

**INTERNAL EVALUATION
OF THE
"MADAGASCAR JOURNALISM TRAINING PROGRAM"**

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Section I. Background

A. Inter-Agency Agreement and Program Purpose

On August 23, 1993, USAID/Madagascar and USIS/Madagascar signed an Inter-Agency-Agreement (IAA) for the Madagascar Journalism Training Program. The purpose of this program is to provide USAID/Madagascar funding to USIS/Madagascar to carry out a training program for Malagasy journalists in order to improve the quality and professionalism of their work, as well as to provide training to media managers in the management and marketing of press organs. The Malagasy press will thus better be able to function as a disseminator of information, fundamental in a democratic political and market-oriented economic environment. The total cost of this program was \$ 285,984 plus USIS monetary contributions (25% of the total costs), and various USIS in-kind contributions¹. This Madagascar Journalism Training Program was a one-year program which started on August 31, 1993, through September 30, 1994.

B. Summary of the Problems Faced by the Malagasy Press

► Lack of Training

● Journalism school in Madagascar was closed in 1973. Only a few journalists at *Midi Madagascar*, *Madagascar Tribune*, *Dans les Média Demain (DMD)*, and the National Radio are trained as professional journalists. Although there used to be many more professionals, they have left largely because of low pay and, in radio and television, bureaucratic and political constraints.

¹Costs Funded by USIS:

- Creation of press rooms at USIS: \$20,000
- One USIS local staff person working full-time on this project: \$8,000
- One USIS American working half-time on the project: costs not calculated
- Special English classes for journalists prior to signing of the IAA: estimated \$2,500
- Miscellaneous support costs for the trainers, including transportation, office space, equipment and supplies.
- Possible one to three grants under the USIA Humphrey program for the academic year 1994-1995.

- At the poorest papers, many journalists lack even high school education, and cannot write well in French.
- Conscious of their lack of training, the journalists tend to be poorly motivated and lack self-confidence.
- Even the best papers lack specialized skills, such as lay-out, economic reporting, etc.

► Problem in the Conception of the Role of the Press

- Even the best journalists tend to see their role less as information disseminators than as opinion leaders/persuaders. Most of the space in the dailies represents editorial opinion, with little time taken for factual reporting. This partly stems from the lack of professional training. But it also stems from the fact that many of the private press organs were established as political mouthpieces for their owners.
- As purveyors of opinion, many journalists see little need to search out new and interesting stories. They are too busy giving their own interpretations of the latest political news. In this environment, reporting gets short shrift, and economic and business reporting is particularly neglected. Reader surveys do not exist and little thought is given to what the reader might want to see. One reporter told us candidly that she did not search out stories because the average Malagasy had nothing of interest to say to her.

► Under-exploitation of Revenue Sources

- *Only Midi Madagascar, Madagascar Tribune, and Dans les Média Demain* in the written press, have a specifically profit-making orientation.
- Papers such as *Midi Madagascar* and *Madagascar Tribune* not only do not solicit advertising, but actually turn down advertisements because of lack of space. *Midi Madagascar* charges 600,000FMG (\$330) for a full page, and still can't meet demand. We are told that the reason of this situation is the rise of costs of all printing materials. Printers prefer to import a better quality of paper which is cheaper than the local paper.
- Papers charge the same amount whether the advertisement is received ready-made or if the paper conceives it. There is no special charge for "infommercials".
- Private radios also have advertisement programs but there is no serious marketing study. Private radio stations charge 30,000FMG per 30 second spot, but have no active advertising office, nor do they create advertising.

- The National radio charges 60,000FMG per 30 second. The National Radio and National Television have developed advertisement departments, but the fact that they can use only 40% of the income, 60% being given to the Ministry of Finance, inhibits active promotion of ads.

- ▶ Lack of Revenues/Budget Hinders Effectiveness

- **Salaries are low.** In the private written press, journalists may earn anywhere between 200,000 - 300,000FMG per month (*Midi Madagascar* and *Dans les Média Demain*), down to 110,000FMG at *Madagascar Tribune* and less elsewhere. Journalists must resort to selling advertising for papers, thus hindering unbiased economic reporting. Private radio stations pay only 40,000 - 50,000FMG per month. At the National Radio, even the Director General gets only 200,000FMG per month. Some radio stations do not have enough money to purchase materials. As a result of this, journalists have to buy their own materials which remain their property.

- **Equipment tends to be poor, old and obsolete.** Only *Madagascar Tribune*, *Midi Madagascar*, and *Dans les Média Demain* use computers. Radios and the national television are particularly hard pressed for good equipment. The National Radio has an annual budget of \$3,500 for operating costs. Radio Tsioka Vao (RTV) must pay all expenses, including rent and salaries, from revenues of FMG 1.5 - 2.5 million (\$830-1,400) per month.

- ▶ Information Access Problem

- Reporters are hindered in their work by the lack of a public consensus about the importance of information availability. Government officials, for example, have no tradition of providing information to the public. On the contrary, all government information is considered confidential or to be bought and there is no tradition of public access. In addition, there are few public forums where public policy is openly debated.

- ▶ Limited Regional Distribution

- The written press is mostly limited to the capital. Distribution outside of Antananarivo is limited by transport (no one wants to read newspapers that are two days old) and lack of purchasing power.

- Among the audio-visual press, only the National Radio and the National Television (TVM) can be picked-up in the provinces. Major cities have their own radio and television station but with a limited coverage (only 30 Km around). Lack of training does not enable them to produce valuable regional programs.

- Lack of communication also limits coverage of regional news. Only the national radio has full-time regional reporters. As a result, there is little inter-regional dissemination of news. There is only one regional newspaper, *Lakroa*, a weekly newspaper related to the

Catholic Church, published in Fianarantsoa that has a national coverage. UNESCO also funded two rural newspapers in two specific regions (Nosy Be, Ambatondrazaka).

C. Journalists Training Program Designed to Address Problems of Malagasy Press

▶ Intensive English Training Class

The purpose of this activity is to create a group of journalists with the English skills necessary to: (i) go to the United States for extended training and (ii) provide journalists with access to more international and non-francophone news. The Intensive English Training Class (geared towards journalists) was designed to give journalist-trainees extensive exposure to American-style news.

▶ Support to Journalist Associations

Under USIS sponsorship, two new associations are taking form: the "Malagasy Women Journalists Association" (AFJM) and the "Free Association of Malagasy Journalists" (ALJM). Both of these associations are concerned with strengthening public support for the concept of freedom of the press, solidifying journalists' code of ethics, and promoting a freer flow of information, particularly in government. Although these two associations are too new and lack the capacity to absorb substantial funds at this point, this activity provided them with a series of small grants that could strengthen their cohesiveness and sense of purpose.

▶ In-country Journalism Training

This activity entailed recruitment of American journalism experts to each spend two to three months in Madagascar to provide training covering: (i) basic journalism classes for journalists from all media; (ii) management classes for the editors and owners; (iii) direct assistance in newspaper and radio offices by advising editors and reporters on the day-to-day operation of their office. This has included six journalism programs which lasted between two weeks to three months. These programs were:

- Two journalism classes with Kristin Helmore, a specialist in development journalism in March through September 1994;
- workshop on economic reporting with David Clemens, from the International Herald Tribune in April 1994;
- workshop on radio production with George Collinet, from the Voice of America in May 1994;
- workshop on radio journalism with Mark Poindexter, from Central Michigan University in September 1994;

- workshop on editorial methods with Robert Donahue, from the International Herald Tribune in October 1994.

There was also one workshop sponsored by USIS and Academy for Educational Development on radio and television management.

▶ Three-month Intensive Study/Internship in the United States

This activity provided 10 Malagasy journalists the opportunity to study and intern in the United States. The participants were divided between older and more experienced journalists who, upon their return, would have the necessary stature to become trainers themselves, and the best of the younger journalists with a long career ahead of them.

D.1. Purpose of the Evaluation

The purpose of this evaluation is to provide an analysis of the program's accomplishments to date vis-à-vis the program purpose set forth in the Inter-Agency-Agreement (IAA) between USAID/Madagascar and USIS/Madagascar, dated August 23, 1993.

D.2. Evaluation Methodology

The major evaluation methodology was individual and group interviews. Approximately half the time was spent in interviewing people. (See Annex D for list of people consulted). The second part of the evaluation methodology was a questionnaire designed and distributed by the evaluation team. (See Annex C for a copy of the questionnaire)

D.3. Team Composition

This evaluation was conducted jointly by Josoa Razafindretsa, USAID/Madagascar's Program Development Assistance Office and Hery Ramambasoa, USIS/Madagascar Press and Publications Assistant. Josoa Razafindretsa was the team leader.

Josoa Razafindretsa is a lawyer. He works in USAID/Madagascar's Office of Program Development and Assessment (PDA) as a Project Development Specialist. He has participated in several evaluations of USAID/Madagascar programs and projects. He recently participated as a full member on the mid-term evaluation of the SAVEM Project. Hery Ramambasoa was managing editor of FJKM Communication Department for six years. He has participated in different communication programs in several countries. He is a founding member of Madagascar Election Monitoring Organization (CNOE). He recently participated as a researcher in Local Governance in the USAID/Madagascar KEPEM Project. He is presently the Press and Publications Assistant at USIS/Madagascar

D.4. Size of the Program

It is difficult to get exact figures on various aspects of Malagasy journalism. Up till now the *Ordre des Journalistes* has not issued any official press cards. Work at public services are mostly done by contractual staff. We based our estimates according to the number of practicing journalists whom we met in different press organs. We assume that the maximum number of Malagasy journalists is 250. These are the people who work on the production of news on a regular basis.

Section II. Intensive English Training Class (IETC)

This activity provided to fifty-four journalists (12 from radio, 17 from national television, and 25 from written press) the English language skills in order to: (i) prepare some journalists for studies in the U.S.; (ii) to give journalist-trainees extensive exposure to American-style news and (iii) to provide more access to anglophone and international news.

1. Costs of the IETC

► Issues:

Beginning in October 1993, USIS organized English classes for Malagasy Journalists. Each of the four terms included three classes, (low intermediate, high intermediate, advanced class) thus, totalizing twelve classes. The total cost for the IETC was \$1,000 per class per quarter, so the total cost for three classes per quarter, for four quarters was approximately \$12,000, or \$223 per student per quarter. This amount represents four percent of the total cost of the program.

► Discussion:

The cost for each class (English classes training were held at the American Cultural Center) covered teachers' salaries, materials such as dictionaries and cassettes. According to the

Director of the English Language Training at USIS/Madagascar \$1,000 is appropriate for the low and intermediate levels, since the real needs of these classes are just cassettes and dictionaries. However, advanced classes could have used more than cassettes and dictionaries. For example, it was suggested during discussions that having English magazines would be beneficial. For instance, for one class of 15 students, fifteen magazines (weekly such as Time and Newsweek, and monthly such as Smart Money) would be needed. Conversation or writing could be based on these magazines. The advanced students would also have benefitted from field trip to report in English on such things as the Free Zone or Malagasy firms such as TIKO or STEDIC.

► Recommendation:

The budget of the IETC should be increased in order to reach 8% of the total budget of the program, i.e. doubling current costs, and should include costs of additional materials such as magazines, video cassettes, and other activities like field visits.

2. English Training Classes

► Discussion:

Student Assessment

All students trained agreed that IETC was the appropriate vehicle to improve the quality and professionalism of their work. IETC helped them to be more confident and more comfortable in interviewing people. They learned from English magazines (for the list of magazines available at USIS see Annex F) new techniques and new approaches for interviewing. Malagasy journalists are usually very quiet in press conference especially if it is done in English. After the English classes, however they felt more confident and could conduct interviews in English. During a visit of the Head of the Newsweek Bureau in Nairobi in November 1994, journalists were able to discuss with him without difficulty.

It was noted that there was not enough participation of English native speakers, especially of U.S. journalists as part of the IETC. Students thought that having sessions with an English native, such as a Direct Hire from USAID/Madagascar or the Embassy, would have helped them become familiar with the English language.

Our discussions with the students revealed that the IETC did not include activities such as field trips to free zone firms or Malagasy firms such as TIKO and STEDIC to train them to interview and to write a report in English.

Access to Information

In terms of sources of information, the IETC enabled journalists to use English newspapers (weekly, monthly), and also audio-visual news such as Voice of America and WorldNet

News. It was pointed out during our discussion with journalists that the diversification of the sources of information is a key element for their job.

In October 1994, Radio France International (RFI) went on strike for two weeks. During this time, Malagasy press organs had access to any news agency as RFI is their main source of information. Journalists who were following English courses at the American Cultural Center were able to collect news from other radios, such as the Voice of America and the British Broadcasting Corporation.

► Recommendations:

(1) USIS should create a Program Implementation Committee (PIC) composed of representatives from USIS/Teachers/Students to coordinate all aspects of IETC. The PIC will develop an English language training plan which will: (i) link with the program objective; (ii) identify and develop indicators of success such as TOEFL and TOEIC target scores; (iii) determine the number of students in one class; and (iv) determine course material needs for each level;

(2) At the beginning of the program, representatives from USAID, USIS, and the U.S. Embassy should sit down with teachers to explain the purpose of the program;

(3) USIS should organize discussion sessions for each class, with a native English speaker such as a U.S. Direct Hire from USAID/Madagascar PDA, talking about democracy and governance, and someone from U.S. Embassy (POL or DCM) talking about human rights;

(4) USIS should organize field trips to free zone firms or Malagasy firms, such as TIKO and STEDIC, to train students to interview and to write reports in English.

3. Implementation Plan

► Issues:

USIS did not communicate sufficiently in advance the IETC plan to press organs to allow their staff to organize themselves for the training.

► Discussion:

The IAA did not include any implementation plan for the IETC. USIS programmed four terms of three classes. Press organs were not advised on the starting and ending date of each term at the beginning of the program. Press organs did not have a good sense of the course description offered in different levels (low intermediate, high intermediate, advanced class). It was difficult for them to determine who will go to what class. Some press organs expressed their intention to participate in IETC, but due to the lack of a "long term planning", it was difficult for them to coordinate the training with their work plan.

► Recommendation:

USIS should develop an implementation plan for the life of the Journalism Training Program, with the start and end date of each term for the IETC, and an outline of the training program for the different levels offered. This implementation plan should be annexed to the Inter-Agency Agreement (IAA).

4. Different Needs of the Journalists

► Issues:

At the advanced level, the needs of the different categories of participants were not the same.

► Discussion:

There are three categories of journalists: (i) Journalists from the written press; (ii) journalists from the oral press; and (iii) journalists from the television. Journalists from the written press need to practice more their English writing skills, while students from oral press such as radios and television need more listening and speaking training sessions.

► Recommendation:

Two categories of classes should be created at the advanced level or after the advanced level. Special classes should be designed such as a specific class for: (1) written press and (2) radio and television.

5. How Recipients are Using English in their Professional Environment

► Issues:

What has been the impact of the IETC on the placement of English language programming?

► Discussion:

Radio Lazan' Iarivo (RLI), a private radio, has already programmed six hours per week for the English language program. These six hours per week include news and Pop Hits from Voice of America (VOA), offered by USIS. They also produce their own program in English in which they invite English speaking personalities and native speakers. For the moment RLI is the only radio station to take advantage of the VOA program offered freely by USIS.

At the National Radio, the Director reported that they are preparing an English language radio news program, and they have already two trained people for that purpose. *Midi Madagascar* recently started to publish once a week one page of the International Herald Tribune, with the collaboration of USIS. They subsequently added a useful glossary for each issue.

Currently the National Television programs Worldnet News every day, except during weekends and American holidays.

Radios, television, and written press were in common agreement to say that English language programming will benefit not only for English speaking residents in Madagascar, but also the Malagasy people, especially young people, who need to practice their English.

► Recommendation:

Specific activities should be set in order to assist the national television, the radios, and the writing press to initiate English language programs.

Section III. Support to Journalism Associations

The fact that the "*Ordre des Journalistes*" was not functioning enhanced the role of new associations such as the "*Association Libre des Journalistes de Madagascar*" (ALJM) and the "*Association des Femmes Journalistes Malgaches*" (AFJM). Membership to both associations have risen rapidly after they achieved a first round of activities. The majority of their members are active journalists who felt challenged by the new era of liberalization and acknowledged the need to organize themselves more professionally. The existence of associations to which they belong helps them to assess the needs and to act for the improvement of the profession. The moral and financial supports that they obtained from this program should be understood as important factors that allowed them:

1. to confirm their vocation as influential components of the civil society; and
2. to protect what has been established since the freedom of expression as conditions to the development of the press profession.

1. Leadership Skills

► Issue:

Association leaders are not equipped to direct actions. Leaders are slow to make decisions and to implement projects. They have difficulty in getting members of the Bureau to work on a particular project. ALJM lacks internal organization because all members of the Bureau are full-time journalists and they do not find time to concentrate on the association's day-to-

day business.

► Discussion:

What was accomplished during this year training program is only the beginning of a long process and some weaknesses are still to be notified. There are still some organizational incapacities, especially in terms of timeliness in the implementation of the associations' projects. Associations also tend to use sponsorship as a way to turn relationships between donors and beneficiaries into a relationship of dependency in which too much is expected from donors.

Over the past year, ALJM initiated a series of roundtables on crucial and current topics such as civic education, environmental issues, and the work of the World Bank in Madagascar. The objective of these roundtables is to give journalists some general knowledge on different subjects that they have to work on. It was the first time that the journalists showed interest in getting better and more accurate information, and in improving their professionalism. ALJM touched on a number of interesting subjects, but they didn't succeed in terms of sustaining good journalistic practices. In a context of much criticism towards the World Bank, the World Bank Resident Representative in Madagascar was reportedly satisfied with articles written after the roundtable. But a few weeks later, editors tended to go back to their old habits: too much opinions, less facts, not enough perseverance in getting to sources. Association leaders should have suggested ways to establish a permanent dialogue between the media and the World Bank Resident Representative in Madagascar. Too many questions raised during those roundtables just vanished away; either nobody picked up on the ideas, or else the organizers did not share them with other associations that might be interested (consumer's, trade-unions, NGO, regions, etc.).

► Recommendations:

(1) Training should be designed to assist association leaders to be acquainted with project-design group dynamics, and to have some basic skills in organizational management. They should be trained to understand how change happens in a society and see what impact differing ideas can have;

(2) Two or four leaders with the required qualifications should be identified and exposed to organizational methods in similar associations, in countries like South Africa;

(3) The associations should be helped to develop their contacts and networking both nation-wide and worldwide;

(4) The association secretaries should be trained to coordinate business decided by the Bureau.

2. Short-term and Long-term Planning

► Issue:

Journalism associations do not yet have long-term plans in place. While they do not lack ideas, it takes time for them to finalize their projects in order to market them.

► Discussion:

Associations have gained some credibility and have been approached by several international organizations which are interested in providing them financial assistance, such as the Friedrich Ebert Foundation, UNDP, UNICEF, and UNESCO. The AFJM first planned to publish their magazine named "SERASERA" relying on their own resources but the more they got into the process of publishing it, the more they found that this required not only funds but also members' availability since most of them already work full-time for different media and cannot consecrate time for the association. The U.S. Embassy Human Rights Funds helped AFJM purchase one computer for publishing their magazine. The problem now is the follow-up in terms of carrying out the quarterly publication of their magazine.

► Recommendation:

The program should assist associations to define areas of interests and prioritized actions to be taken for 1995 and 1996. Work plan should include an inventory of resources available and resources needed in order to avoid improvisation. Different commissions, such as: finances, public relations, training, ethics, etc..., should be created so that the association's activities falls under the Bureau's agenda.

3. Coordination and Efficiency

► Issue:

The inactivity of the *Ordre des Journalistes* permitted the multiplication of initiatives that normally should fall under its competence. Different associations express interests in the proposal of a new communication law, but this creates disorganization. The Ministry of Communications and the National Assembly do not have a valid interlocutor to represent the corps, and as a result journalists cannot influence the adoption of the communication law.

► Discussion:

The *Ordre des Journalistes* Bureau do not have the technical competence to make observations concerning the proposed communication law. The association felt they have to initiate the debate. One of the main objectives of the ALJM is to make sure that the reappraisal of the communication law will be open to all who are concerned. Two points need to be raised in it: (i) the problem of information access, and (ii) the protection of journalists vis-à-vis press owners. ALJM has studied different suggestions, putting together

remarks from journalists and lawyers. They have made an inventory of the bills that regulate journalism in Madagascar, including the Press Chart of 1990 and the communication law passed by the former regime (known as 90.031). Parallel to this, the local section of the *Union Internationale des Journalistes de la Presse de Langue Française* (UIJPLF) has also elaborated a similar process, with the help of experts that they invited from France. The point is to get assurance that the public in general, and media professionals more particularly, will be integrated into the process of design, formulation, implementation, and control of communication policies. But because, the journalists are represented by the *Ordres des journalistes*, which is not functioning, no official press cards haven't been distributed.

► Recommendation:

The program should encourage the Ministry of Communications to play the role of a coordinator in the present law-making process. The program should help the public to understand that press freedom is essential for democracy, and this will be vain unless it is assured by law.

4. Associations Independence

► Issue:

USIS sponsorship of a limited number of associations is seen negatively by some observers as a privileged treatment.

► Discussion:

The associations tend to use sponsorship as a way to turn the relationships between donors and beneficiaries into a relationship of dependence in which too much is expected from the donor. AFJM and ALJM are both based temporarily at the American Cultural Center. This "preferential treatment" has been discussed critically by different press organs, such as *Dans les Médias Demain (DMD)*, questioning the degree of independence that these journalists' associations have. We were asked by a DMD senior journalist if the Americans are not trying to target journalists in order to campaign for American values. This problem is now partly resolved because one donor, the Friedrich Ebert Foundation, recently agreed to allocate some funds for the rental of office space downtown. The same foundation sponsored the roundtables, as well as four delegates of ALJM to attend different international workshops within the African sub-region. The Swiss Cooperation is more interested in social communication, and is elaborating projects in rural newspapers. The German Mission regularly provides scholarships to Malagasy journalists. The German Mission maintains a good relationships with the local press by organizing monthly meetings. The European Union and *Union Internationale des Journalistes de la Presse de Langue Française* (UIJPLF) are planning a workshop on Election Reporting.

► Recommendations:

(1) The program should encourage a coordination among organizations and donors that are involved in the development of the media, to advise in the kind of actions to be taken;

(2) Program activities should be open to other journalists associations with similar objectives. Attention should be given to those associations that have made major achievements towards professionalism.

Section IV. In-country Journalism Training

This component of the program included a total of six programs and reached over fifty trainees from different media. The aim was to provide basic principles of journalism and hands-on experience to Malagasy journalists. Five American experts covered the topics, sometimes with the help of local senior editor and special speakers (economists, businessmen, etc.). Each program consisted of at least one workshop which lasted from one week to three months. Managerial problems were covered on one-to-one discussion between the expert and the press organ or the station responsible. Problems are most of the time specific to each press organ such as human resources management, lack of funds, proposed autonomy for public service, etc. There was one workshop for beginner journalists (16 participants), one refresher course for young journalists (7 participants), one workshop on economic reporting (12 participants) and another one on editorial methods (8 participants). There were two workshops on radio journalism and radio production (20 participants), which included smaller workshop in Antsiranana, Toamasina and Mahajanga (total of 25 participants). Radios were very receptive and they started to use the different tips they got from the workshops, listeners appreciate those changes. Improvement in its professionalism should be mentioned about the National Radio.

1. Television Management

► Issue:

The National Television has inherited the 25 year-old structure of a state-runned station, of which 16 years occurred in the stronghold of a socialist regime. This has its effects in the way information is treated: news is confined to official reports. The present Ministry of Communications encourages an autonomy for the public service (radio and television) and is working on ways to assure the move to an autonomous type of management. Any of the training that was covered under this training program was not specifically for television. Liberalization of the media may lead very soon to the creation of private television, but because of the above mentioned problems, the National Television is not ready to face competition.

► Discussion:

The National Television is the second most popular media after the radio. There are approximately 400,000 receivers, so roughly 4 million viewers scattered all over the country. Six local branches relay the National Television and produce their own program. Most of the journalists were trained in socialist countries like the former USSR and Romania in the 1980's. Less journalists can work objectively. they are first employees of the Government and they are accountable to their department. One Chief editor told us that the lack of equipment is used as an excuse to deliver mediocre quality of production. Coverage of local and international news is done superficially. The poor work environment takes away staff motivation: up till now, the National Television is politicized, and the equipment is obsolete.

Improvement in telecommunications and the liberalization of the media will result in the creation of private channels. Three private television stations have negotiated with the Ministry of Communication.

The National Television news and program production sources are confined to traditional partners, who are France (Canal France International) and Germany (Transtel). Only eight minutes from MacNeil Lehrer News Hour is placed regularly on the National Television, while USIS can provide a variety of other programs in French and in English from Worldnet. The National Television is the media with the largest number of beneficiaries (17 students of English, and 2 journalists sent to U.S.) but the impact of the training program is up till now minimal. They are interested in broadcasting English language instruction programs and they plan to produce local programs using English.

The National Television is still in the process of designing a better structure. After a one year "trial", they found out that not everyone is in the right place. There is better income because of advertisements but the management of this fund is not clearly defined. forty percent of the money can be used by the National Television, but sixty percent must go to the Ministry of Finance and Budget.

► Recommendations:

Our recommendations go first to areas in which impact of this program are less perceptible than it should have been. In fact, the program should concentrate more on a specific media, unless some improvement is on the way. Alongside with this, training should continue as "refresher" courses to upgrade the quality of their work.

(1) The National Television should get more training designed especially for them, e.g. an expert who will work in an in-service consultation of three months in which the resource person can learn more about the problem, suggest some solutions, evaluate the effort and, if needed, initiate a development plan.

(2) Television news broadcasting

The in-service training should address the following questions: What kind of styles should they adapt for the Television news to avoid official news report as they are used to do up to now? How to improve a bilingual service to assure a fair coverage of national news in French? What kind of balance do producers and viewers want in Television programs? What proportion of entertainment, education, culture? What proportion of local production and items from different sources should be respected in the public service?;

(3) Television Management

This should include an Executive Officer, who is a businessman, and who has no experience in the field of journalism.

It should include also other Heads of Departments who have not participated in the training program.

2. Audio-visual Technique

► Issue:

Radio and Television, especially in regional stations, are functioning randomly because not enough technicians have been trained properly to make sure that equipment is well maintained.

► Discussion:

In electronic media such as television and radio, technical qualities and journalism should be developed at the same time. If this is not the case, we may get the best reports but these will not be listened to in different regions. Madagascar is a vast country and it requires sophisticated technology to cover the whole island. This program has not yet addressed the technical side of the production. Electronic equipment at the National Radio and the National Television are 20 to 30 years old. If something is out of work, they have to search "almost all over the world" to find replacement parts. This is the case at the present time, with a second hand Hewlett Packard "analyseur de spectre" given to them in 1990 which is no longer operational. A large proportion (70%) of the radio and telecommunications equipment are American machines. Local technicians cannot read instructions for use in English. In the regions, like Mahajanga where they have brand new radio equipment from an exchange program with Radio Nederland, the notion of maintenance is not yet understood.

► Recommendations:

(1) USIS/USAID should work with National television and radio to make an assessment of needs in terms of key equipment or parts to be replaced;

(2) The program should assist technicians, by providing an expert who will help

them, to learn more about the equipment they are using. This part of the training program should be geared to some very practical tips on maintenance. In stations which use updated equipment, this expert should be able to advise in order to make the maximum use of the equipment available.

3. Press Management

► Issue:

There is a generation gap and a misunderstanding between press owners and journalists who are willing to use what they have learned from this program.

► Discussion:

One of the constraints in implementing the knowledge resulting from press training is that press owners do not always agree to invest in training people, due to lack of finance, but also because owners do not easily admit that there could be some change/improvement in the way things are presently done. Press owners believe that there is a Malagasy style of journalism which has developed over a hundred years, bringing together different influences, putting together facts and comments. The first periodical was published in 1860 by British missionaries. The beginning of the Malagasy press was dominated by churches. Later it became a platform for nationalism against France, and for the last sixteen years as a mean for ideological (marxism) sensibilization. Press owners think that editors should not only report the facts, but also explain to readers the reasons and consequences of an event. This causes a great deal of frustration among journalists as they believe that they are preparing themselves the shift to the future. It seems that there is more or less a generation gap between those who have practiced journalism over the past 30 years working under different regimes, and the upcoming generation of journalists. The elder generation has a strong feeling of nationalism and they see their role as purveyors of opinion. Younger journalists learned their jobs on the spot and started to practice after the liberalization in 1989. This is one of the reason which explains the success of ALJM among the younger generation, as they are always ready to learn new techniques. Throughout this program, very few press owners responded positively to invitation to participate in one way or another.

► Recommendations:

(1) Press owners should be advised to pay more attention in the development of human resources. They should be encouraged to develop curriculum especially for the younger journalists they are recruiting. One expert recommended that increased support for journalists on the part of the management (e.g. better salary, access to transport) would improve the quality of the journalists' work. This should be done through a person-to-person contact done by a high level specialist;

(2) Press owners should be exposed to different styles of journalism by bringing in

guest-journalists or under the International Visitor Program.

4. Collaboration With New Training Institutions

► Issue:

Different programs which have just started in different institutions may duplicate the part of the program for beginner journalists.

► Discussion:

Programs in Communication have started at the University of Antananarivo and at *Institut Supérieur de la Communication, des Affaires et du Management (ISCAM)*. Demand has increased because of new organizations or firms that have included communication in their structure. But this is not a reason to duplicate the program for beginners. In last year's training program, 16 undergraduates followed the course, but only 4 are presently working as journalists. After the internship, the manager decided to hire them full-time: one is at Madagascar Tribune; one with Midi Madagascar; one with Mada; and one with the Television.

► Recommendations:

(1) The program should see in what ways new programs in communication can benefit from this program;

(2) Facilities and materials such as books on communication, video films from the Worldnet program, and the "Journalist's Handbook" by Kristin Helmore should be made available to these students;

(3) Experts who are participating in this program should teach short seminars at these institutions.

Section IV. Three-month Intensive/Internship in the U.S.

This activity provided ten Malagasy journalists with the opportunity to study and intern in the United States. The participants were divided between older and more experienced journalists who, upon their return, would have the necessary stature to become trainers themselves, and the best of the younger journalists with a long career ahead of them.

1. Organization and Contents of Internship in U.S.

► Issue:

Did the content and organization of the internship in the U.S. address the journalists' needs?

► Discussion:

Ten Malagasy Journalists, two from the National Television, three from radio, and five from the written press, were placed in three different U.S. universities (University of Ohio, University of Maine, and University of Missouri Columbia). Different programs such as philosophy of journalism, organization and behavior, human resources management, African and American literature, media and politics, information gathering, sociology and social problem, psychology and persuasion, were offered by these three U.S. universities.

As English is essential for this program, prior to their departure, participants received advanced intensive English classes. According to the Director of the English Training Department at USIS, all participants have the level required to follow study and internship in the U.S.

In terms of organization, participants claimed that, prior to their departure, they were not informed about the program offered by the U.S. universities. They only made their choice once they arrived in the U.S. Participants told us that the choice of program to be followed in the U.S. should be made with their supervisors and press owner, based on the journal's needs. This situation was a handicap for them since registration in some programs was subject to the registration to the former terms. According to participants, the theoretical component of the U.S. training was too long versus the practical component. They noticed that the four-week internships were not long enough for them to work closely with journalism organizations, in order to acquire U.S. perception, styles and working habits. Participants said that it would be better to have four weeks theoretical and eight weeks practice. Some of the participants suggested that it would be better to perform the theoretical part in Madagascar with U.S. consultants/professors, so that the fourteen-week period will be focused on the internship.

► Recommendations:

(1) USIS should inform participants with sufficient advance warning of the programs offered by U.S. universities, in order to enable them to make choices according to their job needs.

(2) For the total period of fourteen weeks of U.S. training, the theoretical component of the training at the U.S. university should not exceed four weeks in order to allow eight weeks for the internships.

2. Impact of the Study and Internships in the U.S.

► Issue:

Impact of the study and internships in the U.S. on the quality of the journalists' work.

► Discussion:

The IAA divided journalists into two groups, (i) older and more experienced journalists, and (ii) younger journalists with a long career ahead of them. The expected output of this program component was that participants become trainers themselves in sharing what they have learned in the U.S. with other journalists.

The discussion with some press owner, and the Director of the National Television shows that the first group of participants, i.e. the older journalists, have a tendency to retain training they received for themselves, and consider the training received as a private property. They are not prompt to share what they have learned in the U.S. with others journalists. This is a typical Malagasy attitude that as long as they keep these information for them they could not be subjected to the mood of the supervisor or the political changes. The older journalists, especially the chief editor, imposed new techniques and methods to other journalists without explaining the rationale and sources of these new techniques and methods. This situation causes a great frustration among young journalists.

The problem with the second group of journalists, i.e. younger journalists, is that they are not in a position to influence the press owners and chief editors to adopt innovations and new journalism techniques which they received from the training. We are told that right after their return from the U.S. younger journalists proposed new journalism methods and technique in terms of management, editorial technique, and presentation of television news, but chief editors, directors, and press owners do not easily admit these proposed improvements. Press owners, chief editors, directors think that the journal was running this way during twenty or thirty years, and they do not see the benefit of any changes.

This explains the lack of a real impact of the training received in the U.S. on the quality of the press, especially on the national television. One of the participants from the national television told us that he has already proposed new methods and techniques in the presentation of television news, but in and outside suggests more than one person i.e. more than "someone at a high level, of the television" do not admit innovation. Also, due to political reasons, one participant from the National Television was moved to the administrative office just after he returned from the United States, so that he cannot implement what he has learned from the U.S.

In terms of impacts, the case of JURECO should be mentioned. The average age of journalists at JURECO is about 35. The director is young and easily accepts new techniques and methods. When the Director of JURECO was in the U.S. he took with him his journal and asked U.S. journal firms comments and suggestions on the technique used by JURECO in order to improve his journal. He reported that he received a lot of comments and suggestions. Once back in Madagascar he adopted these changes. A big improvement can be noticed in this magazine, in terms of presentation and citation taken from U.S. magazines.

► Recommendations:

(1) Older journalists should be advised to share benefits from training they received in the U.S. Training program should include sessions on how to share benefits from training received;

(2) Training program should include sessions on how to convince and persuade other people to adopt new methods and techniques.

Section VI. Inclusion of Women in the Journalists Training Program

► Issue:

How effective has the program been at involving women?

► Discussion:

There is no reference in the Inter-Agency Agreement to ensure maximum involvement of women in the project. Journalists include a significant number of women. The four activities of the program made explicit efforts to assure a mix in participation of women. Under the IETC, for example, among 54 journalists trained, 35 were women. This represents 64% of journalists trained.

For the support to journalism associations, one of the two associations supported was a women journalist association (AFJM).

For the in-country journalism training, among 75 journalists trained, 45 were women. This represents 60% of journalists trained. In the journalism area women represent a large proportion of the potential beneficiaries. The potential exists for strengthening the program impact through the involvement of women in all its activities.

► Recommendation:

USAID/Madagascar and USIS should ensure that the program document (IAA) includes a greater focus on gender issues in the program. The expected output at the end of the program should include statistics on implication and involvement of women in various activities of the program. Special attention might be given to the Women Journalists Association.

Section VII. Summary of Recommendations

PRIORITY No. 1	PRIORITY No. 2
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<ul style="list-style-type: none"> ▶ USIS should create a Program Implementation Committee (PIC) composed of representatives from USIS/Teachers/Students to coordinate all aspects of IETC. The PIC will develop an English language training plan which will: (i) link with the program objective; (ii) identify and develop indicators of success such as TOEFL and TOEIC target scores; (iii) determine the number of students in one class; and (iv) determine course material needs for each level. ▶ The budget of the IETC should be increased in order to reach eight percent of the total budget of the program, i.e. doubling current costs, and should include costs of additional materials such as magazines, video cassettes, and other activities like field visits. ▶ USIS should organize discussion sessions for each class, with a native English speaker such as a U.S. Direct Hire from USAID/Madagascar PDA, talking about democracy and governance, and someone from the U.S. Embassy (POL or DCM) talking about human rights. ▶ Two categories of classes should be created at the advanced level or after the advanced level. Specific classes should be designed, e.g. for: (1) written press and (2) radio and television. 	<ul style="list-style-type: none"> ▶ The program should assist technicians by providing an expert who will help them to learn more about the equipment they are using. This part of the training program should be geared to some very practical tips on maintenance. In stations which use up-to-date equipment, this expert should be able to advise in order to make the maximum use of the equipment available. ▶ Press owners should be advised to pay more attention to the development of human resources. They should be encouraged to develop curriculum, especially for the younger journalists they are recruiting. One expert recommended that increased support for journalists on the part of the management (e.g. better salary, access to transport) would improve the quality of the journalists' work. This should be done through a person-to-person contact done by a high level specialist. ▶ Facilities and materials such as books on communication, video films from the Worldnet program, and the "Journalist's Handbook" by Kristin Helmore should be made available to journalism students. ▶ USIS should inform participants well in advance of the programs offered by U.S. universities, in order to enable them to make choices according to their job needs.
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PRIORITY No. 1	PRIORITY No. 2
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- ▶ The program should assist associations to define areas of interests and prioritized actions to be taken for 1995 and 1996. Work plan should include an inventory of resources available and resources needed in order to avoid improvisation. Different commissions should be created to alleviate the Bureau's mandate.
- ▶ The program should encourage a coordination among organizations and donors involved in the development of the media, to advise in the kind of actions to be taken.
- ▶ The program activities should be open to other journalists associations with similar objectives. Attention should be given to those associations that have made major achievements towards professionalism.
- ▶ The program should encourage the Ministry of Communication to play the role of a coordinator in the present law-making process. The program should help the public need to understand that press freedom is essential for democracy, and this will be vain unless assured by law.

- ▶ Experts who are participating in this program should run short seminars at these institutions.
- ▶ For the total period of fourteen weeks U.S. training, the theoretical component of the training at the U.S. University should not exceed four weeks to allow eight weeks for the internships.
- ▶ Associations should be helped to develop their contacts and networking both nation-wide and worldwide.
- ▶ Older journalists should be advised to share benefits from training they received in the U.S. Training program should include sessions on how to share the benefits from training received.
- ▶ Training program should include sessions on how to convince and persuade other people to adopt new methods and techniques.
- ▶ USIS should develop an implementation plan for the life of the Journalists Training Program, with the start and end date of each term for the IETC, and an outline of training program for the different levels offered. This implementation plan should be annexed to the IAA.
- Specific activities should be set in order to assist the national television, radios, and writing press to initiate English language programs.

PRIORITY No. 1	PRIORITY No. 2
<ul style="list-style-type: none"> ▶ The National Television should get more training designed especially for them, e.g., an expert who will work in an in-service consultation of three months in which the resource person can learn more about the problem, suggest some solutions, evaluate the effort and, if needed, initiate a development plan. ▶ At the beginning of the program, representatives from USAID, USIS, and the U.S. Embassy should sit down with teachers to explain the purpose of the program. ▶ USIS should organize field trips to free zone firms or Malagasy firms, such as TIKO and STEDIC, to train students to conduct interviews and to write reports in English. ▶ USAID/Madagascar and USIS should ensure that the program document (IAA) includes a greater focus on gender issues in the program. The expected output at the end of the program should include statistics on implication and involvement of women in various activities of the program. Special attention might be given to the Women Journalists Association. 	<ul style="list-style-type: none"> ▶ USIS/USAID should work with the National Television and the National Radio to make an assessment of needs in terms of fundamental equipment to be replaced. ▶ Training should be designed to assist association leaders to be acquainted with project-design, group dynamics, and to have some basic skills in organizational management. They should be trained to understand how change happens in a society and see what impact different ideas can have. ▶ Two or four leaders with the required qualifications should be identified and exposed to organizational methods in similar associations, in countries like South Africa. ▶ Press owners should be exposed to different styles of journalism under the International Visitor Program. ▶ The association secretaries should be trained to coordinate business decided by the Bureau.