



BBC Media Action Global Grant Mid Term Review Report 2014

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Acronyms/abbreviations

AEPO	Afghan Education Production Organization
BBC	British Broadcasting Corporation
CIPS	Country Implementation Plans
DAC	Development Assistance Committee
DFID	Department for International Development UK
ESCAP	Economic and Social Commission for Asia and Pacific
IBT	International Broadcasting Trust
ICAI	Independent Commission for Aid Impact
IMS	International Media Support
INGO	Interntaional Non-Governmental Organisation
GFMD	Global Forum for Media Development
GTF	Governance and Transparency Fund
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
MRTV	Myanmar Radio and Television
NGO	Non-Governmental Organisation
O/PT	Occupied Palestinian Territories
OECD	Organization for Economic Co-operation and Development
PBC	Palestinian Broadcasting Corporation
PEA	Political Economy Analysis
PPA	Programme Partnership Arrangement
PSA	Public Service Announcement
PSB	Public Service Broadcasting
RIO	Reach, Impact and Outcome
R&L	Research and Learning
RMNCH	Reproductive, Maternal, Neonatal and Child Health
RTA	Radio and Television Afghanistan
SLBC	Sierra Leone Broadcasting Corporation
UN	United Nations
USAID	United States Agency for International Development
VAT	Value of Airtime Training
VFM	Value for money

1 Mid Term Review Headline Assessments

At the mid-point of the Global Grant we find that progress overall is **very good**. BBC Media Action is already achieving very good logframe results including at impact level, and its on track to continue this trend through the remainder of the grant. We believe that over the next two and a half years the organisation will be able to build on the work it has already done to draw conclusions about the impact of its interventions on a range of behaviours and drivers of behaviour relating to governance and accountability, health and resilience, and to contribute significantly to the wider evidence base around the role of media in development. At the mid-point of the grant the extent of the inferences that can be drawn is limited. This is to be expected: behavioural and social changes processes are neither linear nor easily attributable to individual interventions, and evolve over time. It is also partly due to the staggered nature of implementation and research within the Global Grant, related to the quest for value for money which helps guide decisions about the number, type and timing of interventions, and the frequency with which data is collected and the type of analysis that can be performed on it. Further, there is the challenge of aggregating insights across the many different countries and programmes which make up the Global Grant, to answer key research questions.

Headline assessments for the main different elements which make up the review are as follows:

Relevance: We find that BBC Media Action's work is highly relevant in terms of countries, strategies and approaches. Thus we would score it **very good**. We find that BBC Media Action is able to respond to country priorities and evolving situations very well. We find that there is close synergy between BBC Media Action's strategies and activities and DFID's own country assistance plans. It will need to continue to review and justify its approach at country level in relation to the evolving local political context and media marketplace, and especially the production of debate and discussion programmes under the governance output. We find that in the great majority of countries in which the Global Grant operates, communication and relations between BBC Media Action and DFID are very good, as are linkages with national and state level priorities. We find that, generally, BBC Media Action is playing an important role as a thought leader and innovator in the wider communications for development landscape, although there is still work to do on enhancing the visibility and collegiate nature of its influencing and research work.

Effectiveness: Outputs, Outcomes and Impacts: We find that the effectiveness of the Global Grant is **excellent**. The most obvious signs of BBC Media Action's achievement are the logframe results which to date have exceeded expectations, and look set to continue to at least meet targets. The Global Grant logframe incorporates impact-level indicators with annual milestones as well as cumulative targets to be achieved over the lifetime of the grant. Importantly, BBC Media Action is already able to **demonstrate results at the impact level of the logframe**, especially for governance, as well as at outcome and output level. Through the oversight function, we have been able to interrogate the methods used to collect data and calculate impact (on self-reported, self-attributed perceptions, social norms and behaviours), knowledge and audience reach, to evaluate whether partnerships are strong and viable, and to review the quality of products. We

believe them to be sound, and BBC Media Action is adopting a systematic approach to contextualising and triangulating data.

The headline logframe achievements are just the ‘tip of the iceberg’ and are underpinned by a wealth of high quality media, communication, research and policy outputs and sustained by an organisational culture in which core BBC editorial values, learning and sharing, responsiveness and proactivity are evident. BBC Media Action faces a number of challenges due to the nature of the Global Grant, and especially its size and its flexibility. So far it appears to be managing these well with mechanisms in place for constant review and adaptation.

Conclusions and Impact beyond the Logframe: BBC Media Action has committed to carrying out research that will enable it to understand and evaluate its own impact, and inform the wider evidence base. It is starting to analyse the associations between exposure to its programmes and key outcomes.

Governance: At this mid-point of the Grant there are some **promising indications of impact beyond the logframe**. Although it is too early to report many aggregated impact results beyond the logframe, **country specific findings are available** about **governance impacts of media interventions for Nepal, Sierra Leone and Kenya**.

The results from Nepal indicate that:

- There was a significant association between watching or listening to the debate programme *Sajha Sawal* and discursive and political participation, after controlling for other socio-demographic and political variables that might predispose audience members to these behaviours.
- How much a person was exposed to *Sajha Sawal* was also a factor; the more exposure, the greater the level of political participation and discussion.

The results from Kenya and Sierra Leone show that:

- Regular viewers or listeners of BBC Media Action debate and discussion programmes in Kenya and Sierra Leone are more likely to report high levels of knowledge of key governance issues – 4.5 times as likely in Kenya and up to three times as likely in Sierra Leone.
- Regular listeners of BBC Media Action debate and discussion programmes in Sierra Leone are between two and three times as likely as people who have never listened to the programmes to participate frequently in politics.
- However, in Kenya watching or listening to the debate programme *Sema Kenya* is **not** significantly associated with higher levels of political participation

Generally we are confident that the right questions are being asked in order to prove impact; the statistical methods being used to control for confounders are sound, and we believe BBC Media Action’s research programme is on track to deliver interesting and pertinent answers to questions about the power of media to bring about governance changes. Further results will be reported on an on-going basis until the end of the grant.

Health: Again on health it is **too early for aggregated impact insights** although we find that there is **some evidence of behaviour change, supportive social norms and service uptake**, as well as associations between drivers of behaviours and exposure to

programming, in India and Ethiopia. We believe the data itself is of good quality and has been interpreted with due caution, although at this stage assessments of impact rely on self-attribution to the intervention, and in the case of behaviour and social norms, on self-reported actions. Efforts have been made to triangulate data and valuable lessons learned from this process. There are only limited indications of impact in South Sudan where conditions have not permitted any substantial quantitative research. In Bangladesh no data is available as health programming only went on air in May 2014. **Insightful aggregation work has been done** for the four health countries from **baseline and formative research** around influences on maternal health practices¹.

Resilience: Our overall assessment about the impact of the Resilience Output is that it is **too early to tell both for logframe and beyond logframe impacts** since programming has only recently started. However, there are already many outputs and achievements under Output 3 which are impressive.

Research and analysis: so far, overall, has been **very good** and plans going forward appear mostly sound and take into consideration methodological, external and cost considerations. Statistical analysis methods are being used to generate the counterfactual and strengthen causal inference, and further triangulation with external data sources and independent verification where appropriate and feasible will help to ground-truth findings.

Capacity Strengthening, Partnerships and Sustainability: We find that, overall, BBC Media Action's capacity-strengthening efforts are **very good** but the prospect for sustaining actual or similar programming without BBC Media Action support is sometimes not possible and/or not necessarily the aim. The extent to which BBC Media Action is helping media organisations to be self-sustaining is good in many places but is also patchy and context-dependent. We welcome BBC Media Action's organisational commitment to strengthen its pursuit of 'lasting change' over the coming years and to actively interrogate the quality and durability of partnerships.

Equity: This aspect of BBC Media Action's work is **very good** and growing stronger. We are convinced that BBC Media Action is genuinely committed to social inclusion, through all aspects of its work, and find the careful integration of equity concerns throughout country plans impressive. This is evident in the work done to address the needs of women and girls – often addressing sensitive and risky subjects - and in the strategies instituted to ensure they have access to broadcasts and that their voices are heard. The Global Grant does not have overarching equity targets: instead they are set and monitored at country level. Where logframe results have been disaggregated the picture is positive: audience reach numbers show that women, youth and rural people are well represented when mapped onto national demographics. The impact of programming on audiences is, generally speaking, broadly equal for male and female viewers and listeners, proportionate to reach.

Lessons Learned: Very good. We are satisfied that BBC Media Action is a learning organisation and that the Global Grant has enabled it to learn and apply lessons systematically. Perhaps the biggest lesson BBC Media Action has learned is that it was a little too ambitious at the outset of the Global Grant. However, there have not been any

¹ See http://www.bbc.co.uk/mediaaction/publicationsandpress/maternal_health_research_briefing.html

major difficulties or rethinks relating to the Global Grant so far. Where adjustments have been necessary (mostly due to in-country circumstances relating to conflict and security risks beyond BBC Media Action's control which have affected programming), they have been acknowledged openly and dealt with speedily. Recommendations made during Annual Reviews have been carefully considered and implemented comprehensively.

Value for Money: We judge BBC Media Action's performance on value for money to be **very good**. We find that the organisation has effectively leveraged its experience, size, reputation, brand name and relationship with the wider BBC to procure resources economically and use them efficiently. A high awareness of financial responsibility exists in the country offices as well as at headquarters. The effectiveness of the organisation is apparent in the way in which BBC Media Action has over-achieved on many of its targets at global and country in terms of programmes, policy and research, partnerships and reach. It has striven to be inclusive with for example women making up 43% of broadcast audiences and youth making 55% of studio audiences, and with efforts to reach those not usually prioritised in media programmes. Economic appraisal shows that cost per output figures are in line with the business case provisions. The aggregation of funding into one grant continues to deliver significant savings to DFID over the cost of implementing separate grants.

Recommendations:

1. To promote value for money and sustainability, BBC Media Action must continue to regularly review the relevance of the approaches it takes at country level and especially the relatively expensive flagship governance programmes it is producing in a number of countries. Criteria to be met to justify continued production could include one or more of the following: a) it performs a unique role in the local political context and the local marketplace; b) it is having an 'emulation effect'; and/or c) there is a concerted effort to build local capacity around it to produce programming with a similar effect in future.
2. BBC Media Action's Research and Learning team need to be (even) clearer about what data they have and do not have. Language must be used carefully and claims must not be made too strongly about on what they can infer from their data. It would be helpful if research reports were as succinct as possible and a consistent approach is taken to presenting results from different outputs.
3. BBC Media Action needs to continue thinking strategically about the reach and visibility of its research, evidence and policy work, and its positioning in relation to key debates. The selection of dissemination formats should prioritise those that will increase the appeal and resonance of data and analysis with both wider and more influential audiences, especially policy-makers.
4. BBC Media Action has committed to implementing several of its internal recommendations to strengthen capacity-building and sustainability, including to 'invest in the development of shared BBC Media Action training materials and tools'. If done under the Global Grant, we welcome and will be monitoring this, with special attention to gender and equity issues.

Looking ahead:

5. DFID should decide on the scope and nature of the final evaluation of this Global Grant, taking into account the extensive research and evaluation function performed by BBC Media Action under the terms of the grant, and the relatively close scrutiny provided by iMedia under its oversight function. A key consideration is whether an external evaluation is needed to generate a broader counterfactual.
6. Within the framework of a potential Global Grant 2 DFID and BBC Media Action should consider having an unallocated budget line which could be made available on an 'as needed' basis at country level. This would serve as a drawdown facility by DFID country-level offices for BBC Media Action's services for small projects complementary to the Global Grant (but excluding humanitarian response in order not to conflict with CHASE objectives).

2 Introduction to the Global Grant

DFID is supporting BBC Media Action through a £90 million Global Grant over five years (November 2011 – October 2016) that aims to reach more than 200 million people, across 15² DFID target countries, most of them fragile and conflict-affected, to achieve the following:

Output 1 Governance

- Improve democratic governance by encouraging political accountability, reaching 130 million people³, with a target of at least 27% of people reached through factual programming who strongly agree that it is playing a role in holding government to account.

“Our work aims to improve governance by contributing to increased quality and sometimes quantity of engagement between people and power-holders within society; by supporting populations to become more politically engaged and empowered; and by supporting local media to effectively monitor and check government decisions and actions. Ultimately this work aims at enhancing public engagement with democratic processes and demand for domestic accountability. These are all regarded as key drivers of political accountability.”⁴

Output 2 Health

- Improve the health of people living in poverty, particularly in the field of reproductive, neonatal, maternal and child health in five countries, reaching 46 million people, with at least 15% of those targeted reporting that they have adopted healthy behaviours and/or supportive social norms.

“Our work aims to improve health – contributing to reductions in morbidity and mortality by encouraging the uptake of healthy behaviours (and the rejection of unhealthy practices) and shifts in the social norms that influence those behaviours. In more limited ways, our work also attempts to contribute to the development of health policies and service provision that support improved health.”⁵

Output 3 Resilience and Preparedness

- Improve communities’ resilience to humanitarian crises and to shocks and/or stresses in their environment, reaching 25 million people, with at least 15% of people reached reporting an improvement in their resilience to environmental shocks and stresses.

² Originally the Business Case previewed work in 14 countries: to date work has taken place in 15 countries and one more Asian country will be added in 2015.

³ Logframe targets were revised in 2014, in agreement with DFID, to reflect changes in the balance of work across the three thematic outputs, Governance, Health and Resilience. The total number of people to be reached with programming under the Global Grant has not altered. A number of other changes to the logframe indicators and results were agreed in 2013 and 2014.

⁴ 04092012 BBC Media Action Working Conceptual Model Accountability

⁵ 20120720 BBC Media Action Working Conceptual Model Health

“Our resilience model illustrates our areas of focus, which have been selected based on evidence of how media can contribute to resilience. We know from our own impact assessments and other research studies that media can increase economic security by enhancing skills, knowledge and entrepreneurial motivation. Our resilience programmes will contribute towards food and water security and disaster risk reduction among vulnerable communities by increasing local knowledge and sharing livelihood diversification and emergency preparation strategies. Our Climate Asia research indicates that people are more likely to act to reduce the risks of disasters if they have increased access to relevant information and knowledge of the options available to them.”⁶

Output 4 Policy and Evidence

- Build a stronger evidence base on the role of media and communication, aiming for measurable uptake of evidence and analysis on media and communications by key development partners resulting from BBC Media Action activities.

BBC Media Action assesses the success of Output 4 in terms of the respect, attention and demand attributed to its activities by external research and policy actors: “[Our] policy work focuses on informing rather than advocating for specific changes in policy. This makes measurement especially difficult. The policy engagement log and external assessment of our policy impact have been designed to address this challenge and provide the formal measurement tools for capturing the impact of DFID-funded BBC Media Action policy and research activities.”⁷

Interventions

The Global Grant supports television and radio debates, dramas and other programmes, online and social media, and outreach, capacity building and training activities. These are underpinned by a programme of qualitative and quantitative research, which informs project strategy and design, and evaluates impact.

The launch of programming has been staggered: programming across the first output (Governance) was initiated in 2012, followed by Health in 2013 and Resilience in 2014. Work under Output 4 (Evidence and Policy) is on-going for the duration of the grant.

Table 1: Current and planned programming on air by country and by reporting year

	2011-12	2012-13	2013-14	Planned 2014-15	Planned 2015-16
Governance					
Afghanistan	x	x	x	x	x
Angola	x	-	-	-	-
Bangladesh	-	x	x	x	-
Burma	x	x	x	x	x
Kenya	x	x	x	x	-
Nepal	x	x	x	x	x
Nigeria	x	x	x	x	x

⁶ 06102013 Output 3 Overview BBC Media Action Annual Review 2013

⁷ 22102012 Output 4 Overview (updated) BBC Media Action Annual Review 2012

Pakistan	-	x	-	-	-
Palestinian Territories	x	x	x	x	x
Sierra Leone	x	x	x	x	x
Tanzania	x	x	x	x	x
Zambia	-	x	-	-	-
Health					
Bangladesh			x	x	x
Ethiopia		x	x	x	x
India		x	x	x	x
South Sudan		x	x	x	x
Resilience					
Bangladesh			x	x	
Asian country ⁸					x

The Global Grant was designed to:

- Provide strategic funding to BBC Media Action to scale up their delivery of results and impact on key development outcomes prioritised by DFID.
- Be responsive to contextual factors – interventions in each country have been designed after conducting detailed country needs analyses that identify key stakeholders and contextual issues that need to be engaged and addressed in order to achieve results. A Country Implementation Plan – CIP – is developed which outlines this information and the approach and activities being taken. In Bangladesh separate CIPs have been developed for each of the three thematic areas. Elsewhere, at this stage of the grant, currently only one thematic area is addressed per country⁹.
- Be flexible and responsive to changing country contexts and opportunities and needs identified by DFID country offices as well as performance monitoring. Annual reviews ensure accountability and flexible and responsive programming for the following year.
- Be results focused - this grant supports rigorous evaluation across the thematic areas and contributes to strengthening current weaknesses in the evidence base.
- Strengthen the capacity of local media and partners over the long term through consistent and measurable interventions. It is designed to enable BBC Media Action to develop deeper strategic relationships, to maximise its training and capacity building impact, and to achieve lasting change that outlives the direct engagement and production facilitated by the Global Grant.
- Ensure that initiatives reflect challenges faced by women and girls and are able to measure the impact on them specifically. The grant will enable this to be done more effectively and consistently and will support several initiatives that are designed to improve the lives of women and girls.

⁸ This is likely to be Indonesia: BBC Media Action has agreed with DFID to present plans at the mid-year meeting in early 2015.

⁹ In a number of Global Grant countries BBC Media Action is implementing projects in the areas of governance, health and resilience with funding from other sources.

3 Mid Term Review methodology

In August 2012 iMedia Associates (iMedia) was contracted by DFID to provide oversight of the BBC Media Action Global Grant over the five years of the programme, including conducting Annual Reviews and Mid Term and End Evaluations¹⁰. The core review team is made up of Dr Mary Myers (team leader), Nicola Harford (co-researcher and contract manager) and Dr. Ellen Helsper (quantitative methods specialist). iMedia has already conducted two Annual Reviews of the Global Grant in 2012 and 2013¹¹.

The Mid Term Review is intended to assess the continued relevance, effectiveness in terms of achievement of planned logframe results, and conclusions and impact beyond the logframe. It reviews the evidence that currently exists of relationships between knowledge, attitudes, behaviours and norms, and exposure to the Global Grant programmes, and the extent to which BBC Media Action's research activities are on track to generate more of this evidence by the end of the funding period.

The Terms of Reference, attached as Annex 1, were developed in consultation with DFID and BBC Media Action. During this process the decision was taken to use the term Review rather than Evaluation, as the methodology, time and resources did not permit a true evaluation and thus reflects the greater rigour with which DFID is now applying the term evaluation to project and programme assessment.

The review was conducted over an extended period in order to accommodate three field trips for the reviewers to observe Global Grant activities at firsthand in Bangladesh, Burma and Nigeria (see Annex 2 for lists of meetings and documents consulted). In addition four countries were selected for an in-depth but remote assessment (Afghanistan, Nepal, Palestinian Territories and South Sudan).

Main methods used included:

- Observation of production, training and research in the three countries visited
- Meetings with thematic and technical staff of BBC Media Action in London
- Meetings with BBC Media Action Trustees and management team
- Face to face and skype/phone interviews with BBC Media Action staff in-country
- Face to face and skype/phone interviews with DFID staff in London and Global Grant countries
- Face to face and skype/phone interviews with BBC Media Action partners and external commentators including users of research and policy outputs of the Global Grant
- Review of programme output (e.g. episodes of TV dramas, debates, radio magazine shows)
- Document review

Overall the Review seeks to make a qualitative judgment on the achievement of the Global Grant in relation to key review criteria to date. Judgments are made against the

¹⁰ see <http://devtracker.dfid.gov.uk/projects/GB-1-202629/documents> Tender: PO 5942 Oversight of BBC Media Action Monitoring and Evaluation

¹¹ see <http://devtracker.dfid.gov.uk/projects/GB-1-202629/documents> Annual Reviews 2012 and 2013

key review questions and we have scored using a five point scale – Excellent, Very Good, Good, Fair, Poor:

Excellent: Adhering to or exceeding planned targets and impacts, little or no room for improvement

Very Good: Largely achieving planned targets and impacts, a few areas of improvement noted

Good: Mostly achieving planned targets and impacts, some areas of improvement noted

Fair: Several areas of concern, unlikely to achieve the majority of targets or impacts

Poor: Many areas of concern, set to underachieve on all targets and impacts.

4 Relevance

Assessment: We find that BBC Media Action's work is highly relevant in terms of countries, strategies and approaches. Thus we would score it **very good**.

4.1 Significance of the BBC Media Action offering in the wider media and communications for development landscape

We find that, generally, BBC Media Action is playing an energetic role as a thought leader and innovator in the wider communications for development landscape. Also, it has now become one of the largest and potentially one of the most influential NGOs working on communications and media, partly because the Global Grant from DFID is one of the biggest single grants to be given by any donor to a communications for development organisation. It is also due to the reputation of the BBC brand: *"Its strength is the institutional connection with the BBC, drawing on the most respected media organization, and the high quality of journalist output and best production training."* Andrew Puddephatt, Global Partners Digital.

In Burma we found that BBC Media Action and its offering are valued by other media development organisations such as International Media Support (IMS) and Internews and there is a high degree of coordination and complementarity of effort. This recognises the relative strengths and interests each organisation has, so for example IMS works on media regulation and supports the Burmese state broadcaster, Myanmar Radio and Television (MRTV) on radio production, whilst Internews works with non-state and diaspora media. BBC Media Action does production (a current affairs radio magazine programme aimed at young people aired on BBC Burma) and engages with MRTV news and current affairs programming. In Tanzania, the Tanzanian Media Fund acknowledges the way in which BBC Media Action's capacity-strengthening work has prepared radio stations to absorb the grants and support that it has been set up to provide.

We have found that in some of the countries in which it works, especially in the larger countries with the more developed media scenes, BBC Media Action's productions are not always well known amongst media development organisations and commentators and are just one of many media offerings. This is especially the case in large population countries like Nigeria and Bangladesh, but also in Kenya, where BBC Media Action is among many and diverse media houses producing debate shows, dramas, current affairs, magazines etc. on TV and radio in very noisy and often very creative marketplaces. By contrast, it is easier for BBC Media Action to stand out in smaller countries like Sierra Leone and South Sudan where the media markets are less well-developed.

We acknowledge that programmes like *Sema Kenya*, and Bangladesh *Sanglap* have important features that are not to be found in any other local debate shows (for example tackling issues no other local media feels it can touch, live and diverse audiences, good representation of women, excellent and impartial moderators, and the power to attract influential panellists). There is much that is distinctive in several other countries (see for example, the box on programmes in Nigeria, below). But it is important to understand that in some country contexts what BBC Media Action has to offer may be more relevant, unique and visible than in others.

Governance programmes in Nigeria

Talk Your Own is a weekly 30 minute magazine programme presented in a lively way by two young presenters in Pidgin, interspersed with pop music.

Story Story is a weekly 30 minute 'edutainment' radio soap

Gatanan Gatanan Ku and Mu Tattauna are two other programmes produced under the Global Grant. They are a linked pair of programmes in Hausa: *Gatanan Gatanan Ku* is a weekly 15 minute radio soap opera and *Mu Tattauna* is a 15 minute discussion programme that follows it.

For all of the above programmes it is important to note that there is nothing like these kinds of programmes on Nigerian radio or TV already. There are several governance-focused phone-in programmes on local radio in Lagos and Abuja (for instance Brillia FM has 'Prugami', a Hausa show meaning 'something big', and Vision FM and Ray Power have phone-in shows about topical and political issues) but nothing like 'Talk Your Own' which reaches almost all over the country and tends to have higher-level guests. For drama, there are many other popular TV and radio soap operas (for example, Continental Radio in Lagos produces 'Wetin Day'¹² which, it claims, reaches 14.75m people) but they are purely entertainment and not focused on governance issues. **Essentially, BBC Media Action is providing programming in Nigeria of a quality that Nigerians would not otherwise be able to access – that is nation-wide, independent, high quality, relevant, and based on audience research.**

- Extract from Observations on BBC Media Action's work in Nigeria, Trip report by Mary Myers, iMedia, May 11-17th, 2014

Where the show is not unique we feel that if BBC Media Action can demonstrate either that these kinds of programmes have a 'copy-cat' effect and/or that BBC Media Action is part of building capacity in the local media industry to produce similar programmes or to sustain the actual programmes in question, then we believe that relatively expensive shows like *Sema Kenya* and *Sanglap* should continue. If not, their relevance needs reviewing.

4.2 Relevance of project to governance, health and resilience priorities

We find that BBC Media Action is able to respond to country priorities and evolving situations very well. It is able to move fast in urgent situations because of the flexibility of the Global Grant and is sensitive to government and DFID priorities at the same time as being very responsive to audience needs. Its levels of local knowledge are generally good, especially in countries where it has been operating for several years, and where there is also a BBC World Service presence.

In health BBC Media Action explicitly works in support of government priorities on reproductive, maternal, neonatal and child health (RMNCH). In governance it conducts extensive situational analyses, which have been strengthened recently with the introduction of a political economy approach. Resilience work has concentrated on a large scale perception study across Asia (Climate Asia) and the main media intervention in Bangladesh was developed directly from the findings of this research. It has been able to deliver urgent 'Lifeline' programmes in response to Cyclone Mahasen (Bangladesh and Burma), for example. Some specific examples of urgent responses to recent crises can be found in the box below, showing how the Global Grant operates in tandem with support from elsewhere.

¹² Not to be confused with BBC Media Action's own programme focused on HIV/AIDS of the same name (meaning 'what's up?').

Box 1: Responses to crises

BBC Media Action wrote on 22nd August 2014:

“Our teams are dealing with the Ebola outbreak in **Sierra Leone**, conflict in **Gaza**, imminent food shortages and insecurity in **South Sudan** and the aftermath of floods in **Nepal**. In all four locations we have been able to respond with additional programming that responds to information needs and training for partners within existing resources. Where appropriate and relevant to objectives this forms part of the Global Grant work, but in other cases we have sourced temporary support from elsewhere including from within the BBC World Service.

In **Sierra Leone**, we have been producing additional half hour programmes for partner stations and public service announcements (PSAs) on the Ebola outbreak in the Krio language. These programmes include practical health information and seek to dispel myths. Shorter reports will imminently be going out on BBC World Service. The PSAs will also be available via a mobile partner Africell. There is good co-ordination on the ground with partners. Our Acting Country Director gave a recent interview to the Today programme [here](#).

In the **Palestinian Territories** we are broadcasting daily Lifeline programmes on BBC Arabic FM in Gaza and other local stations such as Alwan Radio. This is being funded by BBC World Service. Under the Global Grant, the next edition of Hur El-Kalam to be recorded on Monday August 25th in the West Bank will cover the coordination and efficiency of humanitarian support local and international organizations for Gaza. Representatives of the Palestinian Authority and local and international humanitarian organisations will take part with a live audience.

In **Nepal**, Sajha Sawal has been covering the recent flooding and we are getting encouraging reports of cases where the lifeline training we provided to local stations in the Far West has led directly to their making life-saving programming for their communities. Further information in this [blog](#). (In one instance, three pregnant women in labour were rescued as a result of neighbours calling into the programme).

In **South Sudan**, the Global Grant health project is paying increasing focus on water borne diseases and sanitation, with packages from field areas such as Torit and Eastern where there have been outbreaks of cholera. There remains strong emphasis on the importance of breast feeding. With some funding from USAID and in partnership with Internews, we have been addressing food shortages and higher prices as a consequence of insecurity and floods. We’re presenting information on alternative crops, fishing and how to preserve fish. Under the DFID-funded Girls Education South Sudan project, our programmes are addressing the issue of inclusiveness in schools: i.e. new pupils who have been displaced and may be of a different tribe. All of our content in South Sudan is now being broadcast on the UN-backed Radio Miraya which has national reach.

Operating in 15 different countries, many of which are politically fragile and conflict-affected, contexts often change rapidly and unpredictably, BBC Media Action has been able to respond flexibly, for instance, in Zambia to a request from the state broadcaster for some short-term help with governance programming and in Pakistan with debates around the presidential elections in early 2013. In South Sudan their recent adaptations to the conflict, by adapting their magazine programme, ‘*Our Tukul*’ to deal with not only RMNCH issues but life-saving interventions (i.e. how to recognise and deal with cholera) was an entirely appropriate and adaptable move and showed that “*BBC Media Action were able to respond to a business NOT as usual situation*” – Dr Amit Bhandari, Health Adviser, DFID, South Sudan.

As one would expect, BBC Media Action staff on the ground and in London are in constant touch with security issues and changing realities on the ground. Risk assessment and management are good. They also have a keen sense of the more meta-level political challenges, for example in Burma: “*The relevance of our work in Burma needs to be constantly reviewed. After an initial amazing and rapid opening the country’s reform*

process has slowed, for instance there's been clear editorial intervention by the state broadcaster (MRTV) in our current affairs programme so it's becoming [politically] more difficult there again." Kathryn Tomlinson, Regional Director Asia, BBC Media Action.

BBC Media Action has had to grow fast as an organisation, largely because of the Global Grant; it has endeavoured to plan appropriately but also get programming up and running quickly and there may have been some trade-offs in terms of design fit. For example in South Sudan the appetite to use English was not matched by the reality on the ground and subsequently changes have been made to focus on local language programming. In some countries – e.g. Burma, Tanzania - BBC Media Action also benefits from sharing offices with the World Service, making economy and efficiency gains. We have queried whether co-location would be appropriate elsewhere to enhance economies of scale and cross-fertilisation of ideas, and to benefit from BBC World Service's knowledge of local culture and politics. For now we are satisfied that it is not an appropriate strategy elsewhere due to security and other concerns .

4.3 Relevance of Global Grant to DFID's country assistance and thematic plans

We find that there are very good synergies between BBC Media Action's strategies and activities and DFID's own country assistance plans. This is borne out in almost all interviews conducted with DFID to date.

Dr Amit Bhandari, Health Advisor, DFID South Sudan: *"They are very much in line with our country priorities and strategies... complementary. BBC Media Action's capacity-building efforts and work in local languages shows they know their context. I appreciate the way they are working with radio stations. I would urge them to do more with the Ministry of Health, even though they [the Ministry] are very stretched. They [BBC Media Action] should also try to do more on raising awareness of family planning, primary health care services and county hospital deliveries as well as home births"*.

Dr Jay Bagaria, former Health Advisor, DFID South Sudan: *"Their work coincides strongly with Ministry of Health and DFID's priorities. When I pushed to include family planning – they initially resisted and felt this was too hard to include. However through discussions and technical support from NGO partners such as Marie Stopes and IRC and through work with the MoH they responded effectively to this suggestion. What they [BBC Media Action] did really well was testing topics with audiences and getting information on what women were actually doing and feeling about their health. They figured out really cleverly how to change behaviour – for example doing a drama about health where everything's done wrong. They brought it to life"*.

Bishnu Adhikari, Governance Adviser, DFID Nepal: *DFID is very positive about the quality of Sajha Sawal: "It is a very popular show and it does cover DFID priorities...we see a broad scope for collaboration and synergy going forward"*.

Laura Newman, Head of Press, DFID Afghanistan: *"Our relationship is very good...BBC Media Action is proactive and responsive: Shirazuddin is always willing to discuss ideas. It's helpful to have sensitive and adult discussions with them"*.

Buraq Nuseibeh, Programme Officer, DFID Jerusalem: *"The governance aims of the Global Grant reflect DFID's priorities in the Occupied Palestinian Territories (OPT). The Global*

Grant runs along side nicely complements Tajaawob ('Accountability') which BBC Media Action is also involved with, which also aims to strengthen the citizen-state relationship.

Shailaja Annamraju, Regional Climate and Economic Adviser, DFID India: *"BBC Media Action's work on Climate Asia have generated some new ideas within DFID and sparked interest in and increased the currency of media in tackling resilience challenges."*

Barbara Hewitt, Behaviour Change Adviser, DFID London: *"BBC Media Action is providing thought leadership...the more I work with them the more impressed I am with them."*

Laura Newman, Head of Press, DFID Afghanistan: *DFID Kabul sees real synergies and good working relationships on the girls agenda with BBC Media Action. "On the forced marriage issue, Shiraz has recently been very imaginative and constructive. BBC Media Action put DFID in touch with Afghan Education Production Organisation (AEPO)¹³ on the forced marriage issue and AEPO were helpful in sending a script-writer over to a debate we [DFID] was organising at Kabul University on forced marriage as part of the Girls Summit activities recently. DFID and the UK Embassy in Kabul are also interested in exploring future possibilities with BBC Media Action on action on safety of journalists"*

Quotes from BBC Media Action:

Simon Derry, Regional Director, Middle East and Europe: *"DFID gave positive feedback on our work in OPT on governance recently saying it fits with political economy and strengthening capacity of OPT."*

Shirazuddin Siddiqi, Country Director, BBC Media Action Afghanistan: *"I believe there is a high degree of overlap between BBC and DFID interests. The easiest donor to work with is DFID because it knows how BBC works – it can provide background on governance issues but doesn't try to shape the debate."* For example, for the Policy Briefing on Afghanistan produced in 2012, DFID helped organise meetings to follow up and develop plans on the basis of its recommendations and this continued into 2013. *"DFID has a particular interest in social media in Afghanistan; for instance the DFID twitter accounts feature Open Jirga [BBC Media Action's TV debate programme]."*

South Sudan: Lisa McManus, Country Director, BBC Media Action, reports a *"generally positive relationship"* with DFID so far, although disrupted by evacuation and, at time of interview, some DFID staff were still not back in Juba but operating from Uganda. Raising awareness of MNCH at local level is very much in line with DFID's approach alongside infrastructure and delivery of health services: *"DFID also recognises the need for safe delivery at home."*

Richard Lace, BBC Media Action, Head of Project, Resilience, Bangladesh: *"DFID is very keen on Amrai Pari (resilience reality TV programme). DFID is collaborating actively with us to help use some of DFID's other resilience projects to showcase in series 2 of Amrai Pari."*

¹³ AEPO was formed in 2012 out of the Afghan Education Projects (AEP), which was established by the BBC World Service in 1993. It continues to produce the hugely popular radio serial drama 'New Home New Life' – one of several programmes broadcast on the BBC and local radio stations.

Two examples of synergy with DFID in South Sudan

BBC Media Action is involved in implementing another grant from DFID in South Sudan 'Girls Education in South Sudan' (a £5.5m project over 5.5 yrs in seven states), by doing media work around the barriers to education and about cash transfers.

BBC Media Action purchased 104 Freeplay wind up radios to distribute to groups in media dark areas using Global Grant funding. Initial plans were disrupted because of the conflict but half the radios are now being used in listening groups that are part of the Girls Education project. The remainder will be used for Global Grant listening groups planned by BBC Media Action research teams for user testing of reworked health programming, and in a number of in-house trainings. The next stage will be to use the radios within the Global Grant project with listening groups in difficult to reach/media dark places with the support of NGO Health Partners and Health Pooled Fund implementing partners.

We also asked how BBC Media Action ensures its activities remain independent of the UK government in the perception of host country and whether that is important. Towards the beginning of the Global Grant DFID raised a concern about the visibility of DFID on some of BBC Media Action's productions and public-facing output. On the other side, BBC Media Action was concerned not to emphasise DFID/HMG support too overtly in some cases where there might be political sensitivity. This was resolved at the 2013 Annual Review.

We continue to monitor how BBC Media Action are managing its image and that of DFID under the Global Grant, especially in relation to remaining independent of HMG in the perception of the host country. We find that BBC Media Action manages on a case-by-case basis the extent to which it shows its own logo (i.e. 'BBC') and that of DFID. For instance, in the OPT the BBC Media Action Regional Director, Simon Derry, says "*BBC is viewed as objective media on the whole: I don't think people would care too much about the UK government... BBC not associated... no blame attached. [We're] not doing political programmes – it's about accountability and engagement of society*".

However there is no BBC logo on the Media Action/Palestinian Broadcasting Corporation (PBC) co-produced programmes: the presenter states that the production is made in cooperation with the BBC.

Shirazuddin Siddiqi, BBC Media Action Country Director, Afghanistan, says: "*we were initially concerned about the need to acknowledge funding by DFID – we put it on the programme and so far it has not caused any problems*". On the other hand, BBC Media Action did not want to have donor/Embassy representatives on the programme because of concerns about the impression it conveys.

4.4 Mechanisms used to ensure continued relevance and linkages with national and state level priorities, and with DFID priorities

We find that in the great majority of countries in which the Global Grant operates, communication and relations between BBC Media Action and DFID are excellent, as are linkages with national and state level priorities. Nepal is the only country where there are a few concerns. There are one or two other points to note on how to strengthen engagement and relevance and also a suggestion for a more flexible draw-down mechanism in India.

In Nepal the relationship in Nepal between BBC Media Action and DFID office could be improved according to DFID. *“Contact has not been regular at all”* said Bishnu Adhikari, DFID Nepal, although he added *“We recognize we could be more proactive too”*. DFID had not seen Media Action’s programme documents until two weeks prior to our phone interview (18th July 2014). According to DFID there was a missed opportunity to have done more between DFID and BBC Media Action on training local journalists during the elections in November 2013. DFID in Nepal recollected a time in the first year of the Global Grant when there were difficult relations in part because a BBC Media Action staff member was suspected of fraud (but later acquitted) and also the DFID Nepal office said *‘We didn’t have an input on the decision on the Global Grant’*. From BBC Media Action’s point of view the relationship has recently improved markedly and BBC Media Action has been *“helping DFID with strategic thinking”* (Mona Laczo, Country Director, BBC Media Action, Nepal). There are now mechanisms for regular meetings and strategic linkages with DFID’s priorities on both governance and lifeline/climate change issues. Mona Laczo: *“We need to be a lot more aware and do more engaging with DFID locally.”*

A slightly negative aspect of the Global Grant as a funding mechanism, from BBC Media Action’s point of view, is that BBC Media Action cannot always respond to local DFID offices when asked to do something specific because of the constraints of the Global Grant contract which specify that BBC Media Action cannot receive any other direct grants from DFID. (In order to qualify for DFID support on other projects BBC Media Action must be sub-contracted via another partner, as is the case, for example, with the *Tajaawob* project in OPT where the British Council is the main partner).

However, a positive is that the Global Grant has, according to BBC Media Action Director, Caroline Nurse, *“raised our profile across DFID”*. Although she adds, *“we’re not guns for hire”* by DFID. *“If they want us to do something and it’s not in our core competence and part of our strategy then we’ll say no”*. For example DFID asked about the possibility of promoting public service broadcasting in Zambia (in 2013) but BBC Media Action replied that this was outside its strategy at that point in time.

In India, Shailaja Annamraju (Climate Change and Economic Adviser, DFID India) expressed slight frustration with the Global Grant as a mechanism which, being administered from London and designed as a relatively fixed set of activities and country budgets, makes it difficult for DFID (India) to ensure that BBC Media Action’s activities (specifically on climate change in the region) link to DFID’s existing programme. For example, DFID India are interested in doing targeted media work around climate change and resilience and for this Shailaja, for one, wondered if a draw-down facility would be possible, in order to use BBC Media Action for this: *“What BBC Media Action are doing [with Climate Asia and resilience media products like Amrai Pari] is very relevant but it seems they’re shutting down just as we’re ramping up. I’m not sure if they’ve got any more unallocated money left but we are thinking about awareness-raising through theatre groups for example and/or replicating Amrai Pari specifically in urban settings.... We don’t know what they could do for us... [but] we would like to commission them separately perhaps...We might have used them much more if we’d been managing the money directly.”*

The intensity of interactions with DFID to date has been varied, and does often depend on ad hoc, though usually constructive, meetings. For example:

South Sudan: Dr Amit (DFID) wants to *“keep a light touch”* and ideally wants *“once a quarter”* meetings with BBC Media Action. He added that he leads on a multi-donor fund

for health with a number of NGOs involved and has offered to a range a meeting to link BBC Media Action with the now contracted NGO implementing partners of the Health Pooled Fund, if they are not already in touch.

Nigeria: Catherine Weiss, Deputy Team Leader and Political Governance Adviser, DFID Nigeria, said that there was “*a very constructive relationship*”. Evidence of this is that DFID have awarded BBC Media Action Nigeria a substantial part of a new grant under the Developing Democracy in Nigeria II programme through Action Aid for electoral and voter education. This will involve radio, TV and social media productions as well as capacity-building for local journalists. Catherine Weiss said this new partnership is “*a testament to their [BBC Media Action] expertise and professionalism*”.

Shailaja Annamraju, DFID India notes “*We’ve had quite extensive discussions on Climate Asia with the BBC Media Action team...they did a bespoke presentation about it for DFID India and other country offices...it has generated a lot of questions and ideas within DFID of how to use it and take it further.*”

Barbara Hewitt, Behaviour Change Adviser, DFID London says: “*BBC Media Action Debates in Change symposium was outstanding. BBC Media Action is showing leadership and works with different partners and consortia....Know what they are good at...but more than a one-trick pony.... Straddling more approaches than other partners.... Responds like the private sector which is not always the case with NGOs.*” Barbara feels there is a high degree of engagement and responsiveness at BBC Media Action. For example, Caroline Sugg, Special Projects Adviser at BBC Media Action, has recently consulted her on the policy paper she is writing on adolescent girls and the media, and BBC Media Action is contributing to the Inspiration paper DFID is compiling on behaviour change in development.

4.5 Relevance of different media and communication platforms and approaches to different target audiences

BBC Media Action has completed a large and comprehensive set of formative research exercises in each country of the Global Grant and under each Output to **determine the relevant target audiences for their planned interventions and their key needs**¹⁴. This has generated a lot of very practical and useful data on which the programming is based¹⁵. The second step was to find out the **demographic profiles of those who are actually reached by the programmes**, by asking ‘What are the demographic differences between our audiences and the general population?’ which, in the case of desired Governance and Resilience Outcomes, has enabled BBC Media Action to develop insights into audiences and adapt the content accordingly. (Reach and audience profiles for health programming have yet to be fully completed).

The third step in their research process, which is most germane here, is to ask ‘**Which are the most effective platforms, formats and communication activities for engaging and influencing identified groups?**’ Results are already in for much of the Governance interventions and adaptations are already being made on the basis of these results, for example the use of PSAs on TV is already in preparation around the

¹⁴ See Annex 4 for Research Tables

¹⁵ See, for example, a research summary from Afghanistan at

http://www.bbc.co.uk/mediaaction/publicationsandpress/research_summary_afghanistan_accountability.html

forthcoming elections in Nigeria, because this format, featuring celebrities, is known to be highly influential among the country's youth. Some adjustments have been made but the fact that audience reach is so high across the board is already a testament to the right choices having been made, by and large, in terms of platforms and approaches, and that the desired target groups are, indeed, being reached. The demographic profiles of, for example, the *Sema Kenya* audience, shows that BBC Media Action is reaching a good cross-section of the population in terms of rural/urban, men/women and educated/less educated, therefore BBC Media Action are confident they are attracting viewers from a representative and diverse audience.

Furthermore there has been a lot of thinking around whether new/digital media would be more appropriate than traditional radio or TV in some contexts. Studies have been produced, for example the 2013 research briefing called '*What value does social media add to governance programmes?*'¹⁶ Generally, it is good to see that decisions about which platforms to use are consistently based on thorough audience research, which means that BBC Media Action is 'platform agnostic' until it is sure of what types of media will reach target populations best. Because BBC Media Action is firmly committed to reaching the majority with a fundamentally developmental objective, there is no prior bias towards 'new' or 'old' media, just choices made according to what is proven to work.

Nevertheless there has been some slight criticism of BBC Media Action by outside observers for not being sufficiently innovative and not engaging much with the internet and non-traditional media or the enabling communications environment. For instance, Andrew Puddephatt of Global Partners Digital observes that BBC Media Action has not engaged sufficiently with the debate about internet governance. However, as reviewers, we are not necessarily convinced that internet governance is, or should be, an area of focus for BBC Media Action.

We have observed that the programme formats for governance programmes (i.e. TV debate shows along the lines of 'Question Time') are very similar and this was acknowledged by some BBC Media Action staff, for example, Kathryn Tomlinson, Regional Director, Asia, said "*With hindsight we perhaps did too many of the same types of programmes to start with*". However, the Trustees observed: "*The Question Time format works around the world... we are certainly not risk averse, audiences ask really challenging questions... and in Afghanistan it's a bloody revolution in terms of format!*" – Peter Horrocks, Chair of BBC Media Action Board.

¹⁶ See http://www.bbc.co.uk/mediaaction/publicationsandpress/research_social_media_governance.html

5 Effectiveness: Outputs, Outcomes and Impact

We find that the Effectiveness of the Global Grant is **Excellent**. The most obvious signs of BBC Media Action's achievement are the logframe results which to date have exceeded expectations quite considerably, and look set to continue to at least meet targets. Through the oversight function, we have been able to interrogate the methods used to calculate logframe measures of impact, knowledge and reach, to evaluate whether partnerships are strong and viable, and to review the quality of products. We believe them to be sound.

The headline logframe achievements are just the 'tip of the iceberg' and are underpinned by a wealth of high quality media, communication, research and policy outputs and sustained by an organisational culture in which core BBC editorial values, learning and sharing, responsiveness and proactivity are evident. BBC Media Action faces a number of challenges due to the nature of the Global Grant, and especially its size and its flexibility. So far it appears to be managing these well with mechanisms in place for constant review and adaptation.

5.1 Progress overall against the logframe for the period 2011-13

For this section of the review we are following the DAC and ICAI definition of effectiveness which examines the extent to which a project or programme has achieved its objectives and specifically in terms of whether the outputs are delivering the desired outcome(s). We consider both the quantity and quality of delivery, and the extent to which the underlying assumptions and Theories of Change still hold and/or are being modified with new evidence. To frame this analysis below we provide a fairly brief account of achievement of logframe results, as these are dealt with in detail in the Annual Reviews. We also draw attention to the fact that we are including the logframe measures of impact in this section of the report, as distinct from the 'beyond logframe' impacts discussed in a separate section.

Since the Mid Term Review took place during July-August 2014, prior to the third Annual Review scheduled for October 2014, data relating to logframe results has been reported only formally for 2012 and 2013. Some new data is already available for 2014 and where appropriate is referred to.

To date the Global Grant has been characterised by a high degree of achievement relating to the logframe milestones at all levels: BBC Media Action reports data for output, outcome and impact levels. The Annual Reviews focus on results at output level¹⁷. In the first year of funded activities BBC Media Action moderately exceeded expectations and scored A+ overall for progress on outputs, under the DFID project review scoring system. In 2013 it scored A++ meaning that it had substantially exceeded expectations.

These aggregate scores are calculated from combining the separate scores awarded to each of the four Global Grant Outputs or thematic areas (Governance, Health, Resilience and Evidence & Policy) at output level, and then weighted according to their relative

¹⁷ See Annex 3 for the latest iteration of the logframe, which was signed off by DFID in August 2014.

importance in the overall portfolio. BBC Media Action has also reported on some outcome and impact results in both years.

In response to concerns that the bar has been set too low on logframe indicator milestones, BBC Media Action points to a number of reasons for the exceptional progress recorded in 2013. For example, audience figures were given a boost by the roll out and continuation of several highly popular and good quality governance programmes including election-specific programmes. Higher than expected results for numbers of capacity-building partnerships and for policy engagement were also partly explained by the steep rate of growth in staff numbers and country teams. The fact that in all but two countries (Burma and Pakistan) country offices were in existence, meant also that formative research and then programme design and development could be launched without having to set up completely new structures.

See Table 2 at the end of this section for details of logframe achievements

5.2 Details of output level achievements

5.2.1 Governance

Logframe performance has been particularly good on Governance, where the two output indicators measure the number of people watching, listening or engaged with Global Grant programmes and activities and the number of capacity-building partnerships forged with media and civil society organisations (CSOs) working on accountability and participation.

Actual numbers of people reached outstripped targets by nearly 10% in the first year, and almost 40% in the second year of the grant when more than **109 million people had been exposed at least once in the previous year to BBC Media Action-supported accountability programmes**. These include Question Time style political debate formats such as *Sanglap* in Bangladesh (TV), *Sema Kenya* (radio and TV), and *Open Jirga* (radio and TV) in Afghanistan. It also includes dramas such as long-running *Story Story* in Nigeria, where the content of an existing and popular strand has been adapted to meet the needs of the Global Grant objectives. In those countries where regular reach was measured 54% of the audience – 48.5 million out of 89 million people - were listening to or watching at least every other programme¹⁸.

To give this some context, the BBC World Service as a whole (including World Service radio, eight TV services and online news in all 27 World Service languages) was estimated to be reaching 265 million people every week in 2013-2014.

The number of capacity strengthening partnerships¹⁹ focused on accountability programming exceeded plans by more than 25% in 2012 and 15% in 2013. Under the Governance output the majority of partners are broadcasters – either national ones such as Palestinian Broadcasting Corporation (PBC), Myanmar Radio and Television (MRTV) and Sierra Leone Broadcasting Corporation (SLBC) - or local broadcasters such as community stations Afya Radio in Mwanza, Tanzania and Radio Chikuni, Livingstone, Zambia. BBC Media Action may work with partners on a co-production, or strengthen

¹⁸ Programmes that count towards this figure are aired either weekly or fortnightly: regular indicates listening or viewing once or twice per month. Programmes broadcast infrequently, e.g. only once per month, are not counted.

¹⁹ BBC Media Action definition: 'Capacity strengthening partnerships are enduring, meaningful and collaborative relationships through which we seek to respond to the capacity needs of partner organisations.'

their ability to produce governance programmes. In a minority of cases, BBC Media Action produces its own programming with minimal involvement of local broadcasters, using them mainly as vehicles for airing the programmes in exchange for some limited donations of equipment and/or training (e.g. Nigeria, Kenya).

Where it can, BBC Media Action makes full use of the BBC World Service radio channels to reach large audiences (that is where language services exist – i.e. Swahili, Arabic, Bengali, Hausa services etc.). It should be noted that BBC Media Action tries always to work on the principle of not paying for air-time, preferring to offer partnerships, training and co-production arrangements and for the quality of programming to be sufficient for commercial broadcasters to want to air it, preferably on primetime slots. This has been largely achieved except for in India where the commercial nature of the media scene is such that paying for airtime is required, for both long format (e.g. drama, discussion) and short format (e.g. PSAs) programmes. For this reason BBC Media Action does not produce long-form programming in India under the Global Grant.

Capacity-strengthening work has also supported partnerships with media organisations such as the Forum of Women Journalists for Gender Equality in Angola whose members received training and support to produce a radio drama, and with CSOs to help them “meet public needs through the media, for instance through ensuring that the voices of marginalised groups are heard, that important information is provided, or that discussions that support accountability occur.” (BBC Media Action, *Towards Lasting change* (draft), December 2013).

5.2.2 Health

For health programming, which came on stream in reporting period 2012-13, log-frame results have also exceeded expectations. The total estimated audience reach in three countries, Ethiopia, India (Orissa and Madhya Pradesh) and South Sudan) was 18 million against an anticipated 11 million. We have interrogated the process used to calculate audience numbers and believe them to be plausible. A higher than expected number of productive partnerships has been formed (20 compared to 14 planned in 2013). The focus of BBC Media Action’s health work is on reproductive, maternal, neonatal and child health (RMNCH) and media and communications interventions under this theme are often developed under partnerships that engage and support government agencies to implement specific health strategies (another indicator at output level).

A variety of formats and approaches are employed including a radio magazine show in two languages in Ethiopia, TV Public Service Announcements (PSAs) in India and the latest health offering, *Ujan Ganger Naiya* (Sailing Against the Tide), a 16 part TV drama series from Bangladesh, which went on air in May 2014.

5.2.3 Resilience

For the Resilience Output progress has been solid in terms of the indicators reported on to date: namely, research on perceptions of climate change and responses to it completed and presented in publications and as an online searchable database (Climate Asia portal), and emergency preparedness plans. Feedback from users including DFID personnel, has been generally positive, especially about the Climate Asia portal developed to facilitate access to data and strategy on perceptions of and response to climate change in seven Asian countries.

As yet there are no audience figures to report for resilience programming, because the first programming only launched in Bangladesh in May 2014: reach data will be available

by the time of this year's Annual Review. Likewise there are no outcomes being measured as yet but BBC Media Action plans to present qualitative impact evaluation findings from its reality resilience programme, *Amrai Pari*, in Bangladesh at the mid-year meeting in February 2015.

5.2.4 Evidence and Policy

Output 4 of the Global Grant is intended to deliver a 'Strengthened evidence base on the role of media and communication in democratic development, including the role of donor support'. At this mid-point BBC Media Action has overall substantially exceeded expected deliverables for this Output. These include research and policy products, and the demand for evidence and analysis generated by BBC Media Action in the form of requests for

Afghanistan Policy briefing:

"Our 2012 Policy Briefing, [The Media of Afghanistan: The Challenges of Transition](#) provides a comprehensive analysis of the challenges facing the media, covering issues of democracy, culture and security. It highlights concerns around growing co-option of the media by radical forces and offers insights into how media could be better supported. The briefing has been instrumental in helping to refocus diplomatic and development attention on the future of the media in Afghanistan. It contributed to policy debates in the UK, Europe and USA, with launches at Chatham House, the Cabinet Office, the EU and NATO, and personal briefings with six Ambassadors, the Deputy Commander of ISAF and numerous media and civil society leaders in Afghanistan. We supported a media summit in March 2013 in Kabul which brought together diverse representatives of the media sector from all over Afghanistan to articulate their views on the future of the sector". (Extract from 'Towards lasting change', BBC Media Action internal paper, December 2013)

information and invitations to contribute to ministerial briefings, conference presentations at high-level meetings etc. The engagement log used to record and weight this demand (according to the likely impact), has registered significant increases since the start of the project, well above expectations, and looks set to continue this trend.

The reports produced are all good and some we would judge as excellent, particularly the policy briefings. Some of the research and policy briefings, notably those on the role of media in fragile

states e.g. Afghanistan, Iraq, Pakistan and Somalia and the one on Nepal and 'randomised media assistance', make an important contribution to existing knowledge on media effects. (See, for example, the box above showing the impressive extent of policy engagement on the Afghanistan Policy Briefing). In 2013 we scored this Output an A++. Feedback from DFID and other development actors has been generally highly positive.

On the recent Debates in Change symposium held in London: *"The BBC Media Action symposium was outstanding - bringing people from all parts [of the behaviour and social change community]."* Barbara Hewitt, Behaviour Change Adviser, DFID. Andrew Puddephatt of Global Partners Digital noted that the Iraq media policy briefings and an earlier report on information in humanitarian crises were *"very useful"*.

5.3 From Outputs to Outcome

The question, then, is whether the accomplishments at output level translates into achievement of the Global Grant outcome. To date there is some evidence suggests that this is indeed happening. The expected overall outcome for the Global Grant is that **'Individuals, communities and government in 14 target countries are better informed and more engaged in tackling challenges in governance, health and crises'**. In other words, exposure to BBC Media Action's interventions (reach) is leading to increases in knowledge amongst audiences. In order to be able to aggregate findings from across the grant countries, the logframe indicators for the outcome objective are self-report

measures of the respondents' perceived knowledge gains from the programme, in relation to three or four key governance, health and resilience issues covered in the programme they are exposed to in their country.

In 2013 **77%** of listeners to **governance** programmes, aggregated across seven Global Grant countries, reported increased knowledge of priority governance and conflict issues, as a result of BBC Media Action's interventions, against a milestone target of 21%. This represented a significant jump from 2012 when 14% reported increased knowledge (in 3 countries) against a milestone of 12%.

By placing an emphasis on knowledge, the engagement aspect is not reported on via the logframe results but it is being addressed in a number of ways in evaluation data collection and analysis. What engagement means, how it is being measured and what can be said about the effect of media programmes on it, is dealt with in the section below on 'beyond logframe' evidence.

For **health** quantitative measurement of the outcome indicator was done in one area of India, where self-reported self-attributed knowledge of priority health issues (child-spacing) was **84%** against a target of 10%. Small scale qualitative research provided an indicative measurement of knowledge in South Sudan (12.3%). These figures are for 2013. Data on impact of the health work in Ethiopia so far has been collected in two ways: through qualitative evaluative research designed to gather feedback from listeners and provide early indications of impact in November 2013, and quantitative data from research conducted for logframe reporting – the Reach, Impact and Outcome (RIO) Survey, conducted in February 2014.

Qualitative evaluative research was conducted after programming had been on air for six months and took the form of in-depth interviews with target groups including pregnant women, husbands and older female influencers. Listening to the programme was found to be associated with knowledge, attitudes and, to some extent on practices, relating to the self-care during pregnancy, antenatal care and breastfeeding. There was, however, little evidence of impact on other drivers such as social norms and self-efficacy, or on drivers associated with other behaviours – birth preparedness, safe delivery newborn care and family planning. Respondents included members of listening groups who generally displayed higher levels of knowledge and more positive attitudes than non-members around key behaviours, although this is likely to be explained by the fact that most had had prior engagement with health information and services.

In the RIO survey key target groups including women of reproductive age, husbands, pregnant women and mothers of infants up to six months old provided open-ended answers (post-coded) to a question about what they had learned as a result of listening to the programme. 70% of respondents reported learning at least one thing about RMNCH issues. Most commonly they reported new knowledge around care during pregnancy (61%), newborn care and breastfeeding (46%) and preparing for delivery (45%). This quantitative information on knowledge is reported against the logframe outcome indicator for health and will be presented at the Annual Review later this year. It should be noted that the two studies were not asking precisely the same questions.

Resilience does not yet feature at the outcome level as programming only went on air in 2014 and survey results are not yet available.

Evidence and Policy: At outcome level, measurement focuses on ‘the uptake of evidence and analysis on media and communications by key development partners’. BBC Media Action has contracted the Annenberg School for Communication (University of Pennsylvania) to conduct a survey every *other* year of the grant (2012, 2014, 2016) to measure this indicator. The results for this year’s exercise will not be published until October 2014. At this point we can only make a judgement based on our reading of the policy outputs, our own observations and on the interviews conducted specifically for this mid-term review.

To reiterate what we have said above (see Relevance section), we find that, generally, BBC Media Action is playing a very energetic role as a thought leader and innovator in the wider communications for development landscape. Also, BBC Media Action has now become one of the largest and potentially one of the most influential NGOs working on communications and media, largely thanks to the Global Grant. It aims to act collegiately and is, for example, the biggest financial contributor to the Global Forum for Media Development (GFMD) among its members and plays a significant role in many national and international forums where communications and media are show-cased and debated, for example: as a key member of the Communication Initiative; within the OECD DAC Governance Network: at the UN Round Table on Communications for Development, and amongst foreign-policy thinkers at Wilton Park events.

On this issue of creating value and having influence among its peers in the C4D world: from the inside, BBC Media Action feels that the Global Grant has enabled *“more consistent stories to be told externally – the website traffic’s been going up and we’re very valuable to other NGOs”* – Kirsty Cockburn, Director of Communications, BBC Media Action. Several other observers we spoke to were also very enthusiastic: for instance Leon Willems (Director, Free Press Unlimited, and chair of GFMD), applauds BBC Media Action’s *“active and co-operative role”* among its peers. However, some outside observers do not see the organisation as collaborative: *“BBC MA is not always seen as accessible, friendly or collaborative especially vis a vis smaller, Southern based NGOs”* - Mark Galloway, Director, International Broadcasting Trust (IBT).

It is acknowledged that in the highly competitive and small world of C4D work, some critical feelings could simply be jealousy: *“Everyone is totally envious of BBC MA because it has free capital and therefore the freedom to engage with others only when it wants to”*, said Leon Willems. But, nevertheless, there is a sense that BBC Media Action has a responsibility to the rest of the sector to advocate more strongly and to be championing the cause of media in development more convincingly. For instance Mark Galloway said *“BBC Media Action needs to communicate more directly to the mainstream development sector...from where I am I’m not aware of BBC Media Action winning the impact argument...I feel very positive about the kinds of programmes they do (for instance Sanglap in Bangladesh) but they are not winning the argument against the sceptics in the wider sector. It’s demonstrating impact to funders – not necessarily to the wider world.”* Leon Willems’ take was that BBC Media Action is active in various policy and advocacy forums and *“their policy briefings are brilliantly written”* but *“it does not solve the problem that funding for media in development is dropping because of distrust of results”*.

On research and the demonstration of impact, Leon Willems said *“the quality of thinking is excellent but some of its research is not shared openly. BBC Media Action deserves a lot of praise but it doesn’t mean it is changing the world of media assistance”*. He added: *“BBC Media Action should be much more vocal about the efforts wasted, the ridiculously short*

time-frames, the propaganda and the political spin by donors when it comes to media interventions, especially in conflict zones”.

His views are echoed by Andrew Puddephatt: *“the perception is that BBC Media Action does not engage sufficiently on issues relating to media law reform and regulation and sustainability of the media sector, and in a changing media climate and geopolitics whether training journalists makes any difference.”* He also complained that BBC Media Action is able to effectively subsidise its bids because the Global Grant pays for significant proportion of overheads, and thus is *“sucking up resources and causing resentment amongst new innovators in the sector.”*

As reviewers we would acknowledge that this is a very small ‘sample’ of opinion but we wish to report it and point BBC Media Action towards the need to continue thinking strategically about the reach and visibility of its research, evidence and policy work, and its positioning in relation to key debates.

5.4 From Outcomes to Impact

The overall impact statement is ‘more accountable state-society relations and governance, healthier populations, increased ability to cope with crises in 14 countries, with a particular focus on fragile states.’

5.4.1 Governance

The governance impact question in the logframe is now: *“[What] percentage of people reached through factual programming strongly agree the intervention is playing a role in holding government to account?”* Against this indicator, surveys that are available so far indicate good results: in 2013 29% of people surveyed ‘strongly agreed’ against a target of 30%.²⁰ This result is drawn from large, randomised and representative audience surveys about TV or radio programming (mainly debates) in Bangladesh, Kenya, Nepal, Nigeria, Palestinian Territories and Sierra Leone. In 2012, the planned milestone was achieved with 20% believing the programme they had watched/listened to was playing a key role in holding government to account from surveys in Nepal, Tanzania and Sierra Leone.

The indicator is formulated as a self-attributed measure in order for BBC Media Action to aggregate results across countries where governance projects are being implemented. In the first Annual Review we pointed out the inherent weakness of the indicator as a proxy for actual accountable state-society relations, but after considerable interrogation agreed it should remain.

5.4.2 Health

The logframe impact indicator for Health is: *Percentage of people reached by the intervention in key target populations reporting healthy behaviours and/or supportive social norms (in defined RMNCH areas) as a result of the intervention.*

²⁰ This target of 30% related to the original impact indicator: ‘percentage of people who feel the programme is playing a key role in holding government to account’ rather than the revised version: ‘percentage of people who **strongly agree** the programme is playing a role in holding government to account’.

Ethiopia: Key target populations for recommended RMNCH behaviours are different from the target audiences for the wider set of drivers and social norms around these behaviours. BBC Media Action’s survey in Ethiopia conducted in early 2014 generated results for both. Due to challenges around measurement of social norms, BBC Media Action is using advice-giving as a proxy measurement for the logframe indicator of programming’s influence on social norms.

The table below shows the percentage of women of reproductive age and husbands who reported advising a friend or relative to follow a recommended RMNCH practice, as a result of listening to the radio programme. 40% of this group reported giving advice on at least one practice. BBC Media Action interprets this as an indication that people are discussing and sharing the information they receive.

Table 2: Proportion of women aged 19-35 and husbands reporting that they had advised a friend or relative to follow a recommended RMNCH practice as a result of listening to the programme	
RMNCH ISSUE	5.4.2.1
Family planning	38%
Care during pregnancy (including care in the home and antenatal care)	18%
Newborn care and breastfeeding	17%
Making preparations for delivery	16%
Average incidence of advising across RMNCH issues	22%

At the time of the survey only women who were pregnant or with infants under six months old could have practiced one or more key RMNCH behaviours. Overall 54% of women in this group reported following at least one of these behaviours such as, most commonly, attending four or more antenatal check ups (37%), attending antenatal care in the first trimester (18%) and registering with a health facility for delivery (16%). **The average uptake across all recommended practices was 7%²¹** set against a milestone target for 2014 of 5% of people reporting healthy behaviours or supporting social norms.

India: Self-reported logframe impact data was reported to the Annual Review 2013. Initial results were obtained from Madhya Pradesh and Odisha in India, where a multi-platform campaign on birth spacing - *Ek-Teen-Do* (One-Three-Two) - has been implemented. **4.4%** of 19-35 year old women who had watched or listened to at least one element of the intervention reported going to a health clinic to obtain contraception (as a result of the intervention). This was a very positive result set against a milestone target of **1%** in 2013, though again it is a self-reported self-attributed measure.

Furthermore 26% of women reported discussing birth spacing with their spouses and almost 11% reported visiting a health facility to get advice on family planning. In future BBC Media Action hopes to independently verify self-report data using records available at health facilities although the reality is that record-keeping is often poor and unreliable.

BBC Media Action reports that their results suggest that exposure to more than one element of the campaign is associated with higher levels of recall of messages, intention

²¹ The usefulness of taking an average to report against this indicator is now under discussion.

to take action such as discussion of family planning with spouse or health worker, and reports of actually taking action. Going forward it will further explore data from India to assess impacts of short-burst programming and outreach activities and conduct qualitative research to help answer the question about the most effective media formats for impacting health practices and drivers.

South Sudan: Very limited impact data to date. In 2013 BBC Media Action reported to the logframe outcome indicator, with caveats, some data on the impact of the radio magazine show 'Our Tukul' on changes in knowledge around recommended RMNCH behaviours. In Rumbek, where the programme had been on air for four to five months, out of 65 respondents, 12% reported learning related to issues such as exclusive breastfeeding, regular antenatal check ups and child vaccinations, as a result of listening.

Respondents also reported on actions taken such as exclusive breastfeeding in the first six months and advising neighbours to do the same. Since these logframe questions were being piloted as part of a baseline survey, these responses were open-ended and not suitable for reporting to the logframe.

Due to escalating security issues and changes to programming, and the inherent logistical difficulties in conducting quantitative research in South Sudan, no further quantitative data has been collected since then. Research plans have been adjusted to deliver the optimal results in the light of these constraints. Future reporting will be done using programme estimates to assess reach and qualitative panel data so that by the end of the grant there will be robust although not statistically generalisable findings on the impact of listening to programming on behaviours and drivers of behaviours.

Bangladesh: No impact data to date. Programming went on air this year and the first impact results will be available in 2015. At present BBC Media Action is checking Bangladesh country reports for any evidence of impact but it is too early to tell. Media coverage has been very good with at least 34 articles in the press about it and the drama *Ujan Ganger Naiya* has a primetime slot equivalent to that of 'Call the Midwife'.

To advance thinking and the evidence base around drivers of priority health behaviours, Media Action has partnered with a health communications academic to use project data from Bangladesh to address the question "what are the key predictors of Antenatal Care and Birth Preparedness in Bangladeshi population of mothers with children aged 0-9 months". It will use Path analysis (Structural Equation Modelling) to understand the relationship of drivers (such as attitudes and social norms) to these practices and their inter-relation with each other. This analysis will be revisited in 2016 to be able to assess the effect of introducing a media intervention into the pathways of influencing factors.

By the end of the Global Grant, data will be aggregated from quantitative surveys to look at changes in behaviour over time, and findings from regression analysis will be presented to show the relationship between exposure to BBC Media Action programming and drivers of priority behaviour change and the behaviours themselves.

No logframe impact data is available for Resilience work: it was agreed that it would not be cost-effective to conduct a survey at this stage.

There is not an impact level indicator for Output 4, Evidence and Policy: it is intended to support achievements of the thematic outputs.

Table 3: Logframe Results 2012-13

	Indicator	Baseline 2011	Milestone 2012		Milestone 2013		Cumulative Target 2016
			Planned	Achieved	Planned	Achieved	
Governance							
Impact	% people reached through factual programming who strongly agree the intervention is playing a role in holding government to account	9%	20%	20%	30%	62/29% ^a	27% ^b
Outcome	Increased knowledge of priority governance and conflict issues (% people reached)	10%	12%	14%	21%	77%	65%
Outputs	Number of people reached (million)	7m	45m	49.2m	79m	109.4	130m
	Number of capacity-building partnerships	20	39	49	55	64	69
Health							
Impact	% People in key target populations reporting healthy behaviours or supportive social norms as a result of intervention	0	0	n/a	1%	India 4.4%	15%
Outcome	Increased knowledge of priority health issues (% people reached in key target populations)	0%	0%	n/a	10%	83.7% India 12.3% S. Sudan	40%
Outputs	Number of people reached (million)	0	0	n/a	11	18	46
	Number of health strategies supported	0	1	2	3	8	5
	Number of capacity-building partnerships	0	0	n/a	14	20	22

^a The two figures for 2013 represent those who 'agree'/'strongly agree' that factual programming produced or supported by BBC Media Action plays a role in holding government to account.

^b Milestones and target were revised after the 2013 in agreement with DFID due to changes in the impact indicator.

Resilience							
Impact	% people reached who report increased resilience to shocks or stresses as a result of the intervention	0	0	n/a	0	n/a	15%
Outcome	Increased knowledge of resilience issues (% people reached)	0%	0%	n/a	0%	n/a	40%
Outputs	Number of people reached (million)	0	0	n/a	0	n/a	25m
	Number of emergency-preparedness plans developed	0	2	2	4	4	6
	Research and strategy uptake	Inception report	Fieldwork for 7 baseline studies complete	7 baselines complete	Interactive tool for public access to data and strategies	Climate Asia data portal; research reports published	Strategy uptake in 4 countries
Evidence and Policy							
Outcome	Uptake of evidence and analysis (scoring of impact of policy and research engagement with development actors)	1.7 out of 5	1.7 out of 5	1.7 out of 5	2.2 out of 5	n/a	2.7 out of 5
Output	Number of policy and research briefings	2	3 + 3	2 + 2	3 + 3	5 + 4	15 + 17
	% increase in demand for evidence, data and analysis generated by BBC Media Action	0	10%	14.2%	20%	99%	80%

5.5 Quality of interventions and consistency with theory and evidence

Generally we find that there are strong internal quality control systems which operate at country level, within production, within thematic teams including research and learning, for all communications, and cutting across the whole organisation. Some examples are provided below of how BBC Media Action assures quality and consistency with theory and evidence.

At the heart of all production lie core BBC editorial values which are imparted through training provided to staff by the Editorial Development team, which coordinates editorial standards and compliance procedures. This helps to assure impartiality and independence and gives local teams confidence to hold strong against pressure to change or modify programming: e.g. in Afghanistan some participants on the debate programme *Open Jirga* have asked for quotes to be edited out after the programme had been recorded. Country Director Shirazuddin Siddiqi informs them that it is an editorial decision and up to editorial team to make a judgment. A second layer of editorial review is made in London: *“There is a quality control mechanism in place to ensure consistent standard. Rigorous internal checks and balances are in place – we send programmes in*

advance of broadcast so the senior producer in London can listen and if necessary changes can be made.” Shirazuddin Siddiqi.

Detailed programme reviews are also a major feature of the BBC organisation-wide approach to quality assurance: Media Action uses them regularly to assess output.

The Editorial Development team ensures that all training activities are done to standard, with the introduction of Training of Trainers courses for external and internal trainers and mentors. There have been challenges in the past for replicability and standard setting relating to the lack of consistency in approaches to technical and production training, and the lack of centralised and tested training materials.

For health this is being addressed by a comprehensive toolkit package containing tools, templates, training materials, guidance and exercises. This is also a key means to ensuring that health communication outputs are consistent with theory and evidence. It was recently used in a workshop for BBC Media Action health teams in Abu Dhabi to support them to integrate health communication theory, health communication objectives and research into programming. The toolkit will also be used for capacity-strengthening of partners and is accessible to people without a background in either health or communications. The possibility of developing similar toolkits for governance and resilience work has been mooted.

Thematic workshops have also been held for governance and research teams (including staff working on non-Global Grant projects) to share learning and ensure staff has skills and knowledge to do their work to a high standard. The Research and Learning team has a system of quality assurance which assesses the level of support each project requires and rigorous sign off procedures to ensure research is conducted to a high and consistent standard.

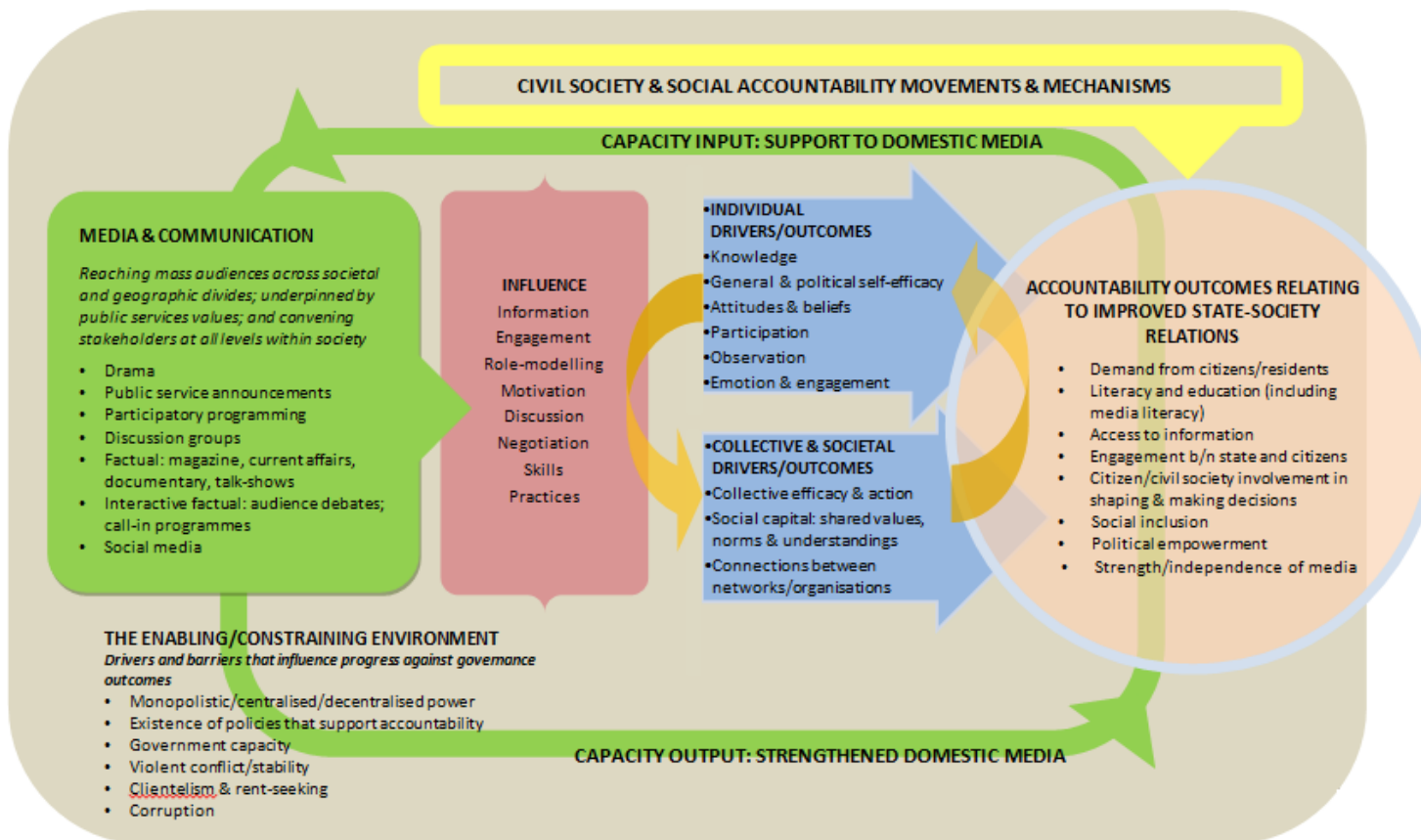
5.6 Theories of change

The links between the outputs and outcomes for governance and health pillars, including expected pathways of change, are set out in country specific Theories of Change: these are guided by the overarching conceptual frameworks for accountability and health. Key assumptions, informed by pre-existing evidence of what works, underpin the overall logical framework. This is an area in which the Global Grant is believed to have directly contributed to capacity and effectiveness of BBC Media Action. *“Our Theories of Change are better now and we’re better at measuring and doing rigorous aggregating of research across the piece”* – Caroline Nursey, Executive Director.

5.6.1 Governance

BBC Media Action is currently doing some detailed work to interrogate the Theory of Change for governance (see figure above), and is moving away from the relatively simplistic dualised model of demand and supply side governance. Experience from countries such as Tanzania suggests that promoting a hardline watchdog role for the media may not fit with the prevailing culture and expectations around state-society relations and could potentially undermine accountability efforts, and that efforts should focus on the media’s gatekeeper role and take cognisance of citizens’ desire to exercise their responsibilities as well as their rights.

Theory of Change model : Governance – BBC Media Action



The internal advisory team is looking at recent work done by Booth et al (APP Policy Brief) which points towards social inclusion and collective problem solving models as offering more traction for engaging government, and proposes that consensus approaches can sometimes be more effective than confrontational ones. At the same time the organisation is committed to upholding BBC values of impartiality, balance and speaking truth to power: *“Originally we were quite linear in form and we are now looking at more complex picture and working through it with our staff using a much more nuanced model. The Mid Term Review has provided an opportunity to discuss this with country teams”*. Rebecca Stringer, Senior Governance Advisor, BBC Media Action.

Shifts in priorities are also impacting on the models used – for example in Nigeria where on-going conflicts are a more dominant theme in discourse than accountability per se (although the two intersect), so BBC Media Action now highlights how constructive dialogue is needed to heal a fractured society.

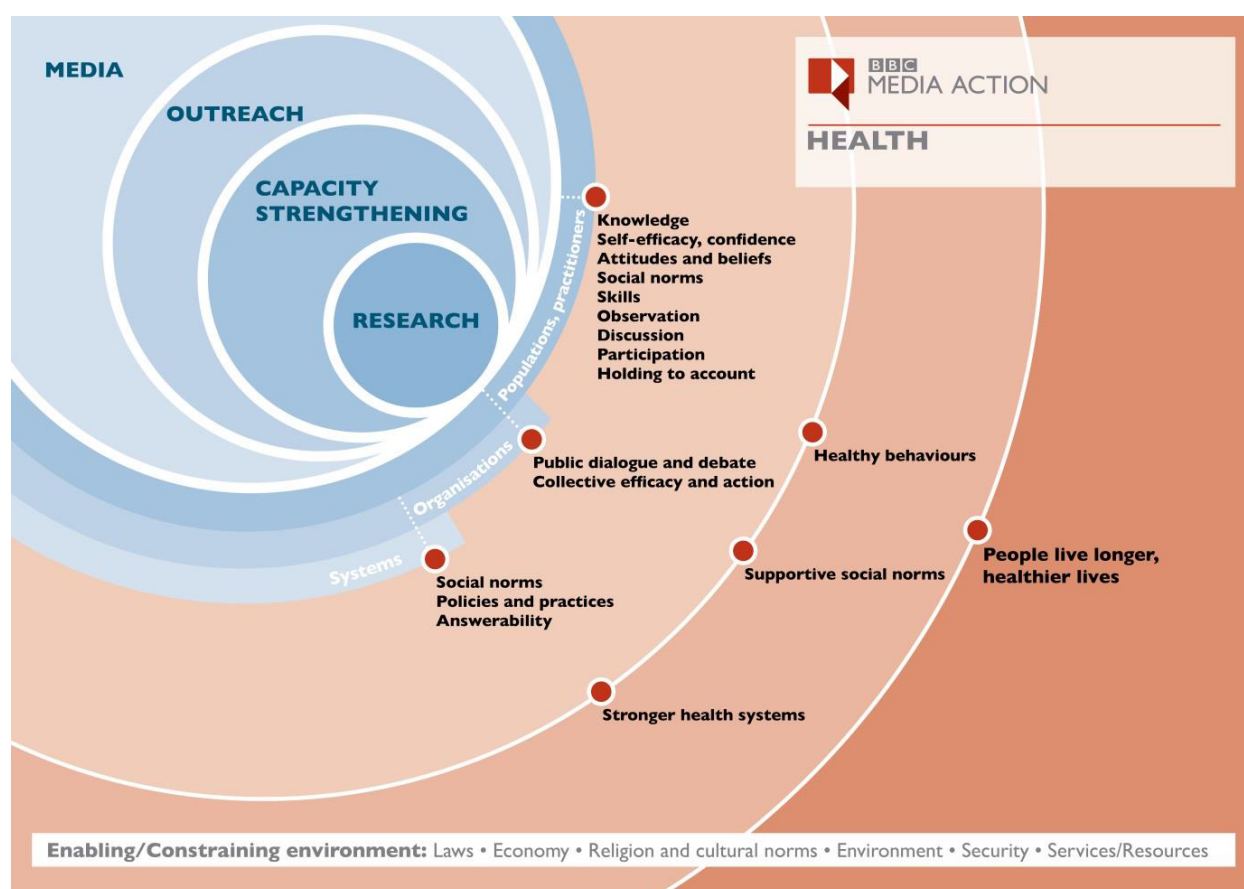
BBC Media Action is interested in having a wider conversation about whether some media systems are better at holding government to account and if less polarised ones do better. It proposes taking a less normative approach to the role of media than it has done in the past.

5.6.2 Health

For the Health Output the original conceptual model was grounded in stronger available evidence than the accountability framework, but it will also be reviewed once midline data is in, while country level theories of change are being reviewed and tweaked as

project design changes, assumptions are challenged and research findings come in. “We know that media can change knowledge, attitudes and behaviours but don’t know about the pathways – we will run quantitative analysis on Bangladesh data”, Laura Smethurst, Health Research Manager, BBC Media Action. This research will address the question “what are the key ‘predictors’ of Antenatal Care and Birth Preparedness in Bangladeshi population of mothers with children aged 0-9 months”. It will use PATH analysis (Structural Equation Modelling) to understand the relationship of drivers to these practices (such as attitudes and social norms) and their interrelation with each-other. Subsequent analysis will focus on midline²² and endline surveys scheduled for May 2015 and April 2016 respectively. This analysis will aim to understand drivers of birth planning and antenatal care practices in the context of exposure to BBC Media Action’s health focussed drama *Ujan Ganger Naiya*²³ (Sailing Against the Tide).

Theory of Change model: Health – BBC Media Action



5.6.3 Resilience

The findings of the perception survey which underpins the ‘Climate Asia’ work provided a conceptual model around which BBC Media Action was able to design interventions to promote resilience to climate change. So far this has only been transformed into a mediated format in Bangladesh with *Amrai Pari* (a ‘reality TV’ show giving practical resilience ideas which communities can implement for themselves) but other

²² Collection of health midline data in Bangladesh is dependent on budgetary considerations.

²³ The outcomes of the baseline analysis and research partnership will inform decisions around the value for money to repeat this type of analysis in other themes.

communication work on the back of Climate Asia will follow shortly, implemented by partners. There was an initial re-think about how Climate Asia could be best used in the first year of the Global Grant, as follows:

“When the Climate Asia logframe was developed during the inception phase of the project (2011) we proposed to analyse the research to develop template strategies for organisations to adopt and collaborate on. Feedback from engagement workshops showed that in reality organisations across different sectors are driven by individual strategic priorities and are unlikely to simply implement a strategy given to them. Therefore, both BBC Media Action and the UK Department for International Development (DFID) agreed that a more flexible approach – providing a strategic framework which people could utilise, tailored to their own organisational needs – would be more likely to produce results. As Climate Asia was integrated into the Global Grant, future milestones were therefore developed on ‘evidence of strategy uptake’ in four countries over the next two years.” - Summary Report Climate Asia, BBC Media Action, July 2014, page 1.

5.6.4 Evidence and Policy

At present there is no explicit theory of change guiding the policy and evidence work of BBC Media Action: one will be presented at the Annual Review 2014.

5.7 Contribution of the Global Grant to effectiveness

Organisationally BBC Media Action management team see the grant as enormously freeing (rather like the PPAs have been for a range of INGOs supported by DFID over the past decade). *“It’s enabled us to look ahead and invest in quality and thinking, e.g. having an editorial development team and thematic advisers.”* – Caroline Nurse. *“Even if we’d had the same amount of money but on a project-by-project basis we wouldn’t be so thought-through as an organisation as we are now”* – ibid. Sarah Lister, Acting Head of the Advisory and Policy Team: *“It has given us space and the mandate to look across countries.”*

The Global Grant has enabled BBC Media Action to give longer-term or continuing contracts to senior staff which means stability and continuity, also they’ve had management meetings for the first time across all health and governance staff. *“This is incredibly powerful for quality improvement across the organisation...It has made it possible to have common finance system and common terms and conditions for all staff and we’ve got more efficiencies of scale.”* Kathryn Tomlinson, Regional Director, Asia.

At country level it has permitted big projects to get off the ground quickly such as the Kenya and Afghanistan debate shows. In Burma the flexibility of the Global Grant enabled BBC Media Action to double the amount of work originally planned in Burma very quickly *“this would have taken years otherwise, i.e. if we’d had to negotiate separately with donors for that specific country”* – Kathryn Tomlinson.

Experiences in a number of countries demonstrate the flexibility of the Global Grant in the face of the challenge of conflict. For example, in South Sudan BBC Media Action has been able to adapt RMNCH programming to cover humanitarian topics such as cholera prevention.

South Sudan: money was diverted from Somalia to fulfil needs for humanitarian preparedness work in South Sudan. This is a sign of flexibility. (However, BBC Media

Action are still including the BBC Somali Service under trainings for lifeline programming). In South Sudan BBC Media Action plans soon to train Radio Miraya staff and local stations in preparation for Lifeline programming.

Bangladesh: Richard Lacey (working on resilience in Dhaka) says *'The Global Grant gives us more stability and we wouldn't have the expertise like Lisa Robinson and Jackie Dalton (on humanitarian response work) in London without the Global Grant'*. BBC Media Action also points out that the resilience project serves as an example of how a project can be fully driven by research insights rather than by internal perceptions of need or by donor requests for proposals. *"To be operating within a funding mechanism which has allowed this freedom is welcome, and means that the project can provide a strong example of the benefits of research-led work"* (Output 3 Bangladesh summary, 2014).

The flipside to the advantages of a flexible Global Grant is that responsiveness to circumstances as they arise can make planning more difficult. *"There is a tension between flexibility and long term planning and long term sustainable change. Effectiveness and sustainability do depend on having a longer term plan, strategy and body of work -- and if long term change is what we want, then a longer term approach for each country is needed"*, Caroline Ford, Regional Director, Africa, BBC Media Action.

There is also the pressure to deliver on reach targets which has the potential to distort priorities in favour of countries with high populations and interventions and partners capable of reaching them. Both Caroline Ford and Simon Derry would like reach targets to be expressed as a proportion of country population reached, not just raw numbers. This would help to raise the profile within the overall portfolio, and importance of achievements, of low population countries like Sierra Leone and OPT.

Equally the size of BBC Media Action has caused ripples amongst organisations which compete for the same funding or work in the same sector with concerns that it has become somewhat monolithic. Mark Galloway (IBT) sees BBC Media Action as *"very top down as an organisation' ...It's becoming a big beast"*.

There are a number of challenges relating to effectiveness in countries too: in Nepal for example BBC Media Action is faced with so many governance issues it could be picking up on that it knows it's in danger of spreading itself too thinly. It wants to align with DFID's local strategy but also wants to build links with other NGOs working on governance issues – *"We have to find a balance as to where and with whom we work"* – Mona Laczó, Country Director, BBC Media Action, Nepal.

6 Impacts beyond the Logframe

BBC Media Action has made a number of commitments to demonstrating impact, 'beyond logframe' reporting, as referenced in the business case and the research strategy. Not only does it plan to demonstrate the effects of its own interventions on key behaviours and drivers of those behaviours under the three thematic outputs, but also the research findings are intended to contribute to the evidence around the role of media in governance, health and resilience. This section sets out the key questions the Global Grant seeks to answer and assesses the extent to which BBC Media Action has been able to answer them and how. It also looks at whether plans for future data collection and analysis make it likely that answers will be generated by the end of the grant.

6.1 Governance

- What is the relationship between exposure to governance programming and individual level accountability drivers? (*Accountability drivers are those factors which contribute to personal agency in playing a role in holding one's government to account, such as political knowledge, political efficacy and discursive, civic and political participation*).
- What is the relationship between exposure to governance programming and collective efficacy?
- What is the relationship between exposure to governance programming and individual empowerment in relation to the right to require an account? What is the relationship between exposure to governance programming and perceptions of government responsiveness?
- What is the perceived role of media in holding the government to account relative to other institutions?
- To what extent is media relied on as a primary source of information and a key input to decision-making for voters?

The above are all questions that BBC Media Action's Research and Learning team are endeavouring to answer with a set of research exercises that are either completed, ongoing or programmed for the remainder of the grant. Generally we are confident that these are useful questions, the methodologies used or previewed are sound, and that BBC Media Action's research programme is on track to deliver some interesting answers to the questions posed. At this mid-point of the Grant, however, it is too early to report many results about governance impacts of media interventions; nevertheless there are some.

The following section is split in two: firstly a short explanation and assessment of the progress of the research on governance impacts 'beyond' the log-frame and secondly some testimonies and a short case study from Afghanistan, about perceived impacts so far, gathered during interviews for this Mid Term Review.

6.1.1 Assessment of progress

In addition to the logframe impact question for Governance explored in the Effectiveness section, BBC Media Action is aiming to evaluate the relationship between programme exposure and what BBC Media Action calls 'accountability drivers', i.e. those factors

which contribute to personal agency in playing a role in holding one's government to account, such as political knowledge, political efficacy and discursive, civic and political participation²⁴.

So far there are results on this from Nepal, Kenya and Sierra Leone where multivariate regression analysis compared those exposed and unexposed to BBC Media Action's debate and discussion programmes.

The results from Nepal indicate that:

- There was a significant association between watching or listening to *Sajha Sawal* and discursive and political participation, after controlling for other socio-demographic and political variables.
- How much a person was exposed to *Sajha Sawal* was also a factor; the more exposure, the greater the level of political participation and discussion

The implications of the (Nepal) research are summarised by BBC Media Action as follows: *"No single radio or television debate programme will have an impact on political participation in isolation. The BBC Media Action approach to governance recognises that change is a complex process, and that pathways to change are often influenced by multiple factors outside the sphere of influence of a media intervention. Also, exposure to Sajha Sawal doesn't predict political participation and political discussion as well as some of other variables, such as interest in politics. This is to be expected. Instead, this contributes to a growing body of evidence suggesting that debate and discussion programmes can have an impact on political participation and political discussion. These results are even more notable because the evidence comes from a developing country."*²⁵

The results from Kenya and Sierra Leone show that:

- Regular viewers or listeners of BBC Media Action debate and discussion programmes in Kenya and Sierra Leone are more likely to report high levels of knowledge of key governance issues
- In Kenya, regular viewers and listeners of *Sema Kenya* are 4.5 times more likely to report high levels of knowledge of governance issues than someone who has never listened.
- In Sierra Leone, regular listeners of *Tok Bot Salone* are nearly three (2.8) times more likely to report high levels of knowledge of governance issues than someone who has never listened
- Regular listeners of BBC Media Action debate and discussion programmes in Sierra Leone are more likely to participate frequently in politics: Regular listeners of *Tok Bot Salone* are nearly twice (1.60) as likely, whilst regular listeners of *Tok Bot Salone* who also listen to *Fo Rod* are nearly three (2.86) times more likely to participate frequently than someone who has never listened.
- However, in Kenya watching or listening to *Sema Kenya* is **not** significantly associated with higher levels of political participation

²⁴ The standardised political participation measure that BBC Media Action uses concentrates on manifest measures of participation, such as participating in an organised effort to solve a problem, contacting a national, local or traditional leader, and attending council meetings. For the Nepal study, 'political participation' included the following: Signing a petition; taking part in a peaceful demonstration; attending a political meeting or rally; contacting, or attempting to contact, a local leader or politician to express personal views; contacting or appearing in the media/a political programme to express personal views; being part of a community group or NGO to resolve problems in the local area; discussing political issues with others.

²⁵ BBC Media Action Nepal Research Briefing Note,

http://downloads.bbc.co.uk/mediaaction/pdf/research/nepal_research_briefing.PDF

But from the above it must **not** be inferred that a causal relationship has been proven between programme exposure and knowledge/participation, merely that there is a proven **association** between the two.

There are many other pieces of research that are in train and planned but, so far, the only really solid results about the relationship between exposure to BBC Media Action programmes, drivers and outcomes based on large-scale quantitative surveys are as above. There has also been some qualitative work based on a small number of listener groups in Nigeria about the impact of the governance-themed long-running drama *Story Story*, which compared groups of exposed and unexposed. The result of this was:

- ***Story Story* is associated with²⁶ a more peaceful, cooperative and problem-solving approach to inter-personal disputes.**

BBC Media Action plans to do further research to look at the comparative impact of different programme formats on individual drivers of change and we are confident that BBC Media Action is on track to produce some significant results by 2016 which do more to compare exposed and non-exposed populations in systematic and methodologically sound ways. In addition to the completion of the round of research on accountability drivers (as begun in Nepal, Kenya and Sierra Leone) we are particularly looking forward to the quantitative aggregated findings which are due to be delivered in 2016 from Bangladesh, Burma, Kenya, Nepal, Nigeria, Sierra Leone and Tanzania which will look (variously) at the relationship between exposure to BBC Media Action programming and collective efficacy (using regression); the relationship between drivers of political knowledge and participation and collective efficacy (using structural equation modelling); the relationship between exposure and perceptions of government responsiveness and the perceived role of media in holding government to account²⁷.

6.1.2 Other evidence of impact beyond the logframe

Impact is not only a matter of scientific measurement but can also be inferred from anecdotes, first-hand testimonies, audience feedback and observation. There are several other stories of impact on BBC Media Action's website (see [http://www.bbc.co.uk/mediaaction/what we do/impact](http://www.bbc.co.uk/mediaaction/what_we_do/impact)) but as evaluators we present the following as a selection of quotes and stories from the field which we feel are the most compelling, and are from our own interviews. Again, it must be borne in mind that, at mid-way through the Grant where, until now, the emphasis has been on rolling out a set of programming and concentrating mainly on achieving a very large audience reach, it is not surprising that documented stories of impact are relatively few at this stage.

Nepal: During the run-up to the November 2013 elections *Sajha Sawal* appeared to have a significant effect: "We are proud of making a significant difference to increasing voter turnout" This was corroborated by a Nepalese government official, according to BBC Media Action. Also "*We're getting very specific changes as a result of holding leaders to account in Nepal, i.e. schools built, corruption addressed, passport offices open longer hours*²⁸" says Kathryn Tomlinson, Regional Director Asia, BBC Media Action. According to

²⁶ The original wording was 'encouraging' but in discussion with BBC Media Action we agreed that this was too strong a claim and that 'associated with' was better wording.

²⁷ A full table showing the full range of completed and planned research studies (across Governance, Health and Resilience), the questions they are expected to answer, where and when, have been delivered to iMedia and DFID.

²⁸ Passport processing is a significant issue in Nepal given high numbers of would-be emigrants.

DFID in Kathmandu (Laura Leyser and Bishnu Adhikari) *“Sajha Sawal is regarded by most as the most popular show in Nepal. Politicians respond and agree to come on because it’s the BBC which is regarded as independent and professional, but it’s difficult for local channels to get the same response...Sensitive issues are tackled by Sajha Sawal that no other outlets tackle, even though there are quite a few local debate shows in Nepal but they exercise self-censorship, so BBC Media Action’s presence is helpful as a competitor and a role model and back up in case politicians try to subdue the local media. So the BBC Media Action presence is necessary in Nepal”.*

Afghanistan: DFID sees the episode of *Open Jirga* which was a presidential debate with Hamid Karzai as a *“prime example of good work”*. Laura Newman, head of press DFID Kabul, said: *“The turnout was fairly high during recent presidential elections: Open Jirga may have contributed to this...Also the seriousness of questions and level of prestige of panel guests during Open Jirga debates is very high...Open Jirga has an unbiased and highbrow reputation... I hear more talk about it than any other debate show. It’s talked about in the newspapers. This is not a hard metric but it paints a picture”*. BBC Media Action talks about the accountability aspect in terms of a shift in culture: *“It’s amazing – we’re shifting social norms in Afghanistan like getting women and men to sit together and making it OK to ask questions of politicians which is something completely new”* – Kathryn Tomlinson, Regional Director Asia, BBC Media Action.

The Impact of ‘Open Jirga’ on Elections in Afghanistan – Presidential run-off, June 2014

Special election programmes were aired with the key objectives of conveying:

- Importance of the elections
- Role of women in the elections
- Transparency around elections
- Key issues for Afghan voters that would galvanise voting

These debate programmes with a live audience were broadcast during the first round and then re-edited for the second round on BBC World Service radio, the national broadcaster (RTA) and Salamander TV. *“We hammered key messages from the election commissioner that proxy voting would not be allowed – this was a big problem in 2009 – so women had to go and vote in person”* Shirazuddin Siddiqi, BBC Media Action Country Director, Afghanistan.

Just before the second round a traditional meeting (*Jirga*) was held in SE Afghanistan (Paktia, Khost and Paktika) in which the tribal Pashtun chiefs signed an agreement that women would be allowed to go the ballot in person (and not rely on men voting for them) and no one could defy this, otherwise face the extreme sanction of the ‘Pashtun Wali Code’. As a result the female turnout in these three provinces was unprecedentedly high – Presidential candidate Abdullah Abdullah claimed it was fraudulent because it had never happened before but BBC Media Action believes that this was a significant contribution of their TV programme *Open Jirga*. *“We believe that it was our contribution which resulted in a large conservative community embracing democratic methods for the first time.”* Shirazuddin Siddiqi.

Burma: The Ministry of Information in Burma has said that the daily TV news has improved because of the capacity building and editorial help provided by BBC Media Action. *“Bamboo houses (of ordinary poor people) weren’t even shown on TV before the intervention...it wouldn’t have happened without us”* said Kathryn Tomlinson, Asia Regional Director, BBC Media Action. DFID and media commentators corroborate this shift towards greater inclusion of ordinary people.

Palestinian Territories: *“People in our office seem to think that [the PBC/BBC Media Action shows] have had impact.* Buraq Nuseibeh, DFID Jerusalem. Buraq is pessimistic

about the mood for change in OPT, which would give these shows greater resonance with audiences but says *“It’s good to have something like BBC Media Action. They represent a learning bubble that brings up the standard of TV generally, and they make a difference to the way people see TV.”* Buraq adds *“Hur El Kalam’ is very well done and very professional. I got excited about the show when I visited the studio. They’re doing something quite unique and people need it but it is, unfortunately, a drop in the ocean.”*

Bangladesh: Mark Galloway, Director of IBT: *“I feel very positive about these kinds of programmes (e.g. Sanglap debates). It’s the sort of thing that’s not being produced locally and it influences the direction of travel and can impact on the local TV culture. A lot of people watch these kinds of programmes, but the challenge is demonstrating impact...”*

6.2 Health

For health we find that there is some evidence of behaviour change, supportive social norms and service uptake, as well as associations between drivers of behaviours and exposure to programming, in India and Ethiopia.

We believe the data itself is of good quality and has been interpreted with due caution, although at this stage assessments of impact rely on self-attribution to the intervention, and in the case of behaviour and social norms, on self-reported actions. Efforts have been made to triangulate data and valuable lessons learned from this process. There are only limited indications of impact in South Sudan where conditions have not permitted any substantial research. In Bangladesh no data is available as programming only went on air in May 2014.

By the end of the Global Grant BBC Media Action expects to be able to draw quite solid conclusions about the impact of its programmes in Bangladesh, Ethiopia and India, by establishing a counter-factual through comparative analysis of exposed and non-exposed populations, with data being collected via successive rounds of quantitative surveys. We note that reporting on South Sudan will be through programme estimates for reach and qualitative data collection for impact assessment.

Research and analysis plans going forward appear mostly sound and take into consideration methodological, external and cost considerations. We believe that the planned use of statistical methods such as Hierarchical Linear Modelling is warranted but may require interrogation to ensure feasibility given heavy dependence on the quality of baseline data, sampling and variance in the data. Caution will be needed in the interpretation of the results in terms of causality as for regression analysis (including Structural Equation Modelling). It will be interesting to see how this method is developed and applied in the context of this particular project. Plans for contextualization and triangulation of data, and independent verification of reported behaviours, should be updated and revised as new data sources emerge.

6.2.1 Assessment of progress

Research plans for health, as for the other two thematic Outputs of the Global Grant, were initially designed to inform and measure the impact of BBC Media Action’s work around health. Survey based research is at the core of reporting to the logframe targets as well as to generating ‘beyond logframe’ results that can answer overall research questions and contribute to the evidence base.

In all four health countries BBC Media Action has conducted formative research and baseline surveys to explore the relevant target audiences for its planned interventions and their key needs in terms of drivers of and barriers to behaviour change. During the lifetime of the grant it expects to be able to answer key research questions around the impact of its health programming:

- How do priority behaviours, and the drivers of priority behaviours (such as knowledge, attitudes, social norms and self-efficacy) change over time in the target population(s) in each country?
- What is the relationship between exposure to BBC Media Action programming and practice of priority health behaviours in the target population(s)?
- What is the relationship between exposure to BBC Media Action programming and the drivers of priority health behaviours (such as knowledge, attitudes and social norms) in the target population(s)?

It also expects to be able to answer other questions to test its conceptual model and contribute to the evidence base:

- Which are the most effective media platforms, formats and communications activities for engaging and influencing identified groups?
- What are the key predictors of intended outcomes e.g. practices and social norms?

Country specific formative research and baseline surveys were conducted at the outset of projects and findings have been used to inform the interventions, and to help shape and answer overall research questions. A high quality and detailed analysis of antenatal care and birth preparedness findings, especially factors influencing maternal health, is contained in a BBC Media Action research report published in March 2014.²⁹

Due to the nature of the behaviours that Output 2 focuses on (reproductive, maternal and child health), reach and outcomes are measured separately from impact as specific populations such as pregnant women, and mothers of young children under five are being targeted for behaviour and social norm change.

As referred to in the Effectiveness section, health programming only started in 2013, and in 2014 for Bangladesh. At the time of the Mid Term Review therefore, BBC Media Action has limited data and can only report on early indications about the impact and outcomes of its RMNCH interventions, relying on self-reports and self-attribution to BBC Media Action programmes. In 2015 and 2016 it will have data from its midline and endline evaluation surveys about the impact of programmes on drivers of change and RMNCH behaviours, and will be able to conduct exposed versus non-exposed analysis to produce generalisable findings. A final analysis of impact over the lifetime of the grant will be presented in 2016.

The challenge around self-reporting is the potential for respondent bias, particularly social desirability bias, which may lead to over-reporting by respondents of the behaviours in question. We recognise that a number of RMNCH behaviours are not amenable to independent verification through observation and that self reports will remain a key source of information about change in practice.

²⁹ http://www.bbc.co.uk/mediaaction/publicationsandpress/maternal_health_research_report.html

In response to a recommendation made in the 2013 Annual Review, BBC Media Action presented at the mid year meeting held in March 2014 its plans to strengthen inferences on behaviour change drawn from self-reports by triangulating its own results with data from other sources, where possible and appropriate. These plans are integrated into the revised research strategy and schedule of data provided for the MTR. Sources of data have been mapped out by country and vary according to context. They include health facility observations and exit interviews, comparisons with international and national surveys, and linking with DFID-funded health partners and other relevant health service providers to obtain data.

Triangulation with external data sources has already been done of baseline findings relating to antenatal care and birth preparedness: in Ethiopia with data from the Demographic Health Survey, and in India with data from the Annual Health Survey. In some respects the results were congruent, but a number of discrepancies appeared. Caveats are presented by BBC Media Action around the comparability of data due to issues around sampling, fieldwork challenges (such as possible respondent fatigue), and the lack of validated standardised items for some constructs it wanted to measure³⁰. This detailed interrogation of external sources and differences in data, gives us confidence that BBC Media Action's researchers do not to take their findings at face value, and will seek to validate them wherever possible.

Ethiopia: Some self-reported impact data is available (see effectiveness section). Data on impact of the health work in Ethiopia so far has been collected in two ways: through qualitative evaluative research designed to gather feedback from listeners and provide early indications of impact in November 2013, and quantitative data from research conducted for logframe reporting – the Reach, Impact and Outcome (RIO) Survey, conducted in February 2014.

Qualitative evaluative research was conducted after programming had been on air for six months and took the form of in-depth interviews with target groups including pregnant women, husbands and older female influencers. Listening to the programme was found to be associated with knowledge, attitudes and, to some extent on practices, relating to the self-care during pregnancy, antenatal care and breastfeeding. There was little evidence of impact on other drivers such as social norms and self-efficacy, or on drivers associated with other behaviours – birth preparedness, safe delivery newborn care and family planning. Respondents included members of listening groups who generally displayed higher levels of knowledge and more positive attitudes than non-members around key behaviours, although this is likely to be explained by the fact that most had had prior engagement with health information and services.

In 2015 and 2016, BBC Media Action will develop greater understanding of the impact of programming on drivers of change and RMNCH behaviours through performing regression modelling following midline and endline survey rounds. A final analysis of impact over the lifetime of the grant will be presented in 2016.

India: Some self-reported impact data is available which was reported to the Annual Review 2013 (see Effectiveness section). Due to the nature of the programming, the R&L team have concluded that it is no longer appropriate to use baseline, midline and endline

³⁰ See http://www.bbc.co.uk/mediaaction/publicationsandpress/maternal_health_research_report.html.

surveys to measure the impact of project activities in India. Individual impact assessment surveys are being used to measure the impact of short bursts of programming in India, but data will be aggregated with data from other countries, where appropriate.

In 2015 BBC Media Action will be able to present analysis that assesses the relationship between exposure to programming and impacts on birth preparedness and complementary feeding to contribute to understanding of impact. In addition, BBC Media Action has commissioned a feasibility study to investigate the most appropriate and robust methodology for evaluating the impact and effectiveness of Mobile Kunji³¹ on changing priority behaviours and key drivers (for example, social norms, knowledge and attitude).

BBC Media Action also plans to independently verify self-report data using observation and other independent records/data - for example, comparing self-reported 'early registration' (of pregnancy) against registration records including birth registration cards and clinic records.

South Sudan: Very limited impact data has been collected to date. Due to escalating security issues and changes to programming, and the inherent logistical difficulties in conducting quantitative research in South Sudan, no further quantitative data has been collected since then. Research plans have been adjusted to deliver the optimal results in the light of these constraints. Future reporting will be done using programme estimates to assess reach and qualitative panel data so that by the end of the grant there will be robust although not statistically generalisable findings on the impact of listening to programming on behaviours and drivers of behaviours.

Bangladesh: No impact results are available from Bangladesh at present although BBC Media Action is looking for evidence of stories of change in country reports. Media coverage has been very good with at least 34 articles in the press about it and the drama *Ujan Ganger Naiya* has a primetime slot equivalent to that of 'Call the Midwife'.

A longitudinal qualitative study with pregnant women is underway to capture the impact of the media interventions on this specific target audience this year. The study runs from April 2014 – February 2015 with three rounds of fieldwork. The outcome and impact among all target audiences will be measured in mid-2015.

To advance thinking and the evidence base around drivers of priority health behaviours, Media Action has partnered with a health communications academic to use project data from Bangladesh to address the question "what are the key predictors of Antenatal Care and Birth Preparedness in Bangladeshi population of mothers with children aged 0-9 months". It will use Path analysis (Structural Equation Modelling) to understand the relationship of drivers (such as attitudes and social norms) to these practices and their inter-relation with each other. This analysis will be revisited in 2016 to be able to assess the effect of introducing a media intervention into the pathways of influencing factors.

By the end of the Global Grant, data will be aggregated from quantitative surveys to look at changes in behaviour over time, and findings from regression analysis will be presented to show the relationship between exposure to BBC Media Action programming

³¹ Audio platform for disseminating information to rural women about key RMNCH practices: the interaction is facilitated by health workers via their mobile phones.

and drivers of priority behaviour change and the behaviours themselves. It is also possible that self-reported data will be verified against actual health facility data, but at present a lack of record keeping hinders this approach.

6.2.2 Other evidence of impact beyond the logframe

Impacts of the Global Grant may be felt in numerous ways and at several different levels including audience, media practitioner, partner organisation and sector. At country level BBC Media Action collects and reports 'Stories of Change' which are essentially qualitative and anecdotal but checked for veracity: they may be provided by listeners directly to programme researchers and producers, or collected during focus groups held to obtain feedback. On its website it gives the following example of reported behaviour change around antenatal care and pregnancy in the words of a couple in Ethiopia.

Before listening to radio programme *Biiptuu Jireenyaa* (Glimmer of Life), Dugo Boru wouldn't allow his wife Aye Bejiga to go to their nearest health centre. But after listening to the show, he now accompanies Aye to her health check-ups – and makes sure he supports her while she's pregnant too.

Aye has also learned a lot. "Before I only went for check-ups after my baby had grown and started moving in my womb," she says. "But after listening to *Biiptuu Jireenyaa* I went for check-ups as soon as I realised I could be pregnant."

From listening to the show Dugo also now knows how he needs to help his pregnant wife. "I learned how husbands help their wives with the housework. I fetch water, bring firewood and do whatever is expected from me."

We have not yet conducted a field visit to a Global Grant health country to get first-hand commentary but according to BBC Media Action, senior management of partner stations in Ethiopia have recognised *Biiptuu Jireenyaa* and *Jember* (the Amharic version) as exceptional, referring to them as "models that set new creative standards."

6.3 Resilience

Our overall assessment about the impact of the Resilience Output is that it is **too early to tell**. Impact data is not yet available for Output 3 (Resilience) because activities under this output have been concentrating on the Climate Asia research, rolling out the Preparation for Lifeline work (mainly training) and doing formative research, training and the production of a reality TV show in Bangladesh called 'Amrai Pari' which has only recently been launched on-air (May 2014).

There are already many outputs and achievements under this Output 3 (see the effectiveness section for details of results, and boxes below for examples of outreach and practical application of the Climate Asia work). However, information about 'beyond the

log-frame' impacts will be provided by BBC Media Action's research into the following questions:³²

- What are the relevant "target audiences" for BBC Media Action Global Grant planned resilience interventions and the key needs of those audiences?
- What is the relationship between exposure to BBC Media Action's programmes and key drivers of resilient behaviours?
- How do BBC Media Action programmes and interventions contribute towards an enabling environment for resilience?
- How effective are the media platforms, formats and communication activities in engaging and influencing identified groups?
- What influences collective efficacy and resilient behaviours?

By 2016 BBC Media Action expects that: *"we will know the effectiveness of the media platforms and communication activities used in Bangladesh and the overall success of BBC Media Action's resilience programming in engaging with target groups. Baseline and endline quantitative surveys from Bangladesh will be used to understand trends over time, and changes in drivers and outcomes related to exposure through the use of regression modelling with a specific focus on the role of collective efficacy and community cooperation. Results reported will be contextualised with information from the broader resilience environment, including key shocks and stresses (such as cyclones or floods) that occurred during the time of the survey and broadcasts. For example, we may use data from the International Centre for Climate Change and Development to give insights into our data. We will also present logframe results from Bangladesh and one other country. We plan to aggregate data to develop further insights around key drivers of resilience behaviours."*³³

CLIMATE ASIA Portal USAGE Statistics:

The data portal is a website that enables individuals and organisations to access almost 32,000 interviews and filter the data by their own interests, for example demographic, audience segment, location. This enables people to plan communication according to their own interests and strategic needs. We have received 9,000 visitors to the site in total – the interactive data section has been accessed by approximately 2,500 users, reports have received 1,250 download requests, and our research methodology papers have been downloaded 250 times. BBC Media Action Global Grant Mid-Term Review: June 2014 Output 3 – Climate Asia,p.2.

The following are a number of examples of impact from reports, interviews and anecdotes that we have gathered during the Mid-Term Review process (note: we have not been able to verify them all).

Global: BBC Media Action regard bringing together Climate Asia and developing *Amrai Pari* in Bangladesh as their best achievements so far under Output 3. In their lifeline preparation work, they have uniquely been able to bring together and train the government and army (as first responders in an emergency) with the media and humanitarian agencies. *"We're on our way to being a leader in resilience communication"* – Jacqueline Dalton.

³² The BBC Media Action Research and Learning team has submitted a full timetable for investigating these questions to DFID and iMedia.

³³ BBC Media Action Global Grant Mid-Term Review: July 2014 Output 3 – Resilience & preparedness research insights p. 16

South Sudan: Just being in the South Sudan conflict zone and continuing programming during the crisis can be regarded as an achievement in itself. *“We only had to pull out for 6-7 weeks but we kept programming going”*. Lisa McManus, Country Director, South Sudan. Programming has been adapted to respond to humanitarian needs. *“Our magazine programme, ‘Our Tukul’ was easier to adapt to messages about cholera and other humanitarian messages than drama ‘Life in Lulu’³⁴.*

Bangladesh: Colum Wilson, DFID Bangladesh, says the reality TV series, *Amrai Pari*³⁵, is *“a brilliant idea... BBC Media Action is very savvy and sensitive at integrating messaging”*. BBC Media Action has anecdotal evidence that communities are already taking up the suggested innovations profiled on *‘Amrai Pari’*. There has been good feedback from audiences. Also BBC Media Action say that the communications in disaster group in Bangladesh that it helped to found is continuing and the Disaster Emergency Preparedness Programme of DFID (DEPP) is funding some of its work in Bangladesh and South Sudan.

Lifeline programming has been delivered in three emergencies, reaching millions of people: Cyclone Mahasen, May 2013 in Myanmar and Bangladesh (PSAs on radio and TV as well as loudspeaker re-broadcasts); Cyclone Phailin, November 2013, Odisha, India (PSAs broadcast on critical health issues in training partnerships with local radio stations); Syrian Refugee Crisis, December 2013 onwards, Jordan and Lebanon (video, spots and animations with advice on health, education, missing relatives etc. in ongoing collaboration with UNHCR). A local training partner, Radio Sanskar, India went on to win a national award ‘for its innovative and effective programme broadcasting during Phailin’. The lifeline programming that BBC Media Action did in Bangladesh after Cyclone Mahasen (in May 2013) seems to have been a success³⁶: *“We had the right contacts in Bangladesh and we worked well with the local media. It was a formula that worked,”* Jacqueline Dalton, BBC Media Action. Also she says *“we think we influenced the fact that now OCHA have two in-country people and a couple of other global personnel who are ‘coordinators of communication with communities’”*. It appears, also, that the CDAC (Communicating with Disaster Affected Communities) network is stronger now because of BBC Media Action’s support and active participation in it³⁷.

Lifeline communications training has been done for most of the staff of BBC Media Action in the disaster-prone Global Grant countries and for 12 language services of the BBC World Service, which means all the disaster prone countries are covered now, except Turkey. Training of Trainers has been done for many people from the wider BBC, as well as freelancers and members of the CDAC network. There is big demand for the training such that BBC Media Action finds itself stretched and unable to respond to all requests. MRTV in Burma requested a special training for itself *“Cyclone Nargis was a wake-up call for MRTV”* – Jacqueline Dalton, BBC Media Action. Subsequently a training involving UN, NGO and government agencies has been rolled out in Yangon.

³⁴ The drama ‘Life in Lulu’ is now out of the Global Grant and funded under Internews /USAID.

³⁵ *Amrai Pari* is a climate change adaptation series on the national TV channel, BTV, at prime time. We highly recommend watching some of the episodes which can be seen on You Tube with English subtitles (e.g. the bridge building episode: <http://www.youtube.com/watch?v=E5fwjzoWP2U&list=PLuvkxTBwQE1YU4yqf7WhE3M5Fyu15rZKG>)

³⁶ See the following compelling TV public service advertisement on what to do in a cyclone situation (Bangladesh, Cyclone Mahasen) <https://www.youtube.com/watch?v=Hu7Jns5vwHo&list=PLuvkxTBwQE1YU4yqf7WhE3M5Fyu15rZKG&index=3>

³⁷ We were not able to verify this due to time limitations during this Mid-Term Review.

Nepal: Several local radio stations in Nepal under the 'ACORAB' umbrella have approached BBC Media Action for help to make programmes about climate change/resilience³⁸. Furthermore, there is an example of one radio station (called Shuk Lap Hanta FM) responding independently on flooding: this radio station attributed their newly acquired skills to BBC Media Action support and training on lifeline programming.

Kenya: BBC Media Action claim they have generated great enthusiasm in the national drought management authority (NDMA) for communications with drought-affected communities.

Global (Resilience): BBC Media Action says there is 'evidence of strategy uptake' stemming from Climate Asia in Nepal, Bangladesh, Indonesia and Vietnam. But officially it is reporting only on Indonesia, Nepal and Vietnam this year for the logframe³⁹. For example, in Indonesia the Ministry of People's Welfare has acknowledged that it has a problem with communicating with the Indonesian public about climate change. It has requested BBC Media Action to deliver a workshop in Sulawesi with the Ministry to help staff make better public information about Climate Change (see also box below).

Global (Climate Asia): *"...fantastic I'm really impressed with Climate Asia. Good dissemination and really collaborative."* Mark Galloway, Director, IBT.

Practical Application and Dissemination of Research Findings from CLIMATE ASIA

(Extract from BBC Media Action Global Grant Mid-Term Review: June 2014 Output 3 – Climate Asia)

External partners:

- In Vietnam we are working with the Ministry of Environment and plan to feed directly into their national climate change communication strategy in autumn 2014.
- In Indonesia we are working with the Co-ordinating Ministry for People's Welfare on improving communication around climate impacts.
- In Nepal we are supporting the Agriculture Information and Communication Center (AICC, part of the Ministry of Agriculture) to improve their existing agricultural communication outputs.
- In Indonesia the American Red Cross and Indonesian Red Cross are working together using Climate Asia's methodology for a major DRR communication project they are implementing in Java.
- Local NGOs in rural areas, specifically in India and Nepal, have shown a strong interest in using the toolkit to develop basic communication strategies, and we have run a number of training sessions in both countries to train a selection of them and further disseminate the research.
- In Bangladesh there is potential for increased demand from local NGOs and networks to co-ordinate and build upon our Amrai Pari programmes.

Multi-national demand for our data:

- Our findings have been fed into multilateral initiatives, such as the UNFCCC dialogue on Article 6 (focusing on building skills and education around climate change) and the United Nations Economic and Social Commission for Asia and the Pacific (UN ESCAP) Expert Group Meeting on Strategies towards Building Resilience to Disasters in Asia and the Pacific.
- The Norwegian Agency for Development Cooperation (Norad) recently asked us to present our findings in Oslo to discuss how our work can help to re-frame the issue of climate change among the Norwegian public, as well as how our work could potentially support existing projects on climate services.

³⁸ BBC Media Action will report more on this at the 2014 Annual Review.

³⁹ BBC Media Action have to show this is happening in minimum two countries this year (2014) according to the log-frame.

7 Equity

This aspect of BBC Media Action's work is **very good** and growing stronger and more visible. We are convinced that BBC Media Action is genuinely committed to social inclusion, through all aspects of its work, and we find the careful integration of equity concerns throughout country plans impressive. This is evident in the work done to address the needs of women and girls – often addressing sensitive and risky subjects - and in the strategies instituted to ensure they have access to broadcasts and that their voices are heard. The Global Grant does not have overarching equity targets: instead they are set and monitored at country level. Where logframe results have been disaggregated the picture is positive: audience reach numbers show that women, youth and rural people are well represented when mapped onto national demographics. The impact of programming on audiences is, generally speaking, broadly equal for male and female viewers and listeners, proportionate to reach.

Equity and inclusion are core values underpinning the Global Grant, and support to women and girls is considered both a priority and a cross-cutting issue. BBC Media Action's work explicitly recognises the potential that media and communication has to support and promote gender equity through the four outputs of the Global Grant. Through production, capacity-building, research and outreach strategies BBC Media Action aims to address gender differences in four key areas:

- Access and control of sources of information
- Participation and voice (views and opinions represented) in the media
- Portrayal and representation of women and gender roles and relations in the media
- Leadership and employment in the media sector⁴⁰

The equity-related dimensions and results of the Global Grant have become more evident over time in successive rounds of reporting by BBC Media Action. In 2012 and 2013 reporting to the logframe included reach figures disaggregated by sex, age and location (and country). Results were presented for the gender mix of studio or location audiences and programme guests, as well as participation by youth. At the second Annual Review disaggregated findings were also presented for outcome and impact. A separate report contained a detailed analysis of BBC Media Action's work to support women and girls. Following a recommendation made by iMedia and DFID, BBC Media Action provided further details of how it targets adolescent girls (15-19) at the mid year meeting in March 2014. Finally, each of the country summaries prepared for the Mid Term Review contains a section on Equity, with details of strategies for inclusion and results. Some highlights of progress and achievement are provided below, along with some of the key challenges faced.

7.1 Reach

In 2012 and again in 2013, an average 42% of broadcast audiences for governance programming were women. There is however considerable variation – for example in Pakistan the majority of the audience for election debate programmes was female (54%)

⁴⁰ Taken from: 061013 Women and Girls - 2013 Annual Review - Global Grant to BBC Media Action

– whilst in Nigeria women made up only 32% of the audience for debate programme ‘Talk Your Own’. However, even when under-represented, the percentage of women watching may be significant in its particular context. The female audience for BBC *Sanglap* in Bangladesh, at 38%, is well above the national average for women watching political discussion programmes.

Specific actions are taken to attract female audiences, especially in countries like Nepal and Tanzania where women also made up less than 40% of the audience. These include recruiting female presenters, choosing appropriate time-slots and topics of interest to women and girls and increasing the number of female guests. All debate shows aim to have at least one woman panellist, and many have more. In Afghanistan BBC Media Action pays for chaperones, and in Sierra Leone for transport costs to enable women to take part in live audience debates.

BBC Media Action has further disaggregated reach figures from seven countries to explore whether it is reaching adolescent girls (see Table 4 below). Normally the topics and the formats would not be expected to attract this audience so the fact that the proportion of girls reached falls between 50-100% of the proportion of girls in the population is a positive sign. This is especially so in Bangladesh where the percentage regularly reached directly mirrors the percentage of the population.

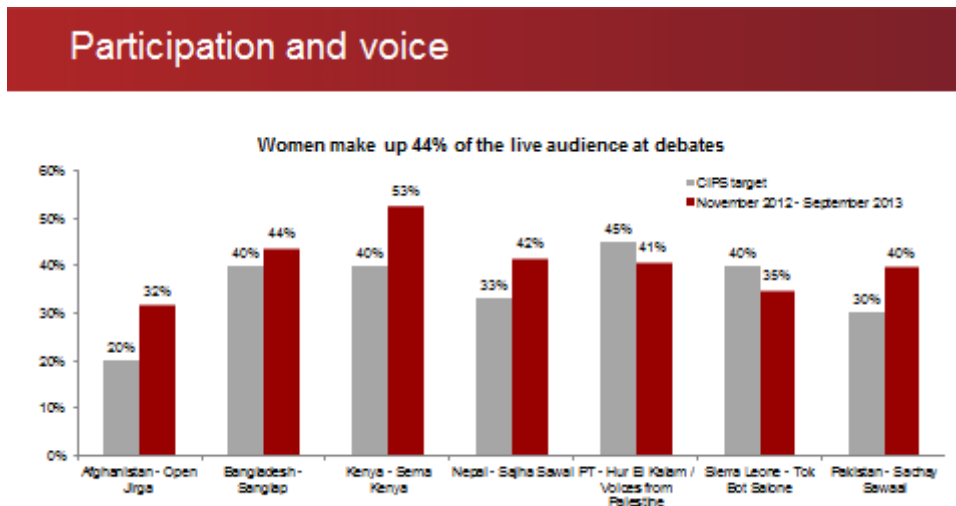
Country	Programme	Format	% of reach that are girls	% of regular reach that are girls	% girls in population
Bangladesh	<i>Sanglap</i>	Debate	7.4%	6.6%	6.6%
Burma	<i>Lin Lat Kyair Sin</i>	Magazine	5.2%	4.7%	6.5%
Kenya	<i>Sema Kenya</i>	Debate	6.5%	6.1%	9.3%
Nepal	<i>Sajha Sawal</i>	Debate	7.9%	6.9%	8.6%
Nigeria	<i>Story Story</i>	Drama	4.6%	5.7%	9.0%
Nigeria	<i>Talk Your Own</i>	Debate	5.0%	5.6%	9.0%

In terms of other demographic characteristics, the broadcast profiles are broadly representative: the urban/rural split was 38%/61% rural across eight measured countries in 2012 and 35%/65% across the 10 measured countries in 2013.

For health, the only disaggregated reach data available is for Ethiopia (2014 RIO survey) as other country reach data for 2013 was based on programme estimates. Mapping the demographic characteristics onto the Ethiopian population as a whole reveals that although programming is reaching men and women of reproductive age, women are under-represented in the audience (42% compared to 49% of the population). Listeners are better educated than the general population which reflects the pattern of radio access in Ethiopia. Strategies to counter these trends include encouraging men to listen with their wives, and setting up listening groups to reach adolescent girls in schools and communities with limited access to radio, or without radio reception.

7.2 Participation and voice

Targets for the participation and representation of women and young people (girls being a sub-set of both) in broadcast programmes are set at country level and monitoring data is routinely collected by production teams. BBC Media Action works hard to achieve inclusivity and has managed to exceed its own targets for achieving gender balances in studio audiences for debate programmes in the majority of cases (see figure below). Live audiences in 2012 had 48% women, whilst in 2013 they were 44% (against an average target of 35%).



BBC Media Action acknowledges there is a need to avoid tokenism in its efforts to meet its self-imposed targets. Simon Derry, Regional Director, Middle East and Europe, BBC Media Action: *“Better to get a smaller, truly diverse audience than simply stacking numbers through inviting middle class urban women or students.”*

Almost 30% of panellists were women in the period November 12-August 2013, (across eight countries). In countries such as Afghanistan their participation directly confronts social norms that prevent women from playing a public role. Again, there is a need to avoid tokenism whilst opening up this important space to previously unheard voices, and to explore strategies for sourcing female experts and decision-makers from as wide a pool as possible.

In response to a recommendation made by iMedia during the Annual Review 2013, BBC Media Action has undertaken to strengthen its data collection and editorial review processes to gain a deeper understanding of women’s role in influencing the content and tone of governance programmes. We look forward to seeing the first results of this work later in 2014. Information will be gathered on indicators such as the number of women participating as production/crew, actors, panellists and other contributors, the nature of their participation (to be assessed in-depth over time for two programmes) and expert/audience perceptions of women’s influence on the programming.

BBC Media Action also uses technology to expand inclusivity and participation of different groups: for example in Nepal video conferencing has connected remote populations to the discussion programme *Sajha Sawal*. The internet and social media (e.g. YouTube, Twitter, Facebook) help extend reach – including to a diaspora audience - and support audience engagement in radio and television programmes. Under the flagship

Mobile Health project, the Global Grant is using mobile technology as job aids for health workers. Audio messaging will help support interpersonal communication in a context of high illiteracy among rural women and limited reach of traditional mass media.

7.3 Representation and portrayal

Governance: Global Grant programming aims to raise issues of concern to ordinary people that are not necessarily explored on other media outlets. For example, Sema Kenya sought to address lack of accountability, exclusion of the poor and other marginalised groups from national discussion and debate, ethnic and political violence, and constitutional and electoral reform and decentralisation. In Nigeria BBC Media Action has tackled problems faced by women in Nigeria's patriarchal culture: discussion programming covered rape in a three-part series featuring women (including victims) and men from all levels of society.

Programming also aims to challenge stereotypes of women and other marginalised groups. In the Occupied Palestinian Territories a special report was made about the first female football team in Ramallah. In Nigeria a programme about women cab drivers apparently received a huge social media response. In Burma, the youth radio magazine programme, *Lin Lat Kyair Sin* aims to engage with rural audiences and tackle issues related to discrimination and exclusion. Recent episodes have covered HIV, disability, gay rights, and women's rights as well as violence against the Muslim communities: BBC Media Action cites listeners in affected areas who reported changing their perceptions as a result of the programme. "*In the past we saw only one side but now we know about both sides and we want to live in a peaceful way*", said one. "*We came to know that not all Muslims are bad*," said another.

Disability rights and problems faced by disabled people have featured in almost all governance programmes. In the memorable edition of *Open Jirga* where (then) President Hamid Karzai appeared, audience member Asadullah Kamawi raised a question about the needs of people with disabilities. As a result he was appointed as national advisor on disability issues to the Ministry of Labour, Social Affairs, Martyrs and the Disabled. Since then, the allowance for disabled people in Afghanistan has also been raised from \$30 to \$100 per month.

BBC Media Action records many of its debate and Town Hall style programmes in locations outside the capital or principal city – 42% of episodes in the period November 2012-August 2013. Again, this is not tokenistic: for example *Sema Kenya* has travelled to several very remote parts of the country, and reached half the 47 counties in its first two seasons.

It also achieves this wider representation by working with radio stations around the country, for example in Tanzania and Sierra Leone, to develop good local governance programmes. And by commissioning packages from participating journalists for airing on the BBC Media Action productions at national level (*Haba na Haba* and *Fo Rod*), the project is able to ensure that information provision and representation reflects the diversity of populations in a systematic and sustained way.

Health: With its focus on RMNCH, health work targets women and girls of reproductive age as a primary audience for service uptake and behavioural change, corresponding with one of DFID's strategic priorities for girls and women to 'delay first pregnancy and

support safe childbirth'. It addresses gender-related barriers and drivers of change at societal level. These often involve deep-rooted and discriminatory attitudes towards women and taboo or highly sensitive topics.

Programming offers many opportunities to portray women and girls positively as well as to show the consequences of harmful social norms on their health and their lives, expressed through attitudes and actions of those who make decisions that concern them. For example, the Bangladesh drama *Ujan Ganger Naiya* features two young women, Anika and Jasmin, as lead characters, whose journeys give the audience insights into the issues and risks associated with early marriage and early pregnancy.

Resilience: Significant efforts are also being made to address equity concerns in resilience programming in Bangladesh. The TV reality show features a female presenter who, unusually, gets fully involved in the interventions that involve dirty activities such as digging. Episodes in the first series have highlighted the role that women play in leading and participating in community-led climate change adaptation and in contributing economically to their families and communities.

BBC Media Action has recognized that power dynamics underlie and shape collective action and that these need to be surfaced and addressed in the programme if audiences are to be able to act on their new knowledge and emulate good practice.

7.4 Leadership and Employment

BBC Media Action clearly takes the training and support of women very seriously, although there are limits to the extent it can control the gender split of trainees and staff. In countries like Afghanistan and Bangladesh where all the technical teams from partner broadcasters are men, it is impossible to undertake certain types of capacity building with women. But in Ethiopia 50% of production staff are female and in Burma women represent the vast majority of journalists so far trained at the state broadcaster MRTV. In Sierra Leone a partnership with Women in the Media in Sierra Leone (WIMSAL) has ensured that many women received training and benefited from the project.

Here as in other countries women experience specific gender-related obstacles in the course of their work. For example, Mariama Khai Fornah, Production Mentor/Trainer in Sierra Leone, felt that initially she was not taken seriously by male journalists, but as she proved herself and adopted strategies to win their trust she not only gained their respect but also became a role model for women at the stations she mentored⁴¹.

Issues of gender equality and challenges faced by women in the media are apparently being raised with partners in Ethiopia: if not already in place these subjects should be mainstreamed across Global Grant capacity-strengthening approaches including within training content. **We believe there may be some scope for more systematic inclusion of gender issues in training content and capacity-building approaches and the development of resources to support more and better representation of women e.g. contact lists of female decision-makers/politicians/experts available for interviews by news reporters.**

⁴¹ Interviewed by iMedia for the final evaluation of BBC Media Action's Governance and Transparency Fund project.

7.5 Impact

Gender disaggregated impact statistics and qualitative data are also gathered by BBC Media Action's Research and Learning team to inform future work, including programmes with specific gender objectives. Data for governance programming shows:

- As a general trend, the impact of programming on audiences is broadly equal for male and female viewers and listeners, proportionate to reach.
- Male viewers and listeners are therefore proportionally reporting greater impact. This corresponds to the proportion of men in regularly reached audiences, which would be expected to report higher impact.
- The exception to the last point is Burma, where although more men than women are reached, proportionally more women than men report that their understanding of governance issues has improved "a lot".

8 Capacity Strengthening, Partnerships and Sustainability

We find that, overall, BBC Media Action's capacity-strengthening efforts are **very good** but the prospect for sustaining actual or similar programming without BBC Media Action support is sometimes not possible and/or not necessarily the aim. The extent to which BBC Media Action is helping media organisations to be self-sustaining is good in many places but is also patchy and context-dependent. We welcome BBC Media Action's organisational commitment to strengthen its pursuit of 'lasting change' over the coming years and to actively interrogate the quality and durability of partnerships.

Global Grant partnerships are critical to BBC Media Action's ability to deliver impact and to ensure that there is lasting change as a result of its activities. Partnerships fall into two main categories:

1. Capacity-building partnerships in which BBC Media Action provides training, mentoring, equipment and production support which strengthens capacity of media, community-based organisations and government departments, and delivers programme outputs. In 2012-13, 84 such partnerships were formed or continued, against a target of 69.
2. Partnerships with broadcasters, mobile phone companies, large corporates and civil society organisations, which increase reach, improve cost-effectiveness and enhance quality of outputs. BBC Media Action benefits, of course, from its close relationship with the BBC World Service and a number of programmes are aired on the language services of the BBC, for example in Afghanistan, Nigeria, Tanzania, Kenya, Bangladesh, Nepal, Burma and the Arab-speaking world.

BBC Media Action has committed itself to supporting media and communications organisations in the Global Grant countries to sustain lasting change⁴² in the areas of governance, health and resilience: *"We believe that if lasting change in these areas is to be supported it is important that media and communication organisations in the countries in which we work are able to play an on-going role in meeting public needs. Our capacity strengthening and media development work aims to support this."* (Towards Lasting Change, BBC Media Action internal paper, December 2013 p.5) BBC Media Action defines its capacity-building work as follows: *"Capacity strengthening partnerships are enduring, meaningful and collaborative relationships through which we seek to respond to the capacity needs of partner organisations"* (p.3)... and 'sustainability' as follows: *"the continuation of governance or development impact beyond the lifetime of a donor-funded project"* (p.4).

Multiple and rigorous criteria are used to select media partners with a view to forming partnerships that will be capable of reaching significant audiences and bringing about

42. The larger goal of 'lasting change' is defined by BBC Media Action as 'five linked ways in which we can help support sustainability and contribute to lasting change': (Towards Lasting Change, internal document, Dec 2013, p. 5-6).

- By supporting sustainable **changes in peoples' knowledge, attitudes, norms and behaviour;**
- By supporting the development and skills of individual **media and communication practitioners;**
- By supporting the development of **media and communication programming and activities** that continue beyond the lifetime of an individual project;
- By contributing to the sustainability of **media and communication organisations** that are committed and enabled to meet public needs in the long term;
- By supporting media **policy, legislation and regulation** that enables media that meets public needs.

individual and social change during the lifetime of the Global Grant as well as meeting public information needs in the future.

But challenges include low levels of literacy, technical and editorial skills, limited organisational capacity and financial resources to implement new knowledge and practices, and lack of commitment from both trainees and their managers. In the 2013 review carried out of its capacity strengthening work, funding was cited as the biggest threat to BBC Media Action’s partners’ capacity to carry on project goals after the project ends. Only 24% of BBC Media Action’s partners were found to have received support in the area. BBC Media Action concedes that its *“Value of Airtime training is seen by some as too short-term, too advertising-focused and too generic. We need to develop a strategy for strengthening our work in this area.”*

James Deane, BBC Media Action says *“We are much stronger on capacity strengthening as a result of the Global Grant. It has enabled us to think more long term and start to evaluate our capacity strengthening work. [Previously] we did not have a great track record because of the project-based nature of our funding.”* We find that BBC Media Action country teams are working very hard to overcome these challenges and other weaknesses it has identified in their partnership work with context-specific responses and support tailored to partners’ needs.

The change that is expected in partners is meant to be *“rooted in an institutional agreement between BBC Media Action and the partner, and work towards agreed strategic goals over the duration of a project.”* In principle, *“capacity strengthening partnerships are periodically re-evaluated to make sure support is relevant and beneficial”* (p.3). Although we have not been able to verify that these agreements exist and are reviewed regularly in every case, we are certain that they do exist in the Global Grant countries we have visited (i.e. Kenya, Bangladesh, Nigeria, Sierra Leone, Angola, Tanzania and Burma) and we have good evidence that there are real partnerships in all the Global Grant countries.

There are two explicit 'capacity-building output indicators' in the log-frame, for Governance and Health, which just require a certain number of partnerships to be achieved and do not have a qualitative dimension, as follows:

Output indicator	Milestone 2013	Achieved 2013
Governance: “Number of capacity-building partnerships established with local media and CSOs working on accountability and participation”	55	64
Health: “Number of capacity-building partnerships with government, CSOs or local media”	14	20

Furthermore there are several other indicators, notably under Resilience which imply (and indeed involve) capacity-building partnerships, these are: “Number of emergency preparedness plans developed which prioritise the communications needs of populations affected by shocks and/or stresses in their environment” (4 plans achieved against a milestone of 4 for 2013) and “Research and evidence-based strategies enable influencers and vulnerable communities to take informed action on climatic impacts” for which there is already evidence of strategy uptake in at least 2 countries (which is the milestone in 2014).

So, in terms of numbers, BBC Media Action is certainly on track with its capacity-building partnerships. The challenge is being able to tell what the quality of these partnerships is and whether these partnerships will result in lasting change. The successes and challenges are very context-dependent. For example, in Nepal, BBC Media Action admits *“it’s very tough to help sustain radio partners to be financially viable in the long-term. It’s an overcrowded market with 270 local stations – though we do ‘value for airtime’ training and build stations’ internal capacity, not everyone will survive”* – Mona Laczo, Country Director, BBC Media Action, Nepal. On the other hand, still in Nepal, there has been some nice examples of radio stations sustaining radio programmes they were trained to do, beyond the period of BBC Media Action support: one partner radio station has secured its own funding to do a discussion programme of its own along the lines of *Saja Sawhal*.

In many other places, for instance, in the OPT there are clear signs of success: sources at PBC have said *“We were the most marginalised team because we were young. Now after working with BBC Media Action we are the most envied. We never thought we would be allowed to talk freely even ...criticising the Palestinian Authority... BBC influence has made a difference.”* Walid Batrawi, BBC Media Action Country Director, quoting PBC.

In Afghanistan, BBC Media Action’s partnership is with the state-owned broadcaster Radio Television Afghanistan (RTA). According to Khwaja Naqib, RTA’s Senior Cameraman, *“We have never produced anything at the level of Open Jirga before. It is a very demanding programme but [it] sets new standards”*. The deputy director general at RTA has mentioned that the way in which the programme can attract cabinet members onto its panel is particularly valuable, *“When we ask them they politely decline our request but when you [the BBC] ask them, they come”*. According to BBC Media Action *“Together with our colleagues at RTA we aim to develop a culture where “they come” when asked directly by RTA”*. (Quoted by BBC Media Action in its internal paper, *Towards Lasting Change*, December 2013).

We note and welcome the fact that BBC Media Action is carrying out rigorous internal assessments of the quality and sustainability of its partnerships (something that would be desirable but impossible for us to do, as part-time assessors). Meanwhile, we can only comment with any certainty about the partnerships and prospects for sustainability we have observed directly, in the field.

The following paragraphs contain some stories of capacity-building impact and our assessments from field trips to Bangladesh, Burma, Kenya and Nigeria.

Sustainability issues in Bangladesh: With the production of *Sanglap* (current affairs TV debate show) it is clear that BBC World Service (BBC Bangla) leads this editorially so there is a good partnership there, but a weaker partnership than would be desirable with the local TV company that carries it, Channel i. The sustainability of *Sanglap* in terms of durability of the programme itself beyond the Global Grant is therefore questionable. However, we concur with the following observation by Richard Butterworth, DFID’s Team Leader on Governance, who said: *“It [Sanglap] started a trend and had a knock-on effect on other talk shows”*⁴³. This ‘emulation effect’ is very important and an indicator of lasting impact.

Another good sign in Bangladesh is that a new factual programme on health, which is going out on TV as a companion piece to the reproductive health drama, *Ujan Gangar Naiya*, is being done in partnership with the state broadcaster, BTV, who have recently appointed a new director and who seem increasingly willing to have a training

⁴³ Interview with Mary Myers, iMedia, February 2014.

partnership. *"I do expect to see shifts in the way BTV is going to do programming in future, e.g. on magazine programmes and approaching audience research"* Kathryn Tomlinson, Regional Director Asia, BBC Media Action. The resilience show *Amrai Pari* is entirely produced by BBC Media Action, so again, it is unlikely that this would be maintained without outside funding, but there are other signs of sustainability: *"we are working with a group of NGOs in Bangladesh to increase their uptake of the materials about climate change adaptation we've produced and we're using the communications toolkit with NGOs to foster partnerships... and to get these climate change NGOs to shift to using skills to communicate with their own audiences."* – Kathryn Tomlinson.

Sustainability in Burma: BBC Media Action is treading a delicate path in its governance work in Burma. It is effectively working with the government by partnering with the state broadcaster MRTV, in support of some embryonic moves towards becoming a public service broadcaster. There are no guarantees that the regime is fully committed to the planned transition and BBC Media Action has appropriately modest expectations of what it can achieve. It has focused so far on training and mentoring of MRTV staff (many of whom had only a rudimentary understanding of journalism) in basic public service values, reforming the approach to news-gathering, and supporting three new programmes.

Trainees believe that their skills and knowledge have increased, but some spoke of restrictions on what issues they can cover and the limitations on what BBC Media Action can do to address such 'higher level' problems. However the new programmes have been appreciated and some positive changes noted.

Michael Pan, Project Director at Internews: *"I can detect the influence of BBC Media Action in the international and domestic news: when I was asked by MRTV to judge the press reporting awards I watched a lot of news output and saw that they were including more voices and vox pops"*. Glen Swanson, Country Director of IMS, says BBC Media Action is a strong partner (for MRTV) and has perceived *"tremendous change"* in MRTV as a result of BBC training and IMS work. *"Taking baby steps but overall trend is up."*

The 'Current Affairs' TV programme is highly innovative for Burma: produced in Yangon, it combines reports that include ordinary people's voices with expert-led studio discussions involving guests from both government and non-government agencies. 'Lively News' uses a Radio Five-style format: in a sign of lasting change, according to MRTV's Head of Radio Newsroom, *"everyone wants to emulate its relative informality and style of delivery."* One motivation for choosing the format was to compete with the emerging FM stations which are more entertainment and music based, according to U Zeyar, Director-General, Radio.

Key to the changes made within MRTV was the presence for a year of an embedded BBC Media Action trainer and mentor at the headquarters near Napyidaw. When he left and there was no longer the same intensity of support to the teams producing the new programmes, slippage in editorial quality was noted. Steps are being taken to address this, and also to partner with other broadcasters – most likely the so-called 'exile media' - to carry accountability programming in the run up to the elections.

DFID Governance Advisor, Peter McDermott said that changes had been perceived in MRTV but that it was not clear progress would be sustainable as *"there is a risk that political space may reduce in the run up to elections"*. He suggested that BBC Media Action should *"act optimistically but have contingency plans and be ready to take opportunities"*.

In this context the lasting changes are likely be somewhat narrow in scope and greater ambitions will have to be put on hold for at least a year. Media practitioners' understanding of PSB and skills have been enhanced but their ability to put them into practice is highly dependent on their political masters and on continued editorial and technical support. However MRTV managers say they are keen to maintain the relationship with BBC Media Action and the imperative to stay competitive, as much as any commitment to PSB, may drive change in future.

Sustainability issues in Kenya and Nigeria: These are the only two countries in Africa where BBC Media Action is actually making programmes on its own without co-production partnerships with local media companies or national broadcasters. (In Sierra Leone, South Sudan, Tanzania and Ethiopia a co-production model is being followed which, in contrast to Kenya and Nigeria, involves helping local media outlets make their own programmes.) Again, the issue of sustaining relatively costly media productions like *Sema Kenya* (TV governance debates, Kenya) and *Story Story* (radio governance serial drama, Nigeria) is in question: as BBC Media Action concedes "*The resources and skills required to produce a drama of the quality of Story, Story, mean that in reality it is unlikely to be replicable in the Nigerian media market*"⁴⁴. However, we are satisfied that these productions are currently making a distinct contribution in the prevailing political context. But as we have said elsewhere in this report, the existence of these and similar programmes elsewhere should be justified on grounds of being unique or having an 'emulation effect' and/or, indeed, because there is a concerted effort to build local capacity around them.

On the issue of training in Nigeria among partner radio stations, some of the partnerships were called into question by iMedia following a monitoring trip by Mary Myers to Lagos in May 2014. We observed that in some instances management and editors prevent reporters from utilising their new skills by failing to provide resources – money for phone calls, transport – or the necessary time and equipment required. Challenging programming can be blocked because of political or economic pressures that the editors themselves face.

However, we were satisfied with the response from BBC Media Action of which an extract follows: "*the team regularly assesses the value of investing in this kind of training. It is a fine judgment, but on balance we believe it is right at this time...Across all projects, including Global Grant, we have instituted "Master Classes" that target owners and senior managers to show them, in terms that will appeal to them, the value of independent higher quality programming for their stations ... With funding from the Global Grant, we have so far held master classes with over 100 media professionals from all our six focal states... we have adjusted the training approach in subsequent states so that we also include a session with middle-managers...We have also adapted the equipment package we provide to partner stations in response to direct feedback.*"

BBC Media Action conclude: "*We remain flexible in our attempts to meet the needs of partner stations and are cautiously optimistic that these evolving approaches will go some way to overcoming the obstacles to the long-term implementation of our capacity-strengthening efforts to date.*"⁴⁵

We would assert that, in the context of the Global Grant, BBC Media Action has a bigger responsibility than other communication for development NGOs, therefore it is not

⁴⁴ BBC Media Action, Response to Mary Myers' report, Nigeria, internal report, 12.8.14.

⁴⁵ Ibid: 12.8.14. p.1-2

enough just to be producing programmes with the sole aim of audience behaviour-change; there has to be a value added aiming for some form of sustainability. In all the countries we have examined in detail, BBC Media Action is currently fulfilling this added value.

9 Lessons Learned

We are satisfied that BBC Media Action is a learning organisation and that the Global Grant has enabled it to learn and apply lessons systematically. Perhaps the biggest lesson BBC Media Action has learned is that it was too ambitious at the outset of the Global Grant. However, there have not been any major difficulties or rethinks relating to the Global Grant so far. Where adjustments have been necessary (mostly due to in-country circumstances beyond BBC Media Action's control) they have been acknowledged openly and dealt with speedily.

As assessors, iMedia has made a set of quite specific and relatively small recommendations at each Annual Review so far (2012 and 2013) and we will do so again in October/November 2014, based on this year's operations. Given that this is a Mid-Term Review this is not the place to enumerate all the recommendations and BBC Media Action's responses to date⁴⁶. BBC Media Action has dealt with almost all of them comprehensively and to our satisfaction. The following sections pick up on what we judge to be the most significant lessons learned so far and are organised by country/global issues.

GLOBAL: The initial injection of financial resources of the Global Grant brought about a step-change in the organisation, with rapid growth of staff and programming and many new partnerships. With that went a certain enthusiasm for taking on many and various new projects and challenges which, in some cases and countries, proved not to be feasible. For example, a series of TV debates in Nigeria on governance and a health show in Afghanistan were in the original design but decisions were taken not to pursue them because they would not have represented value for money. It is significant that the draft plans for a potential second phase, should a second global grant be funded, are to cover fewer countries.

GLOBAL: Another lesson the Global Grant has brought home to BBC Media Action is that, despite this initial enthusiasm, it is clearly not possible to change the media landscape in any given country quickly just by showcasing good practice in programming. *"Probably the best approach is co-production"* – Kathryn Tomlinson, Regional Head, Asia, BBC Media Action.

Global: Further, BBC Media Action have learned that due to their reputation and quality products their 'services' in terms of training and human and technical resources are in high demand, such that it has sometimes found it difficult to prioritise and to meet demand. This has been particularly true of the Resilience output (3), in which the Lifeline training has been very over-subscribed and demand for follow-up to the Climate Change research (Climate Asia) has also been overwhelming. The Climate Asia team have heeded iMedia's recommendation of taking the question of prioritisation seriously and they have a set criteria for potential partners. However they are still overwhelmed by the increasing demand for training on Lifeline programming in emergencies: *"It's a real question for us"* Jacqueline Dalton, Resilience team, BBC Media Action. The same can be said for its research expertise and, of course, its technical and editorial training in-country is also in high demand.

⁴⁶ <http://devtracker.dfid.gov.uk/projects/GB-1-202629/documents> Annual Reviews 2012 and 2013

GLOBAL (Resilience: Lifeline programming): BBC Media Action has also developed a better understanding of where resilience-related behaviours and practices are applicable to large populations at national and regional level, and where programming needs a localised approach. For example in Syria emergency broadcasts were prepared for refugees but, in addition to these it was acknowledged that audiences in these kinds of emergencies want very specific information, not something that mass media can readily cater for.

There have been many challenges at local level – the greatest probably being those related to conflict and political risk. Lessons learned in Burma, Nepal, Nigeria, South Sudan and Afghanistan stand out:

Burma: The pace of change within MRTV has slowed and is unlikely to pick up before the elections next year. During 2014 managerial and political interference has affected the scheduling of the Current Affairs TV programme, and although relations with MRTV remain cordial, senior managers mentioned these ‘cultural misunderstandings’. BBC Media Action has learned lessons from its experience of the Governance and Transparency Fund and is realistic about the process of engaging with the state broadcaster, especially in such a hitherto closed society. The risk to the Global Grant, acknowledged by the team in Yangon, is that the editorial values of MRTV programming which counts towards its governance reach figures could become compromised such that it can no longer be defined as governance programming. Measures are being taken to avoid this situation, in particular by reinvigorating the mentoring and training inputs of BBC Media Action to MRTV. **But this situation must be kept under close review in the coming months.**

Nepal: BBC Media Action acknowledges that there needs to be more engagement with DFID in Nepal. Both parties have said they would value a more structured relationship and BBC Media Action is pursuing this through building personal contacts and building on the trust that DFID already has in the main TV programme produced: *Sajha Sawal*. Now there is a more permanent country director (Mona Laczó is now committed for five years) and the country office is on a much sounder footing.

South Sudan: the conflict and other logistical challenges have been severe meaning that BBC Media Action's research plans here proved too ambitious in this context. Doing anything at scale has been found to be *‘too expensive and a logistical nightmare’* – Georgina Page, BBC Media Action, South Sudan. Doing a longitudinal panel has replaced the idea of doing the mid and endline surveys that were originally planned; the research design is now much smaller. For South Sudan, there is a lot of uncertainty about the future: *‘We’re not expecting an improvement in security. It’s a small population and difficult to reach large numbers of people, and it’s a particularly challenging environment with such low capacity partners.’* David Prosser, Head of Programmes, Global, BBC Media Action.

Afghanistan: political realities have dictated that BBC Media Action has had to be less ambitious than it would have liked in terms of handover to the local national broadcaster: *“We still have to lead ‘Open Jirga’ editorially and there is less scope for capacity building with RTA than BBC MA would have liked”* – Kathryn Tomlinson, Regional Director, Asia, BBC Media Action.

10 Value for Money

We judge BBC Media Action's performance on value for money to be **very good**. We find that the organisation has effectively leveraged its experience, size, reputation, brand name and relationship with the wider BBC to procure resources economically and use them efficiently. A high awareness of financial responsibility exists in the country offices as well as at headquarters. The effectiveness of the organisation is apparent in the way in which BBC Media Action has over-achieved on many of its targets at global and country in terms of programmes, policy and research, partnerships and reach. It has striven to be inclusive with for example women making up 43% of broadcast audiences and youth making 55% of studio audiences, and with efforts to reach those not usually prioritised in media programmes. Economic appraisal shows that cost per output figures are in line with the business case provisions. The aggregation of funding into one grant continues to deliver significant savings to DFID over the cost of implementing separate grants.

We have examined evidence to make our judgement on value for money largely on the basis of information presented by BBC Media Action at the two Annual Reviews 2012 and 2013. We are satisfied that the organisation is aware of its responsibility to deliver value for money and is striving to do this across all areas of operation. Below we consider briefly performance on the '3Es' – Economy, Efficiency and Effectiveness plus equity considerations, as well as on cost-effectiveness (the key Value for Money measure in the Business Case), and in terms of the Commercial Drive for Value. Available data largely relates to the first two years of the grant, but where appropriate we refer to more recent information.

At its outset the Global Grant consolidated DFID's existing direct support, worth £9 million, to BBC Media Action (under its former name BBC World Service Trust) and added nearly £81 million of new money, bringing it into one accountable funding mechanism. This approach was intended to support the scale up of reach and impact through achieving economies of scale, and at the same time reducing transaction costs for both parties. The business case stipulated that no more than 40% of BBC Media Action's funding should be sourced directly from DFID at any one time⁴⁷: it was agreed with DFID that in practice this restriction could apply over the lifetime of the grant, not on a year by year basis, to permit greater flexibility. The ratio is monitored regularly and helps to drive BBC Media Action's business development decisions. There is no intention to exceed the overall funding envelope of £89.8 million over the lifetime of the grant. The commitment of £30 million beyond March 2015 has to be formally approved by HM Treasury.

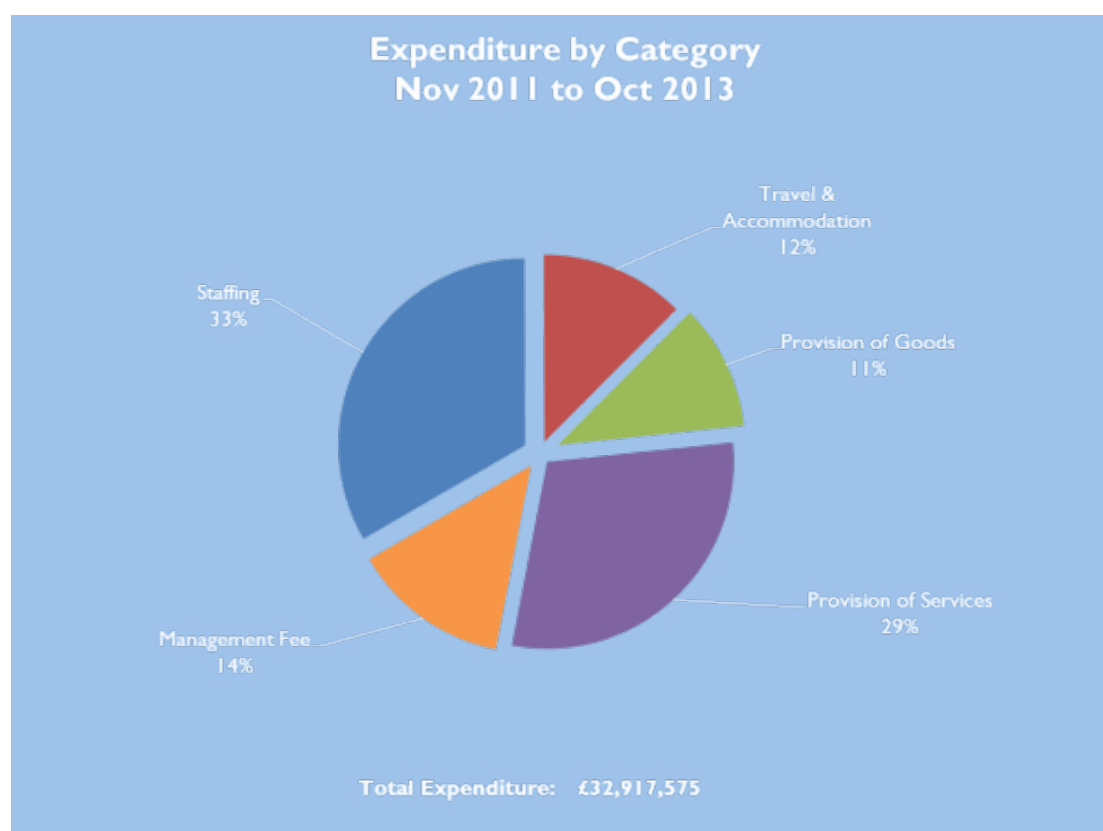
10.1 Economy

In both 2012 and 2013 BBC Media Action presented substantial evidence to demonstrate its commitment to seeking economy across all areas of operation:

⁴⁷ see <http://devtracker.dfid.gov.uk/projects/GB-1-202629/documents> Business Case and Summary, p.15

Cost driver monitoring: total expenditure for the period November 2011-October 2013 was £34,337,000⁴⁸ of which 33% was spent on staff costs, the largest component of expenditure. Average UK staff costs are comparable to DFID administrative staff day rates at £238. Country staff salaries are routinely benchmarked against industry standards. No mark up is charged on BBC World Service staff costs. In an organisation of this size and which has been expanding rapidly, staff recruitment is a constant activity. At senior echelons contract terms are reasonably lengthy and a high level of retention appears to be providing leadership, continuity and institutional memory. Recruitment policies appear clear and the organisation attracts high quality and committed candidates. **We would like in future to understand more about the reasons for and costs of recruitment relating to positions which appear to change relatively frequently, including Country Directors and Research Managers and Officers.**

Economy measures are carried into other areas. Travel and accommodation forms 12% of spending. Economy class flights are used for international travel, and domestic journeys are normally made using cheaper alternatives such as buses, unless safety and time considerations indicate otherwise. Provision of goods and services constitute 11% and 29% of spend respectively, and the balance is taken up by the management fee (14%) which covers items such as senior management and governance, legal services, high risk advice, head office costs and IT. At 14% we have noted in Annual Reviews that this at the upper end of what DFID normally allows: we recognise that the Global Grant entails significant coordination and backstopping to harmonise all aspects of its work – the benefits of this support are outlined in the Effectiveness section.



⁴⁸ Included estimate for October 2013 expenditure

Monitoring production costs. We asked to see comparative figures for some of the project's flagship programmes: BBC Media Action reported on per edition costs for the period April-August 2013. These include direct staff time, travel, cost of goods and services, security, audience recruitment, marketing and production overheads. A comparison of key cost drivers show that in Afghanistan security costs for *Open Jirga* are relatively high, whereas in Kenya travel absorbs a third of the budget because *Sema Kenya* is produced in locations all over the country. In Bangladesh the services budget line for *Sanglap* is high (50%) because logistics, lighting and sound are hired in rather than purchased, but overall costs are lower which is consistent with the generally lower cost of living. **Both BBC Media Action staff and external commentators in country have mentioned that this level of resources is rarely if ever available to local and national broadcasters, hence our concern expressed earlier about the need to continually review the relevance of these high cost productions.**

Bangladesh (Sanglap): £28,687	Kenya (Sema Kenya) £36,422	Afghanistan (Open Jirga): £37,986
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Soliciting corporate support, mainly via gifts in kind of goods and services. E.g. Etihad airways donated free flights which facilitated a team meeting for the whole Research and Learning term in Abu Dhabi in July 2013, and again in 2014. Deloitte provided £200,000 worth of consultancy inputs around organisational change and development of tools and working methods to improve efficiency.

Cost sharing at country level where overheads are split between more than one project and donor: new business development is likely to result in further economies of scale in future. We note that only two new offices were set up as a result of the Global Grant: all other countries had an existing office. BBC Media Action also benefits from access to preferential rates on equipment and software purchases that have been negotiated by the BBC itself.

Value of free airtime. Generally BBC Media Action does not pay for airtime, except for short format programmes such as health PSAs in India. It estimated in October 2013 that the free airtime it had received from its partners was worth £3.4 million. This figure was calculated using best available evidence - mainly based on partner rate cards and includes transmission costs waived by both capacity-building and rebroadcast partners. It does not include the value of BBC World Service broadcasts which deliver a significant proportion of audiences.

Financial risk management is awarded high importance and the capacity of BBC Media Action to assure probity was strengthened in 2013 by the appointment of an Assurance and Risk Manager as well as an Auditor. They perform an independent function in advising, identifying risks, evaluating and improving effectiveness of internal controls. They report to the head of the Finance and Audit sub-committee of the Trust, which is headed by a Chair who is external to the BBC.

Country level finance management is constantly being upgraded and improved by taking measures such as separation of functions within offices, and introducing stricter procurement and sign off procedures.

We are satisfied that BBC Media Action has taken quick, decisive and appropriate action on two occasions when possible fraud was identified, including notifying DFID.

10.2 Efficiency

BBC Media Action has reported on efficiency measures taken across the organisation and the Global Grant, a number of which have been introduced as a result of the pro-bono work donated by Deloitte. They include:

- New standardised monthly management reporting systems and tools
- New standardised project finance reporting templates and summaries
- New knowledge management and records management shared drives for ease of searching and accessing information
- Procurement procedures using pre-approved suppliers and guidance for obtaining quotes which pertain to country level as well as headquarters

Some efficiency aspects have been observed and interrogated at country level and overall the evidence suggests that despite operational challenges in many countries programme management is proactive in mitigating and minimising the impact of these problems wherever possible.

The demands made by the Global Grant research requirements, particularly the need for rigorous sampling approaches and standardization of methods and tools, have stretched both the in-country research teams and contractors. UK based personnel have worked hard to support and guide survey design and data collection in country and this approach has been formalized this by assigning all Global Grant countries to the highest level of support 'Integrity' offered by the Research and Learning team at headquarters. The appointment of a Quantitative Research Manager has strengthened capacity for conducting large-scale quantitative surveys.

We believe that one of the most visible areas of efficiency lies in the appointment of excellent thematic and production specialists at headquarters to support country programmes and facilitate organisation-wide approaches and learning. The support provided by the policy and advisory team, the research and learning team and the editorial development team, enables BBC Media Action projects to build on good practice, deliver at scale and to a high quality, whilst continually assessing performance. **We welcome the measures being taken to ensure that consistent and predictable standards of practice extend to external trainers and mentors.**

10.3 Effectiveness

The overall output score of the Global Grant has exceeded expectations in both Annual Reviews undertaken to date: moderately in 2012 when it scored A+ and substantially in 2013, scoring an A++.

We believe that this is due in large part to the way the Global Grant has used outputs effectively. By allocating funds within the overall funding envelope in order, for example, to maximise the opportunities that have opened up in Burma, to deliver election-related programming in countries such as Sierra Leone and Pakistan, and by delivering more outputs than planned within individual country budgets such as in Afghanistan. The

annual targets for numbers of governance programmes have been exceeded in almost every country and overall have greatly exceeded planned episodes.

Progress in 2013 was exceptional due to a number of factors. Audience figures were given a boost by the roll out and continuation of several highly popular and good quality governance programmes including election-specific programmes. Higher than expected results for numbers of capacity-building partnerships and for policy engagement can also partly be explained by the steep rate of growth in staff numbers and country teams in the second year of the grant, which is reflected in the doubling of the rate of expenditure (from approximately £11.5 million to £34.5 million).

Research activities appear to be delivering on their aims to inform, evaluate and generate evidence. A number of decisions to change or delay research and measurement activities have been made on the basis of delivering value for money. Findings are being used to change programming content and strategies, as in South Sudan where the importance of local languages has been recognised and in Ethiopia where the lack of access to radio by women is being addressed through developing content that appeals to men and encourages them to listen with their wives.

10.4 Equity

The efforts being made to ensure inclusiveness in every aspect of the Global Grant are described in the Equity section of this report. Programming addresses the needs of women, girls and other marginalised groups, such as rural populations and the disabled. 16% of Global Grant funds were used to support freer and fairer elections in Bangladesh, Kenya, Sierra Leone and Pakistan in reporting year 2012-13. Where possible broadcast partners, including BBC World Service, are selected to maximise reach and coverage, and traditional media is supplemented with other means and mechanisms of communication such as in-flight entertainment⁴⁹ video, Youtube and mobile phone, to expand access and enhance audience engagement.

10.5 Cost-effectiveness

In the Business Case, cost-effectiveness analysis was performed at output, outcome and impact level in order to arrive at expected cost per person reached by programming, cost per person whose reported increased knowledge of key governance, health and resilience issues, and cost per person who reported behaviour or social norm change. The reach cost of £0.45 was benchmarked against the closest comparators that could be found at the time and found to be lower than costs of audience member regularly reached by public service broadcasters such as Deutsche Welle and Voice of America⁵⁰. The benefits afforded through capacity building of partners are additional since they are not factored into the cost-effectiveness calculations.

In both 2012 and 2013 value for money calculations were provided by BBC Media Action and explained in the Annual Review templates and narrative reports using available data. This provided an economic appraisal of the Global Grant, in addition to the value

⁴⁹ Under the partnership with Etihad, BBC Media Action's Bangla health drama, Ujan Ganger Naiya is available for viewing on their flights.

⁵⁰ p. 40, Business Case

judgment that we make on the basis of the 3E's plus Equity information above. Progress has been good.

Value for money figures are calculated using figures for total programme expenditure over the period of the grant (for each thematic area) and actual indicator milestone achievements for each year. It should be noted that for reach, ever reached (in the past year) figures are used and not regularly reached.

10.5.1 Governance

The table below presents results that have been reported to date. The figure for average cost per person reached is low in comparison to the expectation over the whole period of the grant (but is in line with annual predictions). They will rise over time to the level predicted in the right hand column because total reach figures each year are cumulative – meaning that when audiences are counted many of the same people will be reached by programming year on year, in addition to expansion to new audiences.

The result for VFM of knowledge was particularly good (41p compared to the figure of 89p predicted for Year 5 of the grant) because the percentage and therefore absolute number of people saying their knowledge had increased was much higher than anticipated at 77% compared to an expected 21%.

At the level of individual countries those with the smallest populations generally achieve lowest reach and thus cost per capita was higher than the average in Sierra Leone and the Palestinian Territories. Kenya's per capita cost in 2013 was also relatively high due the cost of taking the Sema Kenya programme to all parts of the country, and because reach was lower than planned (5.7 million compared to 9.6 million).

Governance Indicator	Business case	2012	2013	Revised VFM⁵¹
OUTPUT/Reach: Number of people reached with public dialogue and accountability-focused media programmes	0.49	0.15	0.20	0.41
OUTCOME/Increased knowledge: Number of people who report improved understanding about key governance or conflict relevant issues as a result of the intervention	0.89	n/a	0.41	0.63
IMPACT/Norm Change: Number of people reached through factual programming who strongly agree the intervention plays a role in holding their government to account.	1.54	n/a	1.43/0.47 ⁵²	1.51

⁵¹ Programmatic changes have redistributed resources away from health to governance with implications for the Value for Money calculations shown here. The overall calculation of £0.45 per person reached remains unchanged but governance cost has gone down as reach targets have increased. This increase in reach target and a proposed increase in the percentage target for increases in knowledge (from 50% to 65%) results in a significantly lower cost per outcome. At impact level, the change is smaller because the revised percentage target was reduced from 40% to 27%.

⁵² £1.43 is the average cost per person who strongly agreed government is held to account. £0.47 is the average cost per person who agreed (agree plus strongly) government is held to account.

10.5.2 Health

As discussed in the Effectiveness section, results for health only came on stream in 2013, and the data on outcome and impact indicators was for India only so VFM calculations have not been performed at that level. However, reach cost is on track especially given that audiences for the Bangladesh health programmes will be reflected in future calculations.

Health Indicator	Cost per result	2012	2013	Revised VFM⁵³
OUTPUT/Reach: Number of people reached in target populations	0.41	n/a	0.43	0.50
OUTCOME/Increased knowledge: Number of people in key target populations who report their knowledge on priority health issues has increased as a result of the intervention	1.01	n/a	n/a	1.24
IMPACT/Behavioural change: Number of people in key target audiences reporting healthier behaviours and/or supportive social norms (in defined MCNH areas) as a result of the intervention	2.78	n/a	n/a	3.30

10.5.3 Resilience

As noted elsewhere in the report, so far there no data is available for resilience reach, knowledge and behaviour change due to programming only recently going on air. Indicative results will be presented at the Annual Review 2014.

Resilience Indicator	Cost per result	Revised VFM⁵⁴
OUTPUT/Reach: Number of people reached in target populations	0.41	0.40
OUTCOME/Increased knowledge: Number of people who report improved understanding of resilience issues as a result of the intervention	2.07	0.99
IMPACT/Behavioural change: Number of people who report their resilience to shocks and/or stresses in their environment has improved as a result of the intervention	-	2.65

10.6 Commercial Improvement

The original DFID Business Case estimated that total administration cost (discounted at 10%) for this global grant would be £78,991 over the five year time period compared to £438,269 for the separate grants option (Business Case, p. 18) resulting in a putative saving of £359,278.

⁵³ The cost for health has increased due to reduced reach targets and the percentages for outcome and impact remaining the same.

⁵⁴ VFM targets were only set for resilience reach in the Business case. Outcome and impact costs were submitted at the mid-year meeting in March 2014 after programmatic changes and new reach targets had been agreed with DFID.

Data generated for Annual Reviews 2012 and 2013 support the assumption of major cost-savings, although the actual costs have been higher than anticipated. To date, costs without discounting for the two reporting years, amount to £105,623. This has been offset to some degree by the higher number of grants that have been effectively rolled into the Global Grant than the 11 used in the original calculations - 13 in 2011-12 and 17 in 2012-13, and the inclusion of advisory days in the calculation of the cost of separate grants. Savings made by using a single funding mechanism amount to nearly £300,000 so far (without discounting) compared to the costs of administering and advising on multiple separate grants.

DFID cost-savings calculations (without discounting)		Reporting year 2011/12 £	Reporting year 2012/ 13 £
Global Grant	Expected cost	31,466	16,832
	Actual cost (A)	73,981	31,642
Separate Grants	Estimated cost of 11 grants	221,695	78,325
	Revised estimate (B)	262,140	135,915
Cost-saving	Expected savings	190,229	61,493
	Actual savings (B-A)	188,159	104,273

Figures for 2012-13 are based on data gathered about DFID staff days actually expended on administration and advisory in Year 2 and is therefore likely to be more accurate than the previous year although data was not returned by all countries. Engagement levels vary but are generally good and improving as reported in the Relevance section.

11 Recommendations

We have a small number of key recommendations to make at this stage:

1. To promote value for money and sustainability, BBC Media Action must continue to regularly review the relevance of the approaches it takes at country level and especially the relatively expensive flagship governance programmes it is producing in a number of countries. Criteria to be met to justify continued production could include one or more of the following: a) it performs a unique role in the local political context and the local marketplace; b) it is having an 'emulation effect'; and/or c) there is a concerted effort to build local capacity around it to produce programming with a similar effect in future.
2. BBC Media Action's Research and Learning team needs to be (even) clearer about what data it has and does not have. Language must be used carefully and claims must not be made too strongly about on what they can infer from their data. It would be helpful if research reports were as succinct as possible and a consistent approach is taken to presenting results from different outputs.
3. BBC Media Action needs to continue thinking strategically about the reach and visibility of its research, evidence and policy work, and its positioning in relation to key debates. The selection of dissemination formats should prioritise those that will increase the appeal and resonance of data and analysis with both wider and more influential audiences, especially policy-makers.
4. BBC Media Action has committed to implementing several of its internal recommendations to strengthen capacity-building and sustainability, including to 'invest in the development of shared BBC Media Action training materials and tools'. If done under the Global Grant, we welcome and will be monitoring this, with special attention to gender and equity issues.

Looking ahead:

5. DFID should decide on the scope and nature of the final evaluation of this Global Grant, taking into account the extensive research and evaluation function performed by BBC Media Action under the terms of the grant, and the relatively close scrutiny provided by iMedia under its oversight function. A key consideration is whether an external evaluation is needed to generate a broader counterfactual.
6. Within the framework of a potential Global Grant 2 DFID and BBC Media Action should consider having an unallocated budget line which could be made available on an 'as needed' basis at country level. This would serve as a drawdown facility by DFID country-level offices for BBC Media Action's services for small projects complementary to the Global Grant (but excluding humanitarian response in order not to conflict with CHASE objectives).