focuses on the first part of the evaluation Objective 1, whether PBP 2.0 achieved its outcomes as outlined in its MERL Framework.¹⁵

KEQ1 Key findings

- PBP 2.0 has been effective in achieving its short-term outcomes and most of its medium-term outcomes
- PBP is making steady progress towards intended long-term outcomes
- PBP training adapted well to the COVID-19 pandemic
- PBP’s design and implementation works well but some areas require improvement
 - The PCBL-provided equipment is mostly effective
 - Training is largely effective. Targeted (relevant to broadcaster and country) and hands-on training is preferred over remote learning
 - Most participating broadcasters have developed and grown due to participating in PBP. Engagement varies amongst broadcasters
- The MERL Framework is incomplete; there was no Design Document or outputs-based budget.

Key finding: PBP 2.0 has been effective in achieving its short-term outcomes and most of its medium-term outcomes

The PBP has seven short-term outcomes (see MERL Framework in Appendix A¹⁶), all of which have seen positive progress. This is evidenced by:

For the Broadcast Service short-term outcomes (STOs): all broadcasters can receive high definition (HD) television and know-how to rebroadcast. Pasifika TV switched to a HD feed in March 2020 which allows for both ease of access and improved quality of broadcast. Complete and reliable data on viewership (both country and equity within each) is not available but PCBL is aware of this and has plans to move to digital platforms with access to tools to measure this in the future.

"Pasifika TV helps us to understand the Pacific economy, Pacific life, and also solutions. We see that Cook Islands is having similar problems to other Pacific nations... We see Fiji trying to address its economic issues, they have found some ways that Cook Islands could learn from, instead of having to wait for some

¹⁵ **Short-term outcomes:** Improved ease of access to the broadcast service; Increased broadcast reach/access; Increased broadcasting knowledge and expertise; Increased industry knowledge and insights; Increased Pacific content broadcast; Improved quality of local content production; Improved quality of broadcast. **Medium-term outcomes:** Increased (pan-Pacific) sharing of information and stories; Improved connections and interoperability between Pacific broadcasters; Improved broadcasting standards; Increase relevance, diversity, and responsiveness of content; Increased awareness of NZ’s development cooperation in the Pacific. **Long-term outcomes:** More informed society; Increased ability of NZ to influence; Channel is in and of the Pacific.

¹⁶ The logic diagram has three streams of interventions: broadcast service, capacity building and content generation and our narrative on (six) outputs and (15) outcomes is framed around these.

foreign delegation to attend. From a Pacific perspective, Pacific countries are telling their own news.” (#108)¹⁷

“Tagata Pasifika has been one of our most positively reviewed shows because of its focus on Pacific culture and the program’s recognition of Fijian and Rotuman Language week.” (#202)

For the Capacity Building STOs: the responses to PCBL’s questionnaires¹⁸ and ongoing dialogue via the Messenger groups, as well as the interviews with key stakeholders, provide evidence that all broadcasters and trainees were very positive about the training, despite this being virtual because of the COVID-19 travel restrictions. PCBL initiated the SMRT programme, and although the Broadcasting Conference was delayed until June 2021, it was well-received and has contributed to increased knowledge and sharing of experiences across the region.

“They took a completely different approach... It has been a life changing opportunity and contributed so much to the development of our company. It changed the programme from earning nothing to the biggest revenue earner for the radio and for the company. It’s changed us, it’s changed me.” (#501)

For the Content Generation STOs: POA is providing the opportunity for broadcasters to access funds to produce local content, and build on the skills gained from the training. Pacific broadcasters said that although these are early days, Pasifika TV and POA provide an opportunity to broadcast and share local content, which is empowering.

“PBP is about the Pacific taking charge of our own stories and showing them to the rest of the world.” (#103)

“(The) impact was huge, it show-cased how instantly we can get footage from here straight to NZ and then back to the whole Pacific region.” (#106)

Table 1: The total number of Pasifika TV hours per annum along with Pacific regional content and NZ Pacific content

| Broadcast hours (per annum) | FYE 2020 | FYE 2021 | FYE 2022 |
|--|----------|----------|----------|
| PTV’s Pacific content | 257 | 812 | 1,308 |
| Content that originated from the Pacific (from FYE 2021 this was PacHub) | 86 | 375 | 680 |
| Total # of hours available per annum from Pasifika TV | 7,158 | 8,542 | 8,628 |

Source: PCBL Annual Reports

For the Broadcast Service MTOs: PacHub is key to pan-Pacific sharing of content. Although the full development and impact of PacHub was limited by COVID-19, PCBL was successful in building PacHub infrastructure. This enabled live broadcasting coverage from Samoa during its 2021 elections, and the border reopening in the Cook Islands. PCBL also continued to

¹⁷ The Evaluation team has read the responses to SMR Fundamentals Training course evaluation forms and summary, but our quotes are from the independent interviews. We do however note a consistency of feedback themes and experiences.

¹⁸ Document: SMR Fundamentals Training feedback summary.

focus its effort on capacity building, equipping broadcasters to receive and rebroadcast Pasifika TV, and funding the production of local content through POA.

"We've used the mobile kits to broadcast during the last general elections. Our news teams use them on location and from time to time we use them to record in-house programs." (#402)

For the Capacity Building MTOs: Despite COVID-19 impacting the work that was due to commence in early 2020, PCBL has been successful in improving broadcasting technical standards in each participating country, and on improving connections and inter-operability between broadcasters.

"I can now do program lighting and colour correction for video shoots much better, i.e., post-production issues. Previously I would only make sure that as long as there was enough light and a good background that was enough, but now I know how to position lighting so that things like skin tone is not exaggerated. Now I can set up positioning for a good image, take the video, and if it does not look natural, I can correct that later using the Gimbal and Adobe software." (#614)

For the Content Generation MTOs: COVID-19 impacted progress on the production and broadcasting of local content and short stories on Aotearoa New Zealand priorities in the Pacific.¹⁹ Funding from the POA contestable fund has been well received and stories have been completed (albeit delayed), with stakeholders providing useful feedback on their experiences, and also how it could be improved.

"The sharing of content across the Pacific region is one of the best outcomes so far, creating more awareness of day-to-day lives between the nations. Also, it has supported the Pacific community - countries - coming together." (#102)

Key finding: PBP is making steady progress towards intended long-term outcomes

Channel is in and of the Pacific: There has been a two and a half-fold increase from approx. 3,600 hours to 8,760 hours²⁰ per annum of Pasifika TV that aired over the life of the Activity, with 19 broadcasters scheduling 3-4 hour blocks a day and the remaining broadcasters at least 2 hour blocks, and/or ad hoc.

The number of participating broadcasters has increased from 19 to 24 over the three-year period. PCBL's 2020 PacHub agreement with Whakaata Māori (Māori TV) to provide a technical contribution hub for content from the Pacific for rebroadcast onto Pasifika TV has been very helpful in increasing greater Pacific content onto the channel.

Increased ability of NZ to influence: The pre-COVID-19 broadcaster visits combined with CEO/senior manager regular engagements, the 2021 conference, the SMRT programme, and establishment of Messenger/What's App groups along with Zoom calls, and emails suggest the importance Pacific broadcasters attach to PBP. Efforts to better understand the significance of this and how to leverage this influence is part of objectives for PBP 3.0.

More informed society: As viewership is not routinely measured by local Pacific broadcasters we can't assess the impact of PBP on helping viewers to be more informed about their

¹⁹ Four were completed by the end of 2.0, three more were completed in September 2022 and the final one (in PNG) will be completed soon. COVID-19 delayed the filming and the full impact of airing the stories is not yet clear. This initiative is not being continued under PBP 3.0.

²⁰ Note: That the end of PBP 1.0 (30 June 2019) the PTV channel hours were 3,694 (p.a.), and that short-form fillers/ad-breaks take hours from 8,628 to 8760 hours (in FYE2022)

society. However, anecdotally stakeholders provided positive comments and were aware that their viewers wanted to have more access to quality local and regional content. Broadcasters also expressed concern with the increase of misinformation and disinformation, and people's increased ability to access it.

In 2020, PCBL added the New Zealand's Ministry of Health COVID-19 announcements to Pasifika TV. Broadcasters said this proved to be a useful way to get reliable health messaging into the Pacific region. PCBL also successfully negotiated with TVNZ and the Ministry of Education to rebroadcast education material that had been shown during New Zealand's level 4 lockdown.

"PBP is doing far better than another Pacific regional media initiative and one of the key reasons is that PCBL is listening to the needs of the Pacific. Pacific Islanders who live in Australia and New Zealand are in many respects different to PIs who live in the region. We have different needs and aspirations. We don't have the luxuries of metropolitan New Zealand or Australia. So the needs of our media organisations are very different, and this is where PCBL has come in very strongly and scored a 10 out of 10. While they have Pacific Islanders on the program in Auckland or Wellington, they are not imposing their thinking, values and ideas on those of us who work in the region. That's why we have very strong buy in." (#802)

The following section provides further discussion on the extent PBP has been effective achieving its proposed outcomes.

Key finding: PBP responded effectively to emerging risks, especially COVID-19

PCBL used multi-pronged approaches, such as recording the SMRT sessions, using more than one trainer, and establishing Messenger groups for Q&A to mitigate the risk of poor understanding, to gain better insight into what works best for different countries and different size broadcasters.

PCBL operated in a timely manner to respond to COVID-19 travel restrictions and the January 2022 volcano eruption in Tonga. Training went online, and PCBL provided multiple formats for trainees and broadcasters to contact PCBL for advice. All Pacific broadcasters and trainees who were interviewed commented that PCBL staff were very responsive to their broadcasting-related queries.

COVID-19 has had an enormous impact on Pacific economies, in particular for the broadcasting sector with government's public sector revenue down and broadcasters being impacted by the downturn in advertising revenue. Broadcasters who were interviewed were unequivocal that without support from PBP they may not have survived.

COVID-19 has seen the rise of disinformation on social media platforms. Stakeholders see an important role for PBP in supporting radio (a battery-operated radio can still be used if homes lose power) and free-to-air TV media to help combat misinformation and disinformation, and to ensure integrity of the reported news.

Key finding: PBP's design and implementation works well but some areas require improvement

The MERL Framework's logic diagram had an appropriate combination of outputs which were grouped under three 'streams' of intervention areas as explained in see footnote 15.

Broadcast service

The provision of equipment (for example, decoder equipment to receive and rebroadcast free-to-air content) has enabled Pasifika TV to have reach in all participating countries. Some broadcasters thought it would be good to get robust feedback from viewers on preferences and reasons for these, as this would inform the sourcing of other free-to-air programmes.

"As a small independent organisation the sharing of content [from Pasifika TV] has allowed us to fill a lot of broadcasting gaps." (#203)

PacHub is still a work-in-progress and needs ongoing adequate funding. There are also a variety of other issues to address such as language barriers (especially where English is not widely spoken), content balance from across the region, for example, increase in Melanesian-related content, and coverage of regional events such as the November 2023 Pacific Games being hosted by Solomon Islands.

Capacity building

Providing Internet Protocol (IP) cameras and other recording and production equipment to make quality local content was greatly appreciated and these were well used during COVID-19. Broadcasters are aware that equipment is very costly and are quite happy to receive functional 'used' equipment items that are supported by training.

"The equipment has allowed our journalists to go out and collect news without the need for a full camera crew." (#201)

"Any issues, PCBL was always online, and we had online trainers before the equipment arrived, the training was for the equipment we had." (#506)

The broadcasters and trainees that we interviewed added that while the equipment and training was very useful, they are ready for more tailored support, such as more hands-on and face-to-face training, support to access additional funding, and cultural competency training for trainers. Details of suggestions on improving capacity development are under KEQ3 below.

"I would like to know how to manage a production crew, the management administrative element of it, [such as] budgets, the different specific areas, the sound people, the visuals, up until the end product; really understanding how to manage a whole team for a production. Logistics and planning... if you're an executive producer or a producer and then the whole operation of a project or of a shoot; that's also probably [achievable] in the long-term but I would really like to follow or see somebody who is actually managing a certain production." (#612)

While the media exchange was significantly impacted by COVID-19, Pacific broadcasters see great value and potential for it being reinstated. The June 2021 Broadcasting conference was very successful, and networking opportunities from the conference and CEO meetings need to be built on.

"At a recent Solomon Islands News Association meeting, local journalists were observed speaking with confidence and credibility, standing as equals with others working in the media sector in the Solomon Islands." (#607)

Content generation

Although Pacific broadcaster feedback was that the POA application process was too slow and bureaucratic, and that the amounts of funding were too small, they still saw it as an excellent initiative to support the production of quality local content. PCBL is aware of this feedback and are considering future rounds.

"As people become more aware, we hope to see a shift and start to see more Pacific stories. ... If not for this sort of funding, most would not be able to tell these stories. It's different when we tell the stories ourselves." (#107)

"The funding pool made available makes a huge difference. If there could be more of that, it would help smaller broadcasters produce higher quality local content." (#205)

The production of vignettes on Aotearoa New Zealand priority activities was delayed due to COVID-19. However, stakeholders added that this initiative may have been too ambitious, and it is unclear if further productions will be a priority.

Key finding: The MERL Framework is incomplete

The Activity was based on a brief concept note, a business case, a partially completed MERL Framework, which was not supported by a narrative design document. The MERL framework did not have a theory of change, an analysis of risk/assumptions, a completed MERL table (with indicators, targets and data collection methods), or a MERL workplan.

There was no inputs/outputs table to align to a budget, and the budget was not written to align with the outputs. Because of the lack of clarity on documentation, PCBL has not used the MERL Framework as a basis for its reporting, nor prepared Activity Progress Reports for MFAT. PCBL has developed its own systems and processes for monitoring progress and reporting (including financial reporting) and prepared annual reports that are more closely aligned with the corporate private sector and the original Service Agreements from PBP1.0.

4.3 Relevance and meaningful impact

KEQ2: To what extent has the programme's outcomes been appropriate for making a sustainable and meaningful impact on the Pacific broadcasting sector?

KEQ2 is aimed at answering the second half of evaluation Objective 1 - whether the outcomes are appropriate for making a sustainable and meaningful impact on the Pacific broadcasting sector. The box below provides a summary of the KEQ2 findings.

KEQ2 Key findings

- Design and implementation of PBP is relevant to the Pacific. It also aligns to PACREG 4YP, and is broadly aligned with wider international, regional fora, and participating country national plans
 - However, it is unclear how the PBP links to MFAT-funded initiatives for ICT
 - Despite relevancy to MFAT's programme, there are still unmet demands and MFAT funding is limited, so PCBL is exploring other sources of funding
- There was insufficient budget for M&E 2.0. However, the training and conference evaluation surveys provided broadcaster feedback. It is too early to know the impact on viewers as most broadcasters do not survey their viewers
- PBP has had a positive impact on broadcasters as PCBL is very responsive to broadcasters' needs and aspirations, and PBP is fit-for-purpose
- Impact of PBP is uneven between broadcasters across the region
 - Connectivity issues in some countries, for example, Cook Islands
 - Unclear role of PBP for MFAT's public diplomacy messaging
- Activity implementation has worked well, with some areas ready for more targeted support
 - Equipment (to decode/rebroadcast and to produce content) and capacity development useful and mostly appropriate
 - Impact not consistent across the region (between Melanesia and Polynesia and amongst broadcasters).

Key finding: Design and implementation of PBP is relevant to the Pacific

The Pacific broadcasting sector plays a key role in ensuring that people stay connected and are well informed. Improving broadcasting and journalism standards mitigates misinformation. Local content is expensive to produce yet there is a healthy appetite for news, current affairs, documentaries, and sports from the Pacific. There is also a strong sense of pride in emerging skills to produce quality local content.

Access to free and reliable information is crucial for ensuring quality of life, and also for economic growth and prosperity, social inclusion, and increased awareness on a range of current topics. MFAT's involvement in the sector is viewed positively and has enhanced New Zealand's diplomatic standing because it is not viewed through a lens of telling people what they should/should not see, watch, and think; rather it's about giving tools and skills.

"The training activities are based on our need. PCBL management has been very consultative to try and find what needs are for us, they were not directive 'you have to do this'." (#402)

The Evaluation found that all stakeholders considered the PBP initiatives very relevant, and the multi-pronged approach was appreciated, i.e. the range of initiatives and country-specific implementation. PBP provides a broad suite of offerings under the outputs for broadcast service, capacity building, and content generation that are interconnected and also stand-alone; this is highly commendable. From the outset, MFAT did not specify or require a 'one-size-fits' all' approach; it has given PCBL the scope to work with participating countries as appropriate. Some have embraced this approach more than others, but all in-country stakeholders said they do not have the knowledge or resources to make the necessary improvements in broadcasting without assistance.

PBP aligns with PACREG 4YP

MFAT's strategic direction for 2015-2019 (in the early days of PBP) states that the purpose of New Zealand's aid is to develop shared prosperity and stability in the region and beyond, drawing on the best of New Zealand's knowledge and skills. PBP is using and sharing New Zealand's skills and knowledge, and has adapted it to suit the needs of the Pacific.

During the life of PBP MFAT moved to Four Year Plans (4YP) to support New Zealand's policy statement on International Cooperation for Effective Sustainable Development (ICESD). PBP 2.0 has alignment with outcomes and priorities of the 4YP for PACREG, in particular with regard to 'regional initiatives to improve the self-reliance, transparency and accountability for PICT institutions to deliver inclusive citizen services'.

However, there is no document that links PBP with MFAT's strategic investment priorities, namely the priority for Information Communications Technology (ICT), to expand ICT connectivity, access and use in the Pacific which is managed by DEVECO. The latter focuses on 'hardware' such as cables, but it is their utilisation for social and economic development that is the 'game-changer'. Strategies can have a longer horizon than a particular funding cycle and signalling longer-term investment is helpful for implementing partners, especially if they need to recruit and mobilise dedicated resources.

Deepening New Zealand's support for an improved level of quality Pacific broadcasting and media capability is a priority under the Pacific Reset²¹ and the former Minister of Foreign Affairs acknowledged that "... it is the natural next step to promote the production of more Pacific content, including news and current affairs. Informed open conversation, facilitated by the media, is the backbone of transparent governance."

PBP is also broadly aligned with wider international, regional fora and with participating country national plans.

MFAT's investment is well-aligned at a regional and international level with initiatives funded by Australia²² and more recently the USA.²³ Sustainable Development Goal (SDG) 16 is about Peace, justice and strong institutions, although improved quality of broadcasting and maintaining standards does not have a specific indicator. Based on our document review the PBP is broadly in line with the national development strategies and plans of participating countries. However, these documents do not specify the 'how' for improving broadcasting.

Despite relevancy to MFAT's programme, there are still unmet demands and MFAT funding is limited, so PCBL is exploring other sources of funding

MFAT is providing an additional \$10.4 million for PBP 3.0 for a further three year period (July 2022 to June 2025). MFAT is only funding PacHub in Year 1 (FYE 2023) and PCBL with MFAT's assistance is exploring ongoing funding. (Details not in scope for this evaluation). While PBP

²¹ <https://www.mfat.govt.nz/assets/OIA/R-R-The-Pacific-reset-The-First-Year.PDF>

²² <https://www.dfat.gov.au/geo/pacific/people-connections/media-partnerships-in-the-pacific>

²³ Department of State and the United States Agency for Global Media (<https://www.usagm.gov/>)

3.0 will use information from this evaluation and its own sources of direct feedback, developing (and adequately equipping) capacity will be ongoing. There is a large appetite for funding to generate local content, not all of which can be funded by New Zealand. PCBL is wisely looking to the Pacific region for their own cost-effective solution and also to other development partners.

Key finding: Insufficient budget and attention given to monitoring progress and impact

Only NZD40,000 over the three year life of the Activity was allocated in the 2019 GFA budget for nearly \$10 million; this is 0.4% and explains why adequate monitoring work was not undertaken.

Positive impact on broadcasters but too early to know impact on viewers

The evaluation team analysed the evaluation survey forms from both the SMRT and from the CEO conference. The PBP survey responses do not provide information on what participants actually 'do' with the knowledge and skills learned, thus making measuring impact a challenge. PCBL is aware of this and is considering options for measuring impact (the changed behaviour that occurs) of broadcasters and also gathering information from viewers (on why they watch programmes, not just 'what' they watch). In the meantime, Messenger groups that include questions and shared responses demonstrate that participants are seeking information and wanting to make improvements.

Providing more structure, for example, recording responses and analysing experience with how information is being used, will be useful during the implementation of PBP 3.0. PCBL has been thorough in collecting information on Pasifika TV content hours, including by category for all participating broadcasters.²⁴

"We only produce one hour of content per day. It brings the Pacific closer. It helps us to know what is happening in NZ and around the world. Also to see how we are compared to other Pacific countries – we can watch what is happening in the region. Many international events would not be seen if we did not have PTV (and ABC), for example the Queen's funeral...There are lots of benefits, then we do our part to contribute and to give it Pacific flavour." (#111)

Community engagement pilot

Most participating broadcasters are keen to respond to viewership interest and content preferences on Pasifika TV. Pacific broadcasters don't formally seek viewership feedback however PCBL plans under PBP 3.0 to initiate work in this area using a variety of media platforms to gauge support. Broadcasters need information now on 'what' people are watching – when they also know 'why' they can respond better.

The Evaluation team tested two community engagement tools. As outlined in Chapter 3, the aim was to inform the type of tools that could potentially be used for a pilot community engagement survey in 2024/25. In the five participating countries, the Evaluation team undertook focus groups, on-line, and in-person surveys. Viewers stated their interest to be better informed and to be entertained; and also expressed concern about growing trends of misinformation and disinformation on media platforms that are increasingly available. Understanding and responding to these issues in a more structured way and measuring the impact of improvements will be important during the implementation of PBP 3.0.

²⁴ News/current affairs and sport make up over 76 percent of total PTV hours.

The table below provides information that is outside of the scope of the evaluation and is not representative of the viewing population of the participating countries. However it provides an insight that can be built on in future viewership survey work.

Summary comments from community engagement focus group work

There was consistency across the five countries on the most popular free-to-air programmes; the news, sports, Tagata Pasifika, Fresh, Real Pasifik (cooking show) and other Pacific news. There is also strong interest in home learning and current affairs. All focus group participants wanted to see more coverage from their home countries.

Viewers are watching for a variety of reasons; to be informed and to be entertained, and there is a hunger for knowledge from within the Pacific region as well as further afield. Many commented on the importance of connecting with the diaspora and keeping culture and language alive.

Viewers commented on preferring to watch TV (including on social media platforms) and listening to the radio as it was more credible and less susceptible to misinformation and disinformation; indeed these topics generated discussion. Viewers appear to be savvy about the pace that technology will influence how they watch TV, for example, via smart phones and TVs and also laptops. Many are frustrated by high costs and unreliable quality connectivity.

They were positive about New Zealand Ministry of Health public information broadcasts on COVID-19, which suggests greater potential for 'public good' and educational programming.

Key finding: PBP has had a positive impact on broadcasters as PCBL is very responsive to broadcasters' needs and aspirations, and PBP is fit-for-purpose

PCBL has a very good understanding of the different contexts that Pacific broadcasters operate in, and this is critical to the successful delivery of PBP. PCBL is also highly commended for its culturally appropriate approach to delivering PBP. Its approach along with the PBP has produced a strong sense of pride in producing local content. As already discussed, PCBL is responsive to unintended consequences, such as pandemics and natural disasters. It adapted PBP to ensure it remained relevant and responsive to the changing needs, such as broadcasting health messages during COVID-19, and supported a change in focus to allow the Tonga Broadcasting Corporation to amend its POA-funded COVID-19 video to film the impact of the volcanic eruption and tsunami on Tonga and its people.

Pasifika TV content is generally well received with some areas for improvement, such as wanting to see more local and regional content. Broadcasters are realistic that they need to take 'small steps' and that this will take time, but they know PCBL is very supportive for this to happen. PacHub is seen as great opportunity to share content, and along with Pasifika TV and a contestable fund (POA) is increasing opportunities to make and share local content. The 24/7 content provision enables broadcasters to choose what content best fits with their viewers. There is demand for more local and regional news, stories, current affairs, and sport. There has also been a suggestion that Pasifika TV could include educational programming that is directed to school-aged children.

Key finding: Impact of PBP is uneven between broadcasters across the region

Smaller broadcasters and less-developed markets have not been able to benefit from PBP 2.0 as successfully as others, for a range of reasons, for example, language, culture,

connectivity, level of training and experience, resources available, interest of viewers, and so forth. This has been covered elsewhere. However, there is a consistency of positive views on the vision behind PacHub and for greater regionalism.

Connectivity issues in some countries

While undersea fibre-optic cables are providing more reliable internet in many countries this is not consistent, for example, in the Cook Islands, only Rarotonga and Aitutaki are connected to the Avarua Cable; and in Kiribati the Southern Cross cable has only reached Kiritimati.

Unclear role of PBP for MFAT's public diplomacy messaging

Under the platform of content generation PBP 2.0 provided for vignettes on Aotearoa New Zealand priorities in the Pacific. However, this work was delayed due to COVID-19. There was no comment from broadcasters about the seven that have been completed.

Key finding: Activity implementation has worked well, with some areas ready for more targeted support

PCBL has demonstrated a sound approach to PBP's implementation of 2.0; especially in response to COVID-19 in March 2020. They adapted well, and were still able to deliver equipment, a SMRT, and provide a constant stream of support and advice. The PCBL team is 'industry-savvy' with in-depth knowledge of the broadcasting sector; it has good cultural competence, and is highly regarded by the stakeholders we interviewed. Broadcasters and trainees thought the online training was relevant and it was well attended. They understood the reason why the training moved online, but trainees said they would prefer hands-on training, or a combination of both online and in-person training.

Equipment (to decode/rebroadcast and to produce content) and capacity development useful and mostly appropriate.

Equipment was well received, especially the 50 decoders provided to and tested with the participating broadcasters; this had positive impact on the output stream for the broadcast service. It enabled Pasifika TV to be received and rebroadcast.

Equipment to produce local content is costly and while items provided are gratefully received there is an unmet demand for more, for example, where only one set of recording equipment is available it has to be shared and this limits the number of stories that can be covered at any one time. Therefore additional funding for equipment would have the impact of further increasing local content.

Impact not consistent across the region (between Melanesia and Polynesia and broadcasters)

Although Polynesia is more accessible to Aotearoa New Zealand and we have closer cultural ties, some trainees said they were not comfortable conversing in English. In addition, English is less well-spoken in many Melanesian and Micronesian countries, thus presenting challenges for the update of Pasifika TV and for capacity development. As well, some broadcasters are better funded than others, and have been working in a mature market for many years; others are new players often operating on a 'shoestring'. When starting from a low base the impact of relatively small interventions can be enormous, but without sufficient disaggregated data we could not adequately assess this.

Case Study: Impact of PBP in Kiribati

KiriOne TV was established in 2018 and is Kiribati's first local TV station. It produces a daily 30 minute news programme (6 days a week screening at 9pm).

During PBP 2.0 KiriOne TV received a decoder to receive and rebroadcast Pasifika TV, and later the New Zealand High Commissioner presented a camera, laptop, two sets of lights, and a recorder (cordless microphone).

Until the arrival of the production equipment there was no live coverage of events; now one of three 2-person production teams (cameraman and reporter) go to events, and film and record footage with live commentary. Returning to the TV station the team edits the footage, and the reporter uses the material and provides a voice-over translation into i-Kiribati of any events that are broadcast in English.

KiriOne has a free-to-air channel with content comprised of Pasifika TV and Australian-provided content, along with a half hour slot of local news – this is the only coverage that people have from Kiribati. To be able to produce footage of events is a source of pride for the production team. The next step for them is to be able to live-stream events when connectivity is improved with the arrival of cable in about two years, instead of relying on satellite.

The production teams at KiriOne do not have formal training in broadcasting. They learn on the job and so appreciate feedback from PCBL on how they can improve their production techniques.

"At first we were shy to ask, but PCBL were so kind and listened to our stories and we soon opened up – the feedback was really helpful and PCBL realised our different levels of English."

The next type of support the production teams would like to have is a technician that comes from the region or New Zealand and do hands-on training to helping them cover events, and provide practical and technical advice to improve their skills.

None of the trainees had been formally trained in journalism and so appreciated the SMRT because it covered a range of topics across the broadcasting sector. One said:

"The training has been very useful because [I] had not formally studied journalism and was learning on the job. My confidence in operating the camera and getting quality footage has increased. I'd now like to have [an] attachment in the region so that I could be mentored by fellow camera operators to increase my skill."

4.4 PBP implementation and lessons learned

KEQ3: How can the delivery of the programme be improved during the next programme phase?

KEQ3 is aimed at answering Objective 2 of the evaluation - to determine how delivery of the programme could be improved during the next programme phase. We firstly provide a summary of the KEQ3 findings, see the box below.

KEQ3 Key findings

- It is hard to assess efficiency of delivery of this programme due to presentation of financial information not being outputs-based. Aligning PBP's budget against the Activity outputs would help with this
- Participants identified practical ways to improve implementation, especially ongoing capacity development
 - Tailor the training and equipment to the different broadcasting needs
 - Continue support for increasing local content through POA and other avenues
 - Continue partnership approach to delivery and consider mechanism for input on implementation priorities for broadcasters
- The lack of reliable internet connectivity is a barrier for some countries.

Key finding: Cannot confirm how well resources have been used except through interviews

MFAT's PBP 2.0 has been delivered by implementation partner PCBL funded under a GFA. However, the budget information is not broken down or reported by outputs making it hard to assess efficiency of the use of resources against the MERL Framework. PCBL's annual reports are completed on time and there are audited accounts.

Based on information from documents and key stakeholders, the Evaluation team assessed that resources have been used for activities that support Pacific broadcasting needs and that PCBL is implementing the Activity well. PCBL has been responsive with the purchasing and delivery of decoder equipment and also camera, recording, and production equipment to participating broadcasters. PCBL has also been proactive with the development of SRMT virtual programme. We do not have enough evidence or feedback to comment on the use of resources for the New Zealand Aid Programme vignettes and it is too early to comment on the use of resources for the POA contestable fund programming. Based on interviews the contestable fund has been popular, but the application process was administratively heavy for some broadcasters.

A full value for money study and comparison of resources by output is not in the scope of this Evaluation but the following comments on the efficiency of delivery are offered.

Align PBP's budget against the Activity outputs

There is value in following MFAT business processes and preparing a budget that divides out each of the 3 output streams broken down by 6 outputs; and programme management (PCBL team, travel, and MERL) costs that are relevant to the whole Activity. Annual costed workplans and reporting against actuals against the budget allows the Board (and MFAT) to identify strengths and weaknesses and to reallocate funds accordingly. It is also important to allocate sufficient funding for MERL. It is understood that this approach to budgeting is already being implemented for PBP 3.0.

The three streams of Outputs (broadcasting service, capacity building, and content generation) supported the delivery of the overall programme.

Broadcasting service

PCBL provided a technical solution (equipment) and support (technicians) to enable participating broadcasters to be able to receive and rebroadcast Pasifika TV; this is evidence that resources that were well-used as intended.

"They [viewers] love TVNZ news, it's something they can't do away with, ... but it would also be nice to have 15-20 minutes of Pacific Island news stories, including New Zealand. In that way it encourages us to do more networking, and politically it's good for New Zealand." (#509)

Capacity building

PCBL developed and then delivered the SMRT programme 'at speed' in response to the travel restrictions of the COVID-19 pandemic; they did not take a 'let's see' approach – they dived in and responded. (See response to KEQ1 for further details). Camera recording and production equipment was generally provided prior to training, but because the SMRT sessions were recorded trainees could review sessions once equipment was received. The PCBL team was also available to provide ongoing advice.

The Board, in conjunction with MFAT, responded to budget amendments and sequencing to enable that to happen.

The Evaluation team's interviews with broadcasters found a theme of wanting a 'hand up not a handout'. Some stakeholders have attended courses at the University of the South Pacific (USP),²⁵ however several broadcasters noted the graduates did not get a lot of practical experience, i.e. using technology or live journalism (interviewing and storytelling).

"We've got to show the donors that we also want to share in that journey [training and development]. We've got to meet some of those costs. Too many of us in the Pacific are just relying on donor funding, not prepared to put in a cent to build capacity. We've taken a very different approach." (#807)

Content generation

The POA contestable fund concept grew out of a desire to provide broadcasters with a practical opportunity to 'practice' new skills but also to assess areas for further improvements. This would then be fed into revised training and additional mentoring and other support.

Participating broadcasters are interested to not only seek dialogue and hands-on assistance from other broadcasters but also to offer such assistance. This suggests interest in a regional or pan-Pacific approach and not a siloed 'national interests first' approach. It also supports local ownership of PBP.

Partnership approach taken by PCBL

The partnership approach adopted by PCBL signifies a strong and mature relationship.²⁶ The PCBL team has been very stable; MFAT is engaged and PCBL Board meetings provide rigour and good leadership and advice.

²⁵ Currently offers a Diploma of Communication (12 courses over two years) and a Bachelor of Arts in Communication and Media, as well as qualifications specific to journalism at diploma and degree level.

²⁶ Demonstrated by support for the PBP 3.0 (2022-2025).

Broadcasters consistently spoke of their appreciation of the approach taken by the team at PCBL. This approach enhances outcome results and is indicative of the efficiency of the delivery model, but it is hard to measure quantitatively.

Key finding: Participants identified practical ways to improve implementation, especially ongoing capacity development

Tailor the training and equipment to the different broadcasting needs

While stakeholders were very positive about progress under PBP 2.0, their experience has provided suggestions on opportunities for improvement that include the following:

- Provide more face-to-face and tailored training, including for career path/professional development, and recognising that different broadcasters have different needs.
- Use attachments/secondments and other training opportunities and exchanges, including in the region as well as to New Zealand; consider options such as communities of practice and other options for regional exchanges and sharing.

"We're their brothers and sisters in the Pacific. An exchange programme for the Pacific region would be awesome. Even if sending teams of two to another Pacific broadcaster (like we did at school) would be good for professional development and career opportunities." (#510)

- Provide more hands-on training.

"It's better if someone comes and sees how we work and trains us on the job. Then they know the environment we are working in, the equipment we are using, and what it is like for us to produce." (#209)

- Provide more examples from the wider region, i.e. Melanesia and Micronesia, as the focus on Polynesia does not resonate with all participants.
- Ensure buy-in from managers to ensure that participating broadcasters are aware of training and are able to attend.
- Ensure feedback sessions for each participating broadcaster so that future training and mentoring is fit-for-purpose and so that 'competitors' can't listen in.
- Provide more 'technical' and hands-on training on lighting and sound production, tailored to specific equipment, and ensuring that equipment is suitable/compatible with the country, for example, can it easily be repaired; this will also inform a broadcaster's own equipment purchases.

"We are more advanced in terms of equipment and resources so we need more advanced training courses." (#210)

- Provide refresher and similar training, supported by continued practice of recording training sessions for future use.
- Provide specific training for journalists on 'how to tell a story'.

"I would love to be in the newsroom and learn the technical part of it as the Solomons moves more into the digital world, or at least we are at the infant stage of it; and to go out into the field; I would also like to do storytelling, but my main focus would be in the newsroom." (#611)

- Provide training on wider range of topics, how to run a broadcasting 'business', how to secure funding and so forth.
- Address cultural barriers for training, perhaps different trainers (or provide some nuanced cultural training to some of the trainers) and develop a wider pool of New Zealand and regional trainers (this is relevant for sustainability) and is also cost-effective.
- Address language barriers; in some participating countries there is a very comfortable command of English but this is not consistent across all broadcasters.

These comments are not to be seen as a criticism of PBP 2.0, and indeed some are already being addressed under PBP 3.0. Key stakeholders were very appreciative of efforts to deliver the programme during COVID-19. The next phase of PBP under 3.0 provides the opportunity for making improvements that are suggested through PCBL's participant surveys and this evaluation.

Continue support for increasing local content through POA and other avenues

There is strong support for more quality local content, with the POA's contestable fund providing a useful mechanism to demonstrate skills learned. Broadcasters and community stakeholders consistently expressed strong support for the making and viewing of quality local content. While participants appreciated content from Aotearoa New Zealand they also want content (news, sports and other programmes) from the region. There is strong local ownership for the PBP.

There was a suggestion of increasing the funding and focus areas of POA, for example, focusing on topics such as disability and other social inclusion stories as a way to share experiences across PICTs. Participating broadcasters and PCBL are interested in widening the net, investing their own time and effort to do this as they do not want to be overly reliant on MFAT as the main donor.

Continue partnership approach to delivery and consider mechanism for input on implementation priorities for broadcasters

The PCBL team is universally well-regarded across the participating broadcasters, so any changes in staffing should not dilute PCBL's partnership approach. Interest was expressed by some participating broadcasters in having a regular say in the implementation or setting of workplans and priorities. The Evaluation team can see value in an informal advisory committee (or similar) that is carefully managed, but does not support a role for Pacific broadcasters in governance.

Pacific broadcasters want to support and collaborate with each other, suggesting support for a regional approach. There is also interest from broadcasters to have regular input into the programme, for example, via an advisory committee.

"It would be great to have a way to provide more regular feedback." (#402).

The lack of reliable internet connectivity is a barrier for some countries

Most stakeholders commented on connectivity challenges; hardware, software, price, competing with 'cheap' social media platforms. Some broadcasters are effectively locked into longer-term more costly satellite options, despite the roll-out of less costly and more reliable options that fibre optic cables provide.²⁷ Connectivity is also important for being able to sell local content abroad.

²⁷ For example, the Southern Cross cable, the Coral Sea cable, the Manatua cable and the Avarua cable

With regard to equipment, the sector is subject to evolving technology. Old or out-dated equipment is not sustainable and yet many broadcasters do not have sufficient budget for even modest camera or recording items. For infrastructure there is a lack of a 'back-up' or alternative studio venues in times of a natural disaster.

4.5 Strengthening sustainability and resilience

KEQ4: How could the interventions be more sustainable and the overall resilience of Pacific broadcasting sectors strengthened through this programme?

KEQ4 is aimed at answering Objective 3 of the evaluation – to determine how PBP could be more sustainable and resilient, and how the Pacific broadcasting sectors could be strengthened through PBP. The box below provides a summary of KEQ4 findings.

KEQ4 Key findings

- Ways to strengthen the sustainability of PBP interventions include to:
 - Maintain strong relationships between PCBL and Pacific broadcasters and with MFAT
 - Expand and target future professional development, while acknowledging high rates of attrition
 - Address language and cultural competence barriers in the training programme
 - Address the growing demand from stakeholders for succession planning, both within PCBL and for PBP funding
 - Continue to strengthen local ownership, including the regulatory environment
 - Provide additional funding especially to support increased local content and/or support Pacific broadcasters to access funding.
- Ways to strengthening overall resilience of Pacific broadcasting include to:
 - Support strong gender role-models, for example, with PCBL staff and board, and trainers
 - Recognise that radio still plays an important role in Pacific adverse events, such as pandemics or natural disasters, and in delivering health messages to inform vulnerable populations about national events. Radio is particularly important for outer islands and for older demographics
 - Support Pacific broadcasters to navigate the challenge from the rise of social media and digital platforms
 - Respond to emerging issues and events, for example, sports coverage. The broadcasting sector needs to be able to respond to important regional events such as The 2023 Pacific Games in the Solomon Islands.

Key finding: Strengthening the sustainability of PBP interventions

Maintain strong relationships between PCBL and Pacific broadcasters and with MFAT

The Evaluation team heard evidence of the depth of partnership between countries and with PCBL, where broadcasters could email and get prompt responses on a technical issue. The outcome of this is a high level of trust. Although COVID-19 travel restrictions impacted on the ability to meet face-to-face, it enhanced local capacity and capability because broadcasters could not rely on something being done for them; they had to adapt and act on advice provided. The Evaluation team observed a sense of pride, followed by a growing confidence to seek and act on further advice and resources; this will enhance the overall sustainability and resilience of the Activity.

With regard to the relationship between MFAT and PCBL, the Evaluation team found the relationship was working well, with sound work planning demonstrated by high levels of trust. Interviews with PCBL team (staff and board) and with MFAT highlighted a good professional and collegial working relationship, with any issues being raised and resolved, for example, reallocating funds to SMRT in response to COVID-19.

Expand and target future professional development

The success of capacity development is evidenced in Facebook followings and feedback to each broadcaster and on improved standards of local content, which is witnessed by viewers and also by PCBL. PCBL has established Messenger groups for broadcasters to provide feedback and share experiences.

The extent and depth of participation in training and use of recording and production equipment demonstrates support for capacity development. See previous sections for comments and specific suggestions on the need for ongoing and more bespoke and hands-on training. Some stakeholders expressed interest in training in topics such as leadership and financial management, funding applications, and how to manage a broadcasting business; all topics that are key to sustainability.

Stakeholders readily acknowledge that there are recruitment and retention issues in the Pacific broadcasting sector as people leave to take up new roles. Changes in personnel due to staff moving on is not always a constraint, as in many cases they move on to other relevant roles within the country or region and take with them the skills and knowledge gained, such as Comms roles in government, private sector, donor, or NGO roles which can enhance the quality of information. However, gaps in key roles, including script writing, are not conducive to improving local content.

One way to address capacity and capability gaps in-country or in certain roles, is to encourage south:south cooperation²⁸ media exchanges and dialogue, whereby champions in a role can be encouraged and/or funded to support others.

Participating broadcasters noted that staff often leave to secure better salaries and terms and conditions of employment, or in some cases lack sufficient skills to work in broadcasting. This means that staff are often young and lack experience and need skilled and experienced colleagues to mentor them. Some broadcasters rely heavily on freelancers.²⁹ On-going capacity development across the sector will be key to sustainability and resilience, and the key stakeholders recognise that PBP could play a role, such as regional sharing of experience and knowledge through PacHub.

"People are leaving and some are even going New Zealand." (#214)

The broadcasting sector needs to respond to new technology and techniques so there will always be a need for ongoing training and other professional development.

Address language and cultural competence barriers in the training programme

There have been previous comments on the use of English for training providing a barrier to effective learning, especially remote training. PCBL is aware of this and with COVID-19 travel restrictions coming to an end PCBL has plans for a range of approaches to capacity development.

Language may be a barrier to the sustainability of PacHub. The Evaluation team did not form a view on this, but we are flagging the matter for further consideration.

²⁸ A term used to describe the exchange of resources, technology, and knowledge between developing countries.

²⁹ Freelancers could attend training but not receive equipment.

PCBL is also aware that some trainers have been better suited to different geographic and demographic audiences, and this will need to be factored into future capacity development training. These issues could be mitigated by being able to offer other approaches (for example, face-to-face, regional attachments and networking), and including examples from Melanesia and Micronesia in training modules. PCBL is encouraged to provide nuanced cultural competency training to trainers, as what might work in say the Solomon Islands, may not be well-received in say Tonga. The perspectives and make-up of broadcasters and trainees needs to be well understood when preparing the implementation of training.

Undertake succession planning for PCBL

PCBL has benefitted from a stable board; the chair has remained constant and has the time available to dedicate to the role. The current CEO is very committed and skilled, and in July 2022 a Chief Operating Officer (COO) was appointed to help reduce the burden on the CEO as the role continues to grow. The July 2023 appointment of a COO bodes well for avoiding burn-out and being able to respond to the continual requests from existing and additional broadcasters.³⁰ We observed a very collegial and productive working relationship. However, the overall PCBL team is small and an overreliance on just a limited number of people carries a risk.

Continue to strengthen local ownership, including the regulatory environment

PCBL's overall partnership approach supports local ownership. For example, PCBL has been very proactive in responding to questions, which in turn means that participating broadcasters are more engaged. PCBL's assistance has facilitated local ownership through capacity building, as participating broadcasters develop the skills and equipment to produce more and better quality local content. The POA funding and PacHub also assists in this local ownership.

PCBL supports both public sector, state-owned enterprise (SOE), and private sector broadcasters. Therefore a strong regulatory environment is important for ensuring that MFAT is seen to support broadcasting and journalism professional standards that do not pose a risk to New Zealand. PCBL is not tasked with regulatory work, but Posts can play a role in advocating for a strong regulatory environment and overall standards.

Comments were made by some broadcasters to have an avenue for regular input into the workplan and implementation of PBP. They were not seeking a governance role but the Evaluation Team can see benefit to increased local ownership of an advisory committee (or similar) so long as it does not become an administrative burden on PCBL's operation.

Provide additional funding to support increased local content and/or support Pacific broadcasters to access funding

PPB 2.0 has been fully funded by MFAT, and there is a risk of over-reliance on a single funding source. Although the POA contestable fund is well-received by Pacific broadcasters, they would like PCBL to look at facilitating access to other funding sources. The PCBL board and management, and MFAT, can look into other additional sources of funding to help realise future initiatives.

Options are currently being explored to diversify funding and expand the programme, for example, the funding of PacHub and also discussions with the governments of Australia and USA to support local broadcasters. PCBL (and also MFAT) can play a role to facilitate access to and coordination of other sources of funding. The success of funding diversification could be an indicator of success for PBP 3.0.

³⁰ French Polynesia, RMI and Tuvalu are to be added in 2022 to increase the number of participating countries in PBP 3.0.

"We are looking at how we can be more self-sustaining instead of depending on government funding. That's something I believe has not been addressed by PBP right throughout the region. All public broadcasters are getting reduced funding from governments. So they've [Pacific broadcasters] got to find ways and means to raise commercial revenue to keep their public service operations alive. New Zealand has some similar size organisations like Mai FM [sic]³¹ for example. How can we learn from them? How do they do it? So professional work attachments on financial sustainability is something that needs to be looked at." (#809)

Some stakeholders expressed concern that MFAT and Australia's Department of Foreign Affairs and Trade (DFAT) are duplicating and not synchronising, and they are worried that this leaves space for China to enter. Other donors (USA, United Kingdom, and Germany) are also entering this area and offering training fellowships in broadcast media. However, again there is no coordination between these players.

"For us to be able to send different people to different donor driven initiatives around the same thing, it's very difficult. And if we don't go, they get upset with us. So a coordinated approach is really the way to go." (#811)

There will always be a need for some level of financial support from donors as there are limited revenue opportunities for broadcasters, and government budgets are often impacted by external pressures such as the impact of the COVID-19 pandemic on government revenue.

Key finding: Strengthening overall resilience of Pacific broadcasting

Support strong gender role-models

The CEOs of the participating broadcasters are predominantly male (although there are two women in Samoa and one in Tonga). However, there are significant numbers of female journalists and technician staff, and trainee numbers include both genders. Having female trainers in the SMRT team provided a role model to other Pasifika journalists; as does having PCBL led by a woman, and PCBL governors that are female.

The Evaluation team received some comments on issues of the importance of wider gender equity, disability and social inclusion, especially with regard to viewers and in during times of pandemics and natural disasters.

Support radio and free-to-air TV and acknowledge its important role in disasters

The Evaluation team heard evidence of the important role that radio (AM) and free-to-air TV play during natural disasters and pandemics, and also coverage of elections (for example, Samoa), Independence Days, and other national-level events. Broadcasting of local news content and public service information is very important to the elderly, those with a disability, and communities living in remote locations.

Recognise that social media and multi-media platforms have impacts on standards

The rise of social media and other platforms that allow 'streaming', for example, Netflix, was a subject raised by most stakeholders. Populations, and not just 'youth', are increasingly knowledgeable about social media and there is potential for a digital divide, as well an awareness and growing concern about both misinformation and disinformation.³²

³¹ Mai FM has been part of the MediaWorks network since 2008.

³² Misinformation is incorrect or misleading information; disinformation is deliberately deceptive.

"I would love for the Pacific Island broadcasters to have their own App, so we can put our content on there to reach the population, as they say, 'fish where the fish are', but we don't know how to go there." (#301)

"We would like an online presence, we're currently disadvantaged, telecommunications are fighting over our content. Instead of going on their platforms, we would like to have our own digital platform. Most people have mobile phones and laptops, it would be really good if they could just switch on their phones and watch television from anywhere instead of having to sit in front of an actual television set or having to go online to use a telecommunications platform to access us. It's something we don't have at the moment. (#515)

There is also the issue of new private-sector players entering the market and the need to ensure that broadcasting and journalist standards are maintained;³³ this could present a risk to the overall quality of Pacific broadcasting.

PBP responds to queries and keeps out of politics. However, comment was made that PCBL does require broadcasters to be seeking continuous improvement, adhere to the regulatory environment in their country, and to be able to respond to the pace of change in a sector which is highly dynamic.

Respond to emerging issues and events, for example, sports coverage

Repeatedly the Evaluation team heard evidence of 'how much the Pacific loves sport'. Pacific broadcasters are understandably very keen to be able to access free-to-air coverage and also to be able to produce local sport content to share in country and through PacHub. The November/December 2023 Pacific Games being hosted in Honiara is an opportunity to respond to – both for the Solomon Islander broadcasters (SIBC/TTV) and also regional broadcasters who will send staff to cover this important event.

³³ Pacific Freedom Forum (<https://www.facebook.com/PacificFreedomForum/>) is a regional media body, monitoring threats to press freedom and journalism ethics across Oceania. Its current co-chairs are Bernadette Carreon-Brooks in Palau, and Robert Iroga in Solomon Islands. Most PICTs have a media association or council, for example the Media Association of the Solomon Islands (MASI), Palau Media Council, PNG Media Council, Journalists Association of (Western) Samoa, Media Association of Tonga, Fiji Media Association, and Media Association of Vanuatu. They have varying roles; some are essentially just social media platforms; others are registered industrial associations or bodies to maintain professional standards.

5 Conclusions

5.1 Conclusions against ToR and DAC criteria

Based on the ToR MFAT wants the evaluation to provide evidence and insight on these:

- Impact of 24/7 content provision on Pacific broadcasting sectors, and the relevance of this content to Pacific audiences
- Effectiveness of broadcasting training approaches
- Effectiveness of broadcasting equipment provision
- Growth and development of participating broadcasters, attributable to the programme
- Contributions of the programme to building and sustaining Pacific broadcaster networks
- The relevance and responsiveness of the programme to Pacific broadcasters' needs and aspirations, particularly in the context of sectoral risks (for example, reduced advertising revenue, misinformation, integrity of news sources)
- Potential to coordinate with other partners providing support to the broadcasting sector in the Pacific
- The appropriateness of the Logic Diagram and accompanying Monitoring and Evaluation (MERL) Framework.

The Evaluation team has assessed the above against OECD DAC evaluation criteria, and concluded the output streams have achieved the following rating:

Table 2: Summary of DAC evaluation criteria rating for PBP 2.0 using a rating for measuring progress against outputs and short-term outcomes that is used by MFAT³⁴

| DAC Criteria | PBP 2.0 | Comments |
|--------------|-----------|---|
| Relevance | Very good | Broadcast service: very good uptake of available 24/7 content, and initial feedback is that the content is mostly relevant to viewers. PBP is responding to Pacific broadcasters needs and aspirations. |
| Coherence | Good | Coherence across the PBP outputs streams is very good, however coherence within MFAT and with other donors is lacking. |
| Impact | Very Good | Broadcast service: receive and rebroadcast Pasifika TV. Capacity building: senior management and broadcaster staff have useful skills and are sharing knowledge across the region. Content generation: produce and broadcast quality local content. |

³⁴ MFAT's AMAs use the following ratings (very good, good, adequate, not adequate, and poor), see Appendix B for further details.

| | | |
|----------------|-----------|--|
| Effectiveness | Very good | Capacity building: both the provision of broadcasting equipment and content production equipment, and the training approaches, were effective and fit-for-purpose at the time, but there is room for improvement, for example, better tailoring. |
| Efficiency | Adequate | Without a fit-for-purpose logic diagram and an outputs-based budget we don't have enough information. |
| Sustainability | Good | PBP is providing well-received tools and support to develop and strengthen participating broadcasters. However it is early in the implementation of PBP and resources need to be diversified. |

5.2 Summary conclusions

New Zealand's support through the PBP for the Pacific broadcasting sector is well received but future financial support may need to include other funders or donors. MFAT triennium funding rounds do not align easily with this regional programme.

Overall, the PBP 2.0 (within the context of COVID-19) has delivered expected outputs and contributed to desirable outcomes. Assessing impact and social inclusion have been somewhat limited because the Evaluation team was unable to undertake detailed fieldwork across all participating countries, and also because of limited data gathering for monitoring purposes during the implementation of the Activity.

Multi-pronged entry points of interventions support sustainability. MFAT's adoption of a one-size-does-not-fit-all approach, with targeted interventions that were well-owned by participating countries, is highly appropriate. The extent of the overall success of PBP 2.0, especially during the pandemic, has relied on strong cultural competency of delivery and a strong team at PCBL (staff and Board governors).

The impact of the COVID-19 pandemic has provided opportunities as well as challenges, pointing to the need to be flexible and apply different approaches to different countries. There is value in using a variety of connectivity tools, but this only works when good relationships are in place. Travel restrictions have undoubtedly had an impact, but good work has and will continue to occur as all parties were found to have positive attitudes and a high degree of cultural competency.

The economic impact and fiscal pressures of COVID-19 mean PICTs have less funding available to allocate to broadcasting; these challenges are expected to continue for some time. Indeed the pandemic has far-reaching major social and economic consequences so this is not a good time to reduce support for the broadcasting sector. There are also geopolitical considerations at play and pressures to 'have influence' in the region. It is important in terms of commitments to 'leave no-one behind', as women, the elderly, children, and people with disabilities need to have access to highly credible sources of news and entertainment. Addressing this has not been an explicit part of MFAT's support for broadcasting to date. Radio plays an important role in the broadcasting of public messaging during natural disasters and pandemics, evidenced during COVID-19 and the Hunga-Tonga-Hunga-Ha'apai volcano eruption of January 2022.

6 Recommendations

The Evaluation team recommends that MFAT:

1. Prepares a long-term strategy for the Pacific broadcasting sector (with DEVECO) that includes agreement to co-ordinate infrastructure for communications and broadcasting with the governance of initiatives such as PBP.
2. Continues to provide ODA funding for the Pacific broadcasting sector through PBP beyond MFAT's triennium funding cycles, guided by the long-term strategy to lock in successes and deepen interventions with continued effort in priority countries.
3. Communicates PBP achievements more effectively within MFAT, to the Minister, and to partner countries to improve visibility and to raise the profile of the Pacific broadcasting sector and its role in promoting democracy, informing and educating the public, and communicating important information during natural disasters and pandemics.
4. Examines the feasibility of incorporating a 24-hour regional broadcasting platform (for example AM and shortwave radio or other digital platforms) that would provide opportunities for widespread public service announcements to a mass Pacific audience.
5. Works with PCBL to align development outcomes and corporate statements of service and reporting.
6. Works with PCBL to develop a fit-for-purpose monitoring, evaluation, research and learning (MERL) Framework and to move budgeting to being outputs based.
7. Accurately reflects the above points in a LOV to the GFA for PBP 3.0.
8. Continues to ensure that its broadcasting initiatives align with work in the Pacific undertaken by other development partners, for example, Australia and USA through dialogue and funding contributions.

The Evaluation team recommends that PCBL:

1. Revises its monitoring approach to align with the revised MERL Framework, and ensures it gathers data against relevant indicators to track progress to help it make informed investment decisions. This would also include reviewing the results frameworks for 3.0 to ensure the data gathered can report on impact at Outcome level, as well as differentiating information by participating broadcasters.
2. Ensures future planning includes approaches and examples that better target Melanesia and Micronesia countries.
3. Develops an opportunity for Pacific broadcasters to engage with PCBL, and to provide regular advice and input on the roll-out of PBP 3.0.
4. Tailors capacity development with a move to more hands-on training.
5. Continues to provide opportunities with POA to help Pacific broadcasters make local content, along with advisory support.
6. Continues its Pacific Contribution Hub (PacHub) collaboration with Māori Television to ensure Pasifika and Māori content can be shared through Pasifika TV.
7. Provides social media and advisory support to Pacific broadcasters who want to move to different platforms to broadcast their content.
8. Provides a facilitating role to help Pacific broadcasters access other funding sources.
9. Supports Pacific broadcasters to increase their understanding of the value of viewership surveys; and provides simple tools to do this.
10. Explores opportunities to provide educational programming directed at school-aged children.

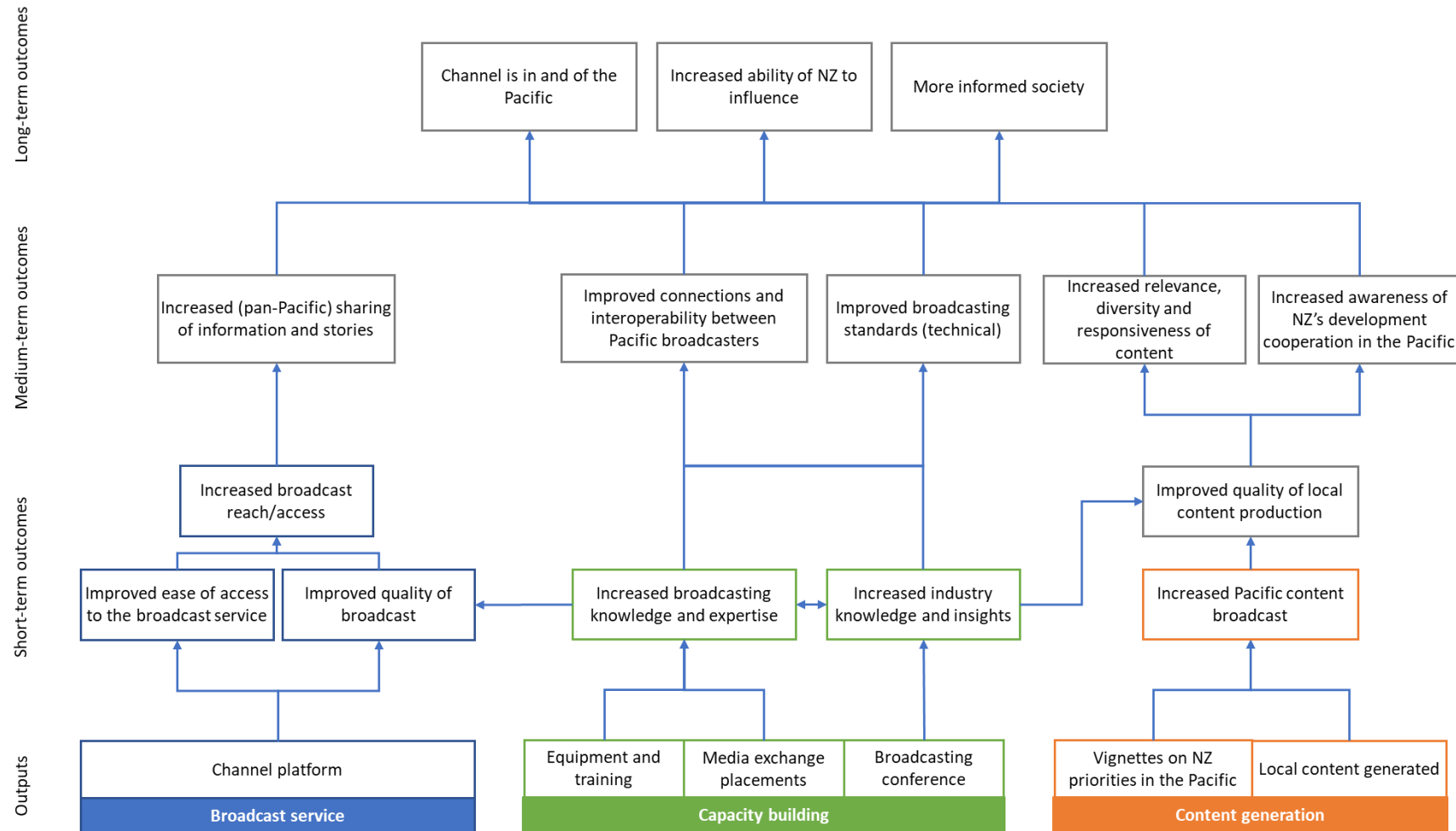
APPENDICES

Please find below the following Appendices

- A. PBP 2.0 MERL Framework
- B. Evaluation methodology
- C. List of participating broadcasters under PBP 2.0
- D. List of reference documents and source materials

Appendix A: PBP 2.0 MERL Framework

Goal of the Activity: New Zealand’s culture, identity and values are promoted in the Pacific region, its relationships and influence in the Pacific are strengthened, and there are improved economic and social outcomes in the region



Appendix B: Evaluation methodology

As per the ToR, the evaluation provides evidence and insight on:

- Impact of 24/7 content provision on Pacific broadcasting sectors, and the relevance of this content to Pacific audiences
- Effectiveness of broadcasting training methodologies
- Effectiveness of broadcasting equipment provision
- Growth and development of broadcasters participating in the programme, attributable to the programme.
- Contributions of the programme to building and sustaining Pacific broadcaster networks
- The relevance and responsiveness of the programme to Pacific broadcasters' needs and aspirations, particularly in the context of sectoral risks (for example, reduced advertising revenue, misinformation, integrity of news sources)
- Potential to coordinate with other partners providing support to the broadcasting sector in the Pacific
- The appropriateness of the Logic Diagram and accompanying Monitoring and Evaluation (MERL) Framework for this activity.

KEQs and Evaluation sub-questions

KEQ1: To what extent has the programme been effective in achieving its proposed outcomes?

KEQ2: To what extent has the programme's outcomes been appropriate for making a sustainable and meaningful impact on the Pacific broadcasting sector?

- What progress is this activity making towards its intended outcomes?
- To what extent is the current MERL Framework fit-for-purpose? Are there more effective ways to measure the impact of these kinds of programme/ overall 'improvements' in Pacific broadcasting sectors?
- To what extent are the programmes interventions appropriate given sectoral risks such as misinformation, risks to integrity of news sources, declining ad revenues? Is the programme able to be responsive to emerging risks and opportunities?
- What is working/ not working well in the activity design and implementation and why? Are there any unintended consequences (positive or negative)?
- To what extent does the Activity continue to be relevant to beneficiaries, the New Zealand Aid Programme and partner country/regional development priorities?
- To what extent is the Activity providing benefits to different stakeholders?

KEQ3: How can the delivery of the programme be improved during the next programme phase?

- How efficient is the delivery of this programme? Is this the best use of the budget available for support to Pacific broadcasting?
- What could be done differently to improve implementation?

KEQ4: How could the interventions be more sustainable and the overall resilience of Pacific broadcasting sectors strengthened through this programme?

- How inclusive is this activity, and what contributions could this activity make to more inclusive broadcasting sectors in the Pacific?

- What growth has occurred within broadcasters who have participated in the programme? How do they assess themselves on the continuum of professional development, and how can this programme better support them?
- To what extent is local ownership of the Activity developing?
- What will constrain/enhance the sustainability of this Activity?

DAC criteria summary

The Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) sets out five criteria for evaluating development assistance; relevance, effectiveness, efficiency, impact, and sustainability. This evaluation has drawn on the evaluation criteria set out in the diagram below as an assessment tool.

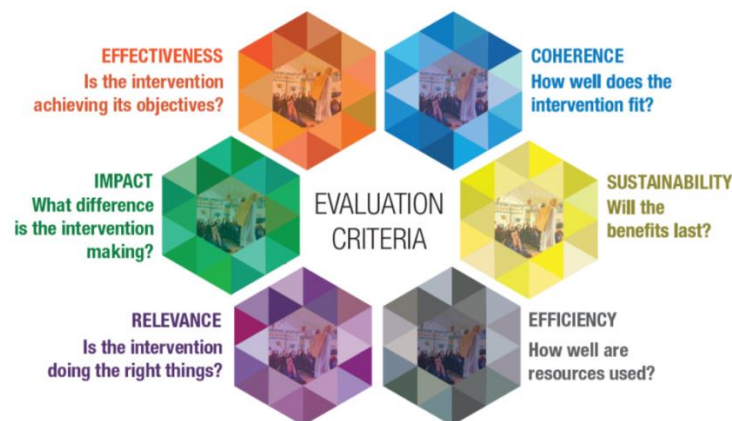


Figure 1: OECD DAC evaluation criteria

The ratings score below is based on the Activity Monitoring Assessment (AMA) and Activity Completion Assessment (ACA) definitions. These are used to assess Outcomes in the PBP 2.0's MERL Framework (Appendix B):

- Very good = all on track/likely to achieve/deliver better than originally planned results.
- Good = all on track/likely to achieve/deliver as planned with any challenges overcome.
- Adequate = mostly on track/likely to achieve/deliver as planned, challenges largely overcome.
- Inadequate = only achieve/deliver some of what was planned, with some challenges remaining.
- Poor = not expected to achieve/deliver as planned, with either negative effects and/or serious unresolved challenges.

Appendix C: List of participating broadcasters under PBP 2.0

PBP 2.0 covered 13 countries, and 24 broadcasters listed below, in alphabetical order by country. (* = focus countries for the Evaluation)

| | |
|--------------------------------------|---|
| American Samoa | <ul style="list-style-type: none"> No training under PBP 2.0, provided content to Pacific Channel Samoa Television (PCSTV) |
| Cook Islands* | <ul style="list-style-type: none"> Cook Islands TV (CITV) Araura TV Mangaia TV Vaka TV |
| Federated States of Micronesia (FSM) | <ul style="list-style-type: none"> FSM Telecom Corporation |
| Fiji* | <ul style="list-style-type: none"> Fiji TV (FTV) Fiji Broadcasting Corporation (FBC)Mai TV |
| Kiribati* | <ul style="list-style-type: none"> KiriOne (Wave TV) |
| New Caledonia | <ul style="list-style-type: none"> No training under PBP 2.0, provided content to Caledonia TV |
| Niue | <ul style="list-style-type: none"> Broadcasting Corporation of Niue (BCN) |
| Palau | <ul style="list-style-type: none"> No training under PBP 2.0, provided content to Palau National Communications Corporation (PNCC) |
| PNG* | <ul style="list-style-type: none"> Click TV EMTV National Broadcasting Corporation (NBC) Digicel Wan |
| Samoa* | <ul style="list-style-type: none"> TV1 TV3 TV2 (Initially participated but then discontinued and will re-join under PBP 3.0) |
| Solomon Islands* | <ul style="list-style-type: none"> Solomon Islands Broadcasting Corporation (SIBC) TTV |
| Tonga* | <ul style="list-style-type: none"> Tonga Broadcasting Corporation (TBC) Digicel Tonga |
| Vanuatu* | <ul style="list-style-type: none"> Vanuatu Broadcasting and Television Corporation (VBTC) |

Appendix D: List of reference documents and source materials

| General documents |
|--|
| Initial concept note: PCBL 2.0 – Pasifika TV Expansion of Service, February 2018 |
| Ministerial Submission: PCBL 2.0 Pacific Broadcasting Expansion, August 2018 |
| Business Case: Expanded Pacific Broadcasting Programme, June 2019 |
| Grant Funding Arrangement: Expanding Broadcasting Programme 2.0, 2019-22 |
| Grant Funding Arrangement: Expanding Broadcasting Programme 3.0, 2022-25 |
| PCBL AMA, June 2020 |
| PCBL AMA, August 2021 |
| PCBL Monitoring and Evaluation Framework (Allen+Clarke), December 2018 |
| PCBL MERL Framework (midway) revised, January 2021 |
| Revised MERL Framework for PBP 2.0, 30 August 2022 |
| PCBL |
| Pacific broadcasting CEO/senior manager list (excel) |
| Training participants (excel) |
| PCBL Financial Forecasts to 1 April 2020-30 June 2021 - revised |
| PCBL Financial Forecasts to 1 April 2021-30 June 2022 |
| PCBL Budget breakdown, 2020 to 2022 |
| PCBL’s Strategic Response to COVID-19, May 2020 |
| Strengthening Media Resilience Summary Report on Deliverables: PCBL’s Strategic Response to COVID-19 in FYE 30 June 2021 |
| Summary of Reviewed PCBL Operational Policies and Procedures 2017/2018 |
| PCBL Annual Report 2019 |
| PCBL Annual Report 2020 |
| PCBL Annual Report 2021 |
| PCBL Statement of Service Performance FYE 2020 |
| PCBL Statement of Service Performance FYE 2021 |
| PCBL 2.0 Internal Evaluation 2019-22 (Andrew Melville) |
| PBP reporting and other documents |
| Broadcaster survey 2021 |
| Broadcaster survey 2022 |
| Pasifika TV content hours (by month) for FYE2022 |

| |
|---|
| HD equipment rollout by country_2020 |
| CEO-GM meetings FYE2020: COVID impact assessments on Pacific broadcasters |
| CEO-GM conference (virtual) June 2021 details |
| CEO-PCBL meeting notes, FYE2022 |
| SMRT Fundamentals evaluation Feedback summary 2020 |
| SMRT Fundamentals evaluation Feedback summary 2020 |
| SMRT training participants 2020 and 2021 |
| Media Exchange Programme Newsroom training proposal November 2021 |
