

Ex Post-Evaluation Brief Indonesia: Radio Network Development, Phase 2



Programme/Client	Radio Network Development, Phase 2, BMZ no. 2002 65 223	
Programme executing agency	An Indonesian broadcasting company	
Year of sample/ex post evaluation report: 2012*/2012		
	Appraisal (planned)	Ex post-evaluation (actual)
Investment costs (total)	EUR 16.86 million	EUR 16.56 million
Counterpart contribution (company)	EUR 1.86 million	EUR 1.80 million
Funding, of which budget funds (BMZ)	EUR 15.00 million EUR 7.50 million	EUR 14.76 million EUR 7.50 million

* random sample

Project description: The programme was designed to improve access to information, especially on regional issues, and including on remote islands, in the relevant languages of Indonesia. It included modernisation and expansion of the public radio network, involving the installation of modern VHF transmitters to broadcast the regional channel “Regional 1”. The project encompassed the supply, installation and commissioning of VHF transmitters at a total of 138 sites, satellite transmitters and receivers at 159 sites, spare parts, as well as consultancy support for project implementation and for designing and operationalising an operation and maintenance system.

Objective: Overall objective: Help improve the population’s access to information suited to improving their life situation. Project objective: Expand and modernise the broadcasting company’s transmission network so that the radio channel “Regional 1” can be delivered to the population of Indonesia appropriately, from 2003 onward.

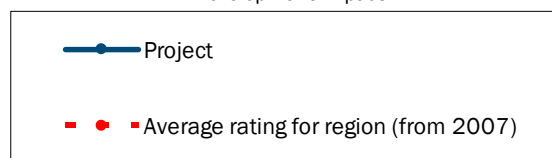
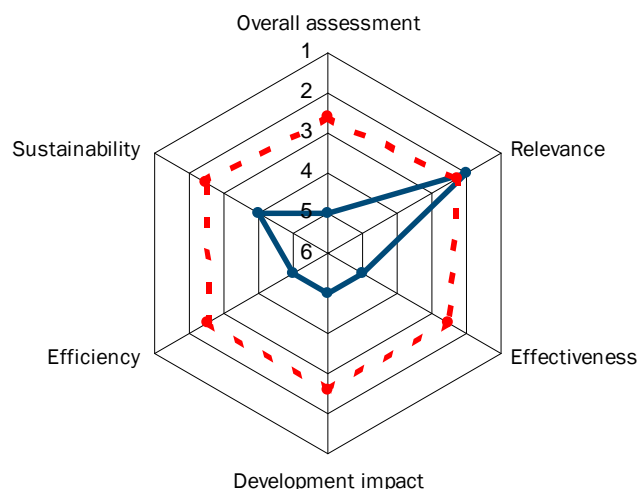
Target group: The population of Indonesia, especially in rural regions and provinces, who have access to a radio (1998: 105 million).

Overall rating: 5

Of note: The failure of the programme is due largely to the following factors:

- During programme implementation, no adequate solution was found to the problem of unreliable power supply at the project locations.
- The project did not succeed in establishing a working operation and maintenance system, as a result of which 76% of the installations are no longer operational.

Rating by DAC criteria



EVALUATION SUMMARY

Overall rating: This programme, which remains relevant today, delivered only relatively minor results (its effectiveness and impact were clearly inadequate), and the results it did achieve are unlikely to be sustainable. We therefore rate the overall results of this programme as clearly inadequate. **Rating: 5**

Relevance: Access to information, especially for the population in rural regions, has always been inadequate. This remains the case despite new media (the Internet, mobile telephones, TV etc.), because although these media are widespread in urban zones, this is not the case in rural regions.

When it was appraised, the programme evaluated here was integrated into Indonesia's long-term development plan (which was launched in 1978 and subsequently updated). The plan aimed to provide virtually the entire population with access to continuous VHF radio by 2003. Essentially this target remains valid today. However, it has not been updated since the programme was launched. This is no doubt due to the fact that a merger of the national TV and radio companies is currently being discussed, and the two institutions, which currently still exist, are operating in an unclear strategic environment. Nonetheless, the importance of broadcasting in general and the channel Regional 1 in particular remains high for rural areas, and especially for islands located far from urban centres. This view is also shared by World Bank and GIZ, and even though these two institutions are not directly engaged in broadcasting, they are involved in tsunami early warning (GIZ) and Internet dissemination (World Bank). The World Bank programme has now been completed. There is no follow-on programme.

The delivery of broadcasting services, and particularly Regional 1, remains important for poverty reduction because this channel includes a considerable proportion of general educational content, thus creating access to important information that the population can use to improve their own life situation.

The so-called "blank spot approach", which identifies locations that have hitherto not received adequate broadcasting services, remains relevant. However, in view of the growth in competition this would lead to a situation in which the project would tend to move into ever remoter areas.

The programme was not part of a BMZ priority area when it was appraised, nor is it today.

The original expectations with regard to the programme's relevance have therefore been confirmed, and this relevance remains in place.

We therefore rate the relevance of the project as high. Sub-Rating: 2

Effectiveness: The selected project objective is formulated with sufficient precision, as it clearly identifies the target group (the Indonesian population, provided that they have access to a radio). The same can be said of the project executing agency. The wording “Expand and modernise the transmission network for the channel Regional 1” too is sufficiently clear. The project objective also meets today’s required criteria. The indicators originally selected, i.e. appropriate population coverage (approx. 80%) and territorial coverage (around 15%) by channel Regional 1 on the VHF waveband by 2003 (figures to date have been 15% and 5% respectively) are basically suited to measuring the achievement of objectives. However, it was not possible to quantify these objectives either during the life of the project, at final review or on the occasion of the ex post evaluation. The same thing applies to the number of listeners. Therefore, since no precise data are available on the outcome the evaluation must refer exclusively to the level of outputs. During the ex post evaluation the consultant identified the following indicators for measuring the achievement of objectives:

1. The number of transmitter stations for the channel Regional 1 has increased by at least 250 since project appraisal; at least 50% of the new transmitter stations were funded through the FC measure. (Source: consultant’s final report)
2. At least 95% of the transmitter stations are operational three years after commissioning. (Source: operating statistics from the stations, projection based on statements from selected regional stations)
3. The transmitter stations financed broadcast the channel Regional 1. (Source: operating statistics from the stations, projection based on statements from selected regional stations)
4. The Independent Media Commission and independent media institutions in Indonesia consider Regional 1 to be an important channel for general education, especially of the rural population. (Source: listener survey conducted in 2007 plus semi-structured interviews with relevant stakeholders as part of the ex post evaluation).

The first indicator was achieved. Since 1998 the number of transmitter stations has been increased by 251; 138 of these were financed through the FC measure.

The second indicator was not achieved. The project executing agency did not present comprehensive statistics on this question. According to information provided by the project executing agency in Jakarta, however, between 10 and 40% of the stations are still operational. The visits to the project locations and (telephone) interviews conducted with five regional directorates revealed that a total of just eight out of 34 stations under the responsibility of these five regional directorates, i.e. approximately 24%, were still operational. When the ex post evaluation was being carried out, all the defective installations had been out of operation for at least two weeks, most of them significantly longer, and some of them for more than two years. These malfunctions were due to the unreliable power supply at these sites, inadequate operational monitoring, poor analysis of the causes of the problem, and insufficient procurement of spare parts. Although some of the (low-power) stations were

fitted with stabilisers in the course of the project, and a recommendation to do this at all stations was made at the final review, this was not sufficient to prevent a considerable deterioration in the situation after the final review had taken place. Stabilisers should have been installed earlier, and at all the stations. A further cause is the inadequate lightning protection at the stations.

The training in operation of the infrastructure conducted with support from the project consultant, the intensity of which was stepped up during project implementation due to the deficits in operation, did not achieve the desired result of ensuring sustainable operation. This was due not only to staff fluctuation within the project executing agency, but also to the lack of incentive structures to promote sustainable operation in conjunction with a corresponding operation and maintenance system.

Indicator number 3 was therefore also not achieved, since transmitter stations that are not working cannot broadcast the channel Regional 1. However, both the Independent Media Commission and journalists as well as an independent consultant to this day view Regional 1 as an important channel for general education, especially of the rural population (indicator 4 achieved).

In some areas positive unintended effects are evident, for instance when disaster early warning systems were being set up in the wake of the tsunami of 2004. During the immediate aftermath of the tsunami itself, radio communication played an important role in the organisation of aid measures and in the search for missing persons. The FC measure and the greater radio coverage it provided also extended the range of the early warning systems. Furthermore, lessons learned by the project executing agency demonstrate that radio plays an important role in conflict management and prevention.

The project did not generate any discernible negative effects. Without the project the (minor) positive effects of the project would not have occurred. This is especially true in rural regions, because modern communication systems (the Internet etc.) are still not available there at all locations.

Since the serviceability of the installations falls far short of expectations, and the achievement of the project objective is dependent on this, the positive unintended effects, which only occur if the installations are in service, unfortunately do not carry much weight. We therefore rate the effectiveness of the project as clearly inadequate. Sub-Rating: 5

Efficiency: There is no guarantee that the transmitter stations installed by the project will be used. The operation and monitoring system designed and co-financed through the project, which would facilitate systematic monitoring of the operational status of the installations, and guarantee sustainable operation (see "Sustainability" below), is not being used and applied by the project executing agency. Spare parts can only be procured with difficulty, i.e. there is no guaranteed funding of spare parts procurement.

The actual implementation period exceeded the 32 months initially scheduled by a significant margin. There were delays in agreeing on the mode of invitation to tender, considerable delays in the procurement of supplies and services, and further delays during implementation, such as the late provision of rooms by the project executing agency and initial logistical problems on the part of the supplier. The total duration of implementation was thus 81 months.

Given the low rate of transmitter stations still operational, the ratio of project costs to results achieved can only be classed as clearly inadequate. We therefore rate the efficiency of the project as clearly inadequate. Sub-Rating: 5

Overarching developmental impact: No indicators were defined for the achievement of the overall objective. The project executing agency's Regional 1 channel promoted by the project broadcast programmes conveying general educational content that is likely to increase the "population's access to information suited to improving their life situation" (overall objective). This is corroborated not only by the listener survey conducted in 2007, but also by the discussions held between the ex post evaluation mission and Indonesia's Independent Media Commission. The latter attributed a high level of quality to the channel. This was confirmed by the weekly channel listing for Regional 1 presented to the mission, and interviews with independent consultants in the media sector.

Contrary to the intended results, however, Regional 1 is reaching people in rural areas and remote zones only to a minor degree (see "Effectiveness" and "Efficiency" above). The channel can only be received in cities in the regions. There, however, the population usually have access to many other means of communications, and mostly use their radios in the car.

The project thus helped improve communication, and enable listeners (especially in rural regions) to obtain information, only to a minor extent. We therefore rate the achievement of the overall objective as clearly inadequate. Sub-Rating: 5

Sustainability: The sustainability of the project executing agency is beyond doubt. It is a government institution, even though the impacts of the planned merger of the agency with the public TV company planned for the medium term cannot yet be fully foreseen. Very probably, though, the structures of public radio will then also continue to exist (in a modified form) in the organisation created.

When the final review was conducted in December 2008, some 60 to 70% of the transmitter stations financed by the project were operational. When the ex post evaluation was conducted in 2012 the figure was considerably lower (approx. 24% of the evaluated installations). Within four years the transmitter stations financed by the project thus deteriorated

significantly, which does not permit a positive prognosis for the sustainability of the financed infrastructure.

Today a large number of the transmitter stations are out of operation due to inadequate maintenance, poor availability of spare parts and a lack of funds to procure them with. The risks identified at project appraisal have therefore materialised. The appraisal identified timely and professional maintenance of the infrastructure and the provision of domestic funds for their operation and maintenance, as major risks.

The fact that the recommendations of the final review mission have not been put into practice (see “Efficiency” above) also points in the same direction. It is therefore to be assumed that the installations that are currently operational will not be repaired either, should they go out of operation in the future.

Bearing this in mind, we rate the sustainability as inadequate. Sub-Rating: 4

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

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| 1 | Very good result that clearly exceeds expectations |
| 2 | Good result, fully in line with expectations and without any significant shortcomings |
| 3 | Satisfactory result – project falls short of expectations but the positive results dominate |
| 4 | Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results |
| 5 | Clearly inadequate result – despite some positive partial results, the negative results clearly dominate |
| 6 | The project has no impact or the situation has actually deteriorated |

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability) The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).