

MEDIA ASSISTANCE M&E AND DEMOCRATIZATION MEASUREMENT CHARACTERISTICS
IN USAID PROGRAM REPORTING DOCUMENTS

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by

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The undersigned, approved by the dean of the Graduate School,
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MEDIA ASSISTANCE M&E AND DEMOCRATIZATION MEASUREMENT CHARACTERISTICS
IN USAID PROGRAM REPORTING DOCUMENTS

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DEDICATION

The work that resulted in this paper was only possible through the good humor and patience of my wife, Catherine. Her assistance in sorting out muddled thinking, correcting grammar, or finding exactly the right phrase or word was often requested and freely given. As anyone who has completed a thesis will understand, the process is a journey of ups and downs analogous to traversing a mountain range. The importance of having a partner to offer assurance in the valleys and some retrospection on the peaks is invaluable. Catherine was that partner.

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MEDIA ASSISTANCE M&E AND DEMOCRATIZATION MEASUREMENT CHARACTERISTICS IN USAID PROGRAM REPORTING DOCUMENTS

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ABSTRACT

International media assistance, the endeavor to help emerging nations and developing countries build or develop media similar in nature and function to those in existing liberal democracies, has greatly expanded since the fall of the Soviet Union in the early 1990s. U.S. media assistance funders have linked media assistance to democratization efforts. This case study of USAID media assistance program reporting documents (n=68) looks at specific monitoring and evaluation characteristics as reported over a 20-year period and how reporting documents make the link to democratization. The analysis found that although M&E activity has improved as reported over the 20-year period of the study, 75 percent of the documents ranked in the lower half of cumulative M&E characteristics scoring. It also found that the relationship between democratization characteristics and media assistance are not clarified by the monitoring and evaluation data as reported. The study does show the USAID database to be a rich source of data about how media assistance programs have been implemented in different cultures, countries and political environments.

1 | INTRODUCTION

This study utilizes a sample (n=68) of media assistance program reporting documents available from the United States Agency for International Development (USAID) from the early 1990's to the present, resident in the Development Experience Clearinghouse (DEC or USAID/DEC) database. It analyzes the characteristics of M&E data recorded in those documents according to different categories. It also looks at how democratization goals are connected to media assistance goals.

Media organizations operating in the United States or other developed countries with highly literate, technologically adept and cosmopolitan societies have straightforward measures of their success. Financial goals have a long history of accurate tracking. Surveying techniques return reliable market share numbers and audience attitude information in both quantitative and qualitative data forms. Statistical analysis is an embedded part of newer digital media formats. Even in the current period of paradigm shift from traditional mass markets to more segmented, demassified markets, media managers have access to proven measures to chart and change their course, if not always the foresight, capital, or skills to achieve success.

The U.S., in principle, has always placed a high value on independent media, or "free press," as a necessary part of democratic governance and way of life, although such feelings are more nuanced in practice. Puddephatt (2011, p. 68) provides a comprehensive definition of the relationship: Media, when conforming to certain

characteristics, provide diverse public platforms of information, opinion and debate, and act as a conduit for free expression. Correctly constituted, media help insure fair elections and empower the non-violent resolution of disputes. In their watchdog role, media promote government transparency; they expose corruption and ineffective practices in government and in the business and economic life of democratic societies. Media provide an instrument of conversation about national characteristics and culture, shared values and a sense of community.

This same environment does not exist in countries where a free and independent press is absent. In authoritarian states governed by dictators, ideologues or military juntas, countries without political freedom or individual rights, media are typically an arm of the state. Media success is measured by state objectives and financed accordingly. Countries with ongoing civil wars or post-conflict societies face fragmented, politicized, censored or often silenced or absent media (Vultee, 2009).

Throughout the Cold War, the United States and other developed free market countries often included media assistance programs as part of their economic and political foreign aid to “developing” countries. After the Cold War ended, the latest manifestation of U.S. media assistance embraced the principle that media have a connection to democratization (USGAO, 2005, pp. 2-3). U.S. government foreign aid funders posit that if a society is to operate as a democracy with its attendant rule of law and personal freedoms, a “free and independent” media is a necessary, if not sufficient, component. The U.S. spent upwards of a half billion dollars over the first decade (1991-2000) on media assistance efforts (Hume, 2004) and over that amount in the second

decade (ICFJ, 2008). Because media are seen as a critical component in the spread of democracy, the funders of media assistance in the U.S., primarily the Department of State and its development agency USAID, use democratization as a primary indicator for determining the success of media assistance programs; requests for proposals (RFPs) normally contain democratization objectives. Media assistance commentators, in their turn, have asked whether media assistance programs can be measured or assessed by democratization metrics (Carothers, 1999, 2004).

Measurements showing that relationship are problematic. The area of media assistance now contains an abundance of informational and research documents, yet no consensus exists on whether approaches could effectively measure and predict program success (Abbott, 2008, p. 191; McConnell & Becker, 2002, p. Abstract). In his summation of Mapping Media Assistance in 2002, Monroe Price asked two questions regarding the work:

“Is there a sufficient process of evaluation to determine the efficacy of media assistance approaches? Is there a fine enough sense of what objectives should be met in terms of sustainability, short-term political gains, long-term stability and moves to democracy or market reform?” (Price, Davis Noll, & De Luce, 2002, p. 57).

A major difficulty to finding the answer to Price’s question is the binary approach already discussed—media assistance tied with democratization—of U.S. media assistance programs. Media falls under Democracy and Governance in the USAID bureaucracy. The argument for that is as follows: Media assistance is designed to improve media. The actions taken to improve media lead to development of “a

politically active civil society,” which in turn can result in advancing the target society toward democratization (USAID, 1999, p. 1). Often entwined with the democratization goals are related political objectives pertaining to market economics and civil society. McConnell & Becker suggest the order of these effects “can only be determined through the accumulation of data across time, probably from case studies” (2002, p. 13). One source for such case studies appears to have been overlooked: the USAID/DEC database of media assistance program reporting documents. This current research was sparked by initial indications that the program reporting covered the questions, challenges and needs faced to solve the often tangled relationship of media assistance and democratization. It provides content analysis methodology to help fill in some missing links and gaps implied in Price’s question.

Definitions

Media assistance operates in what might justifiably be regarded as a lesser-known branch of media management, some definition of terms might be in order. The terms *media assistance* and *media development* are used interchangeably in the literature, which can be confusing. For the purposes of this study *media assistance* is defined as the encompassing activities of U.S. foreign aid directed at developing and strengthening a target population’s capacity for a free and unfettered flow of news and information. Media assistance describes all components of a *media sector*: traditional and newer media forms, training, technology and equipment, support organizations, and a supportive legal and regulatory environment. *Media development* refers to the

individual component parts, such as an emphasis on assisting radio or print media, training journalists or improving media support organizations in the specific target population program. Program emphasis on media *types* (print, TV, radio, etc.) is distinguished from program emphasis on development *aspects* such as ownership development (Djankov, 2002), improving access to information (Coronel, 2001), journalist training (Presnall et al., 2007), or sales and marketing training (Internews, 2004). Within a *media assistance* program, then, are varieties of individualized development components that can occur singly or in combinations, defined here as *media development*.

Whether U.S. media assistance always or sometimes contains an element of *strategic communication* (foreign policy propaganda) is treated within this case study. However, the overriding assumption is that *media assistance* is generally separate, currently, from any attempt to influence content that might further U.S. strategic positions, although there are exceptions.

A second, politicized, leg is usually attached to the simple definitions above, however, as here with Kumar (Kumar, 2006), — “[media assistance is designed to bolster] *democratic* institutions and culture.” (Italics added.) Again, some notable exceptions to this approach are listed in the literature review and the study analysis.

Media hereafter refers to all legacy print and electronic forms – newspapers of various frequencies in print/paper formats, magazines, radio, and television – and new media digital formats on the web. While media meant for distribution on cell phones and other personal electronic devices has only recently received much attention by

implementers of media assistance projects, that format is also included within the media definition. Sandvig and others argue convincingly that the electromagnetic spectrum has answers to many of the challenges faced by media assistance although with unintended cultural consequences (Ess & Sudweeks, 2001; Sandvig, 2007; Sy, 2001; Webster, 2002).

Monitoring is a continuing function that uses systematic collection of data on specified program components to provide management and the main stakeholders of an ongoing media assistance program with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds. It is sometimes referred to as *performance monitoring* (OECD, 2002, pp. 27,28).

Evaluation is the systematic and objective written assessment of an on-going or completed project, program or policy, its design, implementation and results. Its aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. Evaluations should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation may also refer to an assessment, as systematic and objective as possible, of a planned, on-going, or completed media assistance intervention. Evaluation in some instances involves the definition of appropriate standards, the examination of performance against those standards, an assessment of actual and expected results and the identification of relevant lessons(OECD, 2002, p. 21). The OECD/DAC *Glossary* also lists twenty-one separate definitions for specific evaluation types.

Monitoring and evaluation, or the shorthand version *M&E*, refers to the two activities used in concert to measure the progress of the program as a whole and its component parts toward meeting planned objectives.

Program reporting document, or the shortened *reporting document* are the labels used to describing the units of measure (n=68) for content analysis in the case study sample located in the USAID/DEC database. That database will be referred to as *USAID/DEC* or *DEC*. The Unit of Measure is discussed more fully in the Methods section.

Other terms and acronyms used in this paper appear in Appendix D.

While media assistance stakeholders are the intended primary audience of this research, other media practitioners and stakeholders with less media assistance experience or knowledge may find the discussion helpful in the conduct of their business. To that end a fuller literature review of media assistance and M&E is included.

2| LITERATURE REVIEW

Several authors involved in media assistance during its formative years have suggested that there is little in the way of research or literature about the subject, as this example demonstrates: “There are no books, doctoral theses, or even research articles in professional journals analyzing the subject and the possible effect of media aid” (Kumar, 2006, p. 10). While this Review of Literature did not find the cupboard quite that bare, neither is it full to bursting as in some other fields. The years since Dr. Kumar, now Senior Social Scientist at the Office of the Director of U.S. Foreign Assistance at the U.S. Department of State, made this observation have seen a marked increase in the literature of media assistance.

Recent efforts have also unearthed earlier research that links to media assistance and also new work that adds to the body of literature (Arsenault & Powers, 2010b). The intent of this chapter is a somewhat more comprehensive review of the existing literature than is perhaps usual for master’s thesis work that includes the history of media assistance, problems associated with the sector, and some of the theoretical approaches that logically might touch on media assistance and inform this study.

Two previous media assistance studies that adopted a mapping approach have informed this effort. *Mapping Media Assistance*, (Price et al., 2002) was the first widely known mapping project in this sector. *The Media Map Project*, a recent team effort by

Internews and The World Bank Institute, funded by the Bill & Melinda Gates Foundation, is an ongoing, wide-ranging media assistance research project that incorporates a multimedia approach to communicate its results (Internews & WorldBank, 2010). Both of these studies provide insightful approaches to understanding the media assistance terrain.

Part 1 - Historical and Policy Framework

Media assistance in its current form is a part of foreign aid to developing countries. In a December, 1991 speech at Princeton University, Secretary of State James Baker outlined “a principal, agenda, and approach” for U.S. engagement in the Soviet Union beyond humanitarian assistance. The first was aimed at the destruction and control of nuclear weapons and other “military remnants,” the second and third were to build “political legitimacy” and “aid in establishing free markets and stable economies.” The purpose of the first USAID program with a media assistance component was clear: “To assist in the political and social transformation of the states of the former Soviet Union from a one-party, centralized communist regime to pluralistic democracies” (J. A. Baker, 1991). Media assistance went from small in the late 1980s, to “a vital component” for developing democracy and good governance in the eyes of major U.S. and European donors, and it is now common on overall development agendas for post-conflict societies and “vital” to democracy and governance projects (Whitehouse, 2007, p. 76). The Center for Democracy and Governance (CDG), an operations arm under the U.S. Agency for International Development (USAID), which is the controller and funding

entity for the bulk of U.S. foreign aid, defines media assistance in this way:

Within the context of supporting democratic transitions, the goal of media [assistance] generally should be to move the media from one that is directed or even controlled by government or private interests to one that is more open and has a degree of editorial independence that serves the public interest. If the media is to have any meaningful role in democracy, then the ultimate goal of media assistance should be to develop a range of diverse mediums and voices that are credible, and to create and strengthen a sector that promotes such outlets. (CDG, 1999, p. 5)

A widely used definition by Price, sans mention of democratization, is that media assistance strengthens indigenous media in transitional societies with “journalism training, direct support to news organizations, and efforts to aid media law reform.” It also provides support for professional journalism and broadcast associations, develops environments for financial sustainability of media outlets, and “works on initiatives designed to transcend national, religious or ethnic barriers in the media” (Price et al., 2002, p. 2). Price goes on to enumerate more detail, as do others, but there is general agreement on these aspect components. Hume’s *Media Missionaries* (2004) also provides an overview of more focused media development programs within media assistance, as does Kumar (2006). Separate aspects like ownership development (Djankov, 2002), access to information (Coronel, 2001), journalist training (Banfi, 2007; Presnall et al., 2007), and sales and marketing (Internews, 2004a) are treated.

A favorable legal environment for the press has become another important

concern of media assistance. A working group report, "Media Law Assistance," published by CIMA (2007a), looks at successes and failures to date of such efforts and at what elements and strategies might be tried for future success. The legal environment also has important cross-linkage to other areas of development. Carothers discussed what he called a "core strategy" for U.S. democracy promoters and elaborated a core assistance strategy as "The Democracy Template" that includes media strengthening as part of building "civil society" (Carothers, 1999, pp. 86-88). The Civil Society program label now often includes media assistance. Legal aspects of the term related to media include libel, access to information and media licensing and regulation laws.

All current media assistance emphasizes that assisted media are meant to become "free and independent." This means that indigenous media are not controlled by the governments in target societies, or other political factions; that their owners, operators, employees, journalists, and media associations are free from corruption and influence peddling; and that they are free to choose the material they report within the ethical boundaries of professional journalism (CDG, 1999, p. 1). Striving for full realization of such goals introduces most if not all of the challenges faced by media assistance organizations (C. E. Baker, 1998, p. 408; Banfi, 2007, p. 124; Banisar, 2006, p. 32; CIMA, 2008, pp. 8-9; Luci, 2008, pp. 84-87; Minnie, 2007, pp. 115-118; Nawar, 2007, pp. 128-129; Stroehlein, 2007, pp. 144-145).

Regardless of the type of media, virtually all provider countries remain welded to the idea that indigenous free and independent media are key to the democratized development of "transitional," or "emerging" societies (Bennett, 1998, p. 206). In a 2007

conference paper, David Kaufmann, Director of Global Programs for the World Bank Institute, criticized a laissez-faire attitude toward accurate measures of press freedom throughout the world. Kaufman said that factors that lead to the effectiveness of “free and open” media, like information on real ownership, the legal and regulatory environment and its effect on the media, the competitive environment, and other factors are critical measures. Kaufmann said this reasoning was behind the World Bank’s higher profile as an active donor to media assistance programs. Others writing on media assistance at that conference posited strong links between independent media and civic health, general socio-economic development in emerging societies (Hoffman, 2007, pp. 19-21; Jacobson, 2007, pp. 28-34; Norris, 2007, pp. 66-75; Sandvig, 2007, pp. 50-54), corruption and governance (Kaufmann, 2007, pp. 55-58), global poverty (Deane, 2007, pp. 35-44) and free speech (Jacobson, 2007, pp. 28-34). Shashi Tharoor, UN Under-Secretary General for Communication and Public Information, however, joined Kaufmann in urging a less politicized connection to improving governance, while admitting that media assistance, within its communication technologies, carries a key driver of globalization (Tharoor, 2007, pp. 23-24).

Price (2002, p. 5) traces the early U.S. government media assistance efforts, which developed its roots in events associated with the Second World War. Generals Eisenhower and McArthur involved indigenous media in the rebuilding of Germany (Kaase, 2000, p. 375) and Japan (Krauss, 2000, p. 267). Adam Rogers (2007, p. 180) notes the multiplicity of terms describing the different approaches of what he labels as ‘communication in support of development.’ That term describes public diplomacy-

based media development intentionally designed to change public opinion to make it conform to public policy, but also (confusingly) includes media assistance that describes the formation of a free and independent indigenous media. As the Cold War strengthened, the diplomacy-based programs predominated. The objective of those programs was to promote American foreign policy by disseminating information designed to influence foreign audiences favorably toward the U.S. (Rose, 1971) rather than assisting the development of indigenous free and independent media. Both semi-transparent and covert programs aimed at accomplishing this end.

The Voice of America (VOA), which began broadcasting on February 24, 1942 with the intent of countering Nazi propaganda, later broadcast western-oriented news to communist countries during the Cold War. VOA currently broadcasts to populations in countries politically isolated from the United States such as Iran, Burma, North Korea and Viet Nam (Heil, 2003). VOA content has been characterized as pro-western and propagandistic based on the selection of content broadcast (Heil, 2003; Krugler, 2000).

In the 1960s and 70s, the Nixon administration covertly funded aid to existing and start-up television, radio and newspaper outlets in Chile as part of efforts to undermine and oust Salvador Allende's socialist government (SConI, 1975; SCSEGORIA, 1975). The money for the Chilean media program came in large measure through USAID and the State Department, although the CIA directly funded or channeled monies to the project through the other agencies (Haslam, 2005, pp. 13, 131).

Tironi and Sunkel (2000, pp. 165-192) note that these efforts, while propagandistic in nature, nevertheless contained many of the components of current

media assistance planning: the evaluation and selection of suitable local publishers and businesspersons with which to form partnerships, equipping and training staff, and monitoring and evaluation processes during and subsequent to individual media projects. Some individuals in target societies still suspect current media assistance projects of having hidden political/imperialistic motives. Clearly distinguishing media assistance efforts from more politicized and propagandistic programs such as the Voice of America is an ongoing effort on the part of government, NGO and private parties working in media assistance. However, since the admitted goal of media assistance is to promote free and open societies through the formation of self-sustaining independent media, both the political tie to democracy and the economic tie to free market capitalism still obfuscate this goal.

Although this study deals almost exclusively with the more current, non-public diplomacy programs, the formative roots of U.S. public diplomacy in democracy-building are an important element of understanding today's media assistance efforts. This history also sheds light on additional challenges of trust faced by media assistance programs in some parts of the world. Although media assistance today is not about promoting specific American policies and is distinct from American diplomacy, it is about nation building and instituting democratic notions in the target societies. Media assistance in its current non-propagandized form grew out of these sometimes-covert efforts to spread democracy, on one hand, or more overt efforts to curtail the advance of authoritarian states (Carothers, 1996, p. 16; CDG, 1999, p. 3; Hume, 2003, pp. 7-9; Rockwell & Kumar, 2003, pp. v,4).

The Scope of Current Media Assistance

When the Cold War ended in the early 1990s, international and U.S.-based organizations rushed to assist in the creation of independent media in developing and transitional societies. The aid was (and still is) unapologetically linked to democratization of target societies (Hume, 2004; ICFJ, 2008). Media assistance programs were carried out in Russia, Central and Eastern Europe, Latin America, Africa, the Middle East, and Asia with a variety of strategic and tactical approaches (Hume, 2004; Kumar, 2006). But an important pioneering program set a critical precedent for the outpouring of programs that followed.

Two evaluations recount the 1994 U.S. media assistance program launched initially by Florida International University (FIU) in Latin America. The program is notable not only as a pioneering effort in educating foreign journalists but also because FIU, concerned about the perception that it was operating as a CIA or other U.S. government intelligence front organization, negotiated a binding agreement with USAID that set the precedent for divorcing media assistance programs from those aimed at public diplomacy ends (Hume, 2004, p. 52; Kumar, 2006, p. 39). These two qualitative summaries of the program were included in the first generally available media assistance books. Current U.S. programs, particularly those funded and/or implemented by the U.S. government, while not tied to U.S. policy outcomes, continue to shadow U.S. foreign policy priorities (Hume, 2007, p. 195). This fact is partially demonstrated by the funding emphasis on programs in the Middle East, Afghanistan, Iraq and Indonesia.

The U.S. is one of many international providers of media assistance. Becker &

Vlad (2005, pp. 1, 5), found 70 organizations in 25 donor countries involved in media assistance projects totaling an estimated \$1 billion annually. Among those listed are the European Union, the World Bank, United Nations, European Commission, Council of Europe, Denmark, Belgium, Germany, public and private foundations with international scope, western universities, and media associations. Many of these have had media assistance programs in various parts of the world at various stages of implementation and funding – some since the mid-1900s – and most have accelerated them during the last two decades (Price et al., 2002, pp. 41-42). The Soros Foundation was another of the non-governmental organizations that was an early implementer of media assistance programs in Eastern Europe and Eurasia. Carothers (1996) discusses the Soros organization and philosophy in some detail (see below, page 24-26). One of the differences in the Soros approach is that it focuses on what is called an “Open Society” that may or may not be politicized as democratic but does promote a social organization tolerant of diverse opinions and independence of action (Carothers, p. 16).

Reports indicate upwards of a half billion dollars spent over the first decade (1991-2000) by U.S. media assistance efforts (Hume, 2004, p. 19) and something more than that for the second decade depending on the economic effects of the last two years (ICFJ, 2008). Part of the increase might be the result of a more discriminated accounting of development funds in the public sector where efforts have been made to identify monies devoted to media assistance activities that were formerly part of generalized programs such as public health development or education.

Another recent manifestation of the growing U.S. emphasis is the establishment

in September 2006 of the Center for International Media Assistance (CIMA), an agency under the umbrella of the National Endowment for Democracy (NED). CIMA published an inaugural report in 2008, *Empowering Independent Media*, as a summary of U.S. media assistance to that date. CIMA also commissions and publishes reports intermittently as part of its mission to identify strategies to improve U.S. media assistance programs undertaken throughout the world. CIMA targets policymakers, donors, implementers, and other stakeholders in media assistance, and is another vital diffusion conduit for ideas and media assistance innovations (CIMA, 2010).

In 2011, USAID is funding 50 media assistance programs throughout the world (Etulain, 2011).

Media Assistance and Democracy

The primary funding agency of U.S. media assistance programs has from the first been the United States Agency for International Development (USAID). President John F. Kennedy began USAID in 1961. One of the agency's primary objectives has always been to use its programs to build democracies in countries that receive its aid. Media assistance in virtually all provider countries remains welded to the idea that indigenous free and independent media are necessary, if not sufficient, to the democratized development of "transitional," or "emerging" societies.

One reason for the strongly held view of the connection between democratization and the media in the United States is the role media assistance had in the founding days of the country, as noted earlier. McChesney and Nichols (2010) point

to the postal subsidies granted by Congress as an ‘internal’ act of media assistance. They also point to the debate regarding press freedoms in the earliest sessions as being fundamental to both building democracy in the U.S. and enshrining journalism as a public good (McChesney & Nichols, pp. 237-239).

Media assistance in development has been described as the lynchpin or “connective tissue” of democracy (Gunther & Mughan, 2000, p. 1). A long tradition of media theory, beginning with John Milton’s *Areopagitica*, and continuing through John Locke, James Madison, Thomas Jefferson, John Stuart Mill, and more modern media writers like Walter Lippmann and others, connect an independent press to the effective workings of free societies with democratic forms of governance (Hudock, 2007, pp. 103-108; Norris, 2007, pp. 66-75; Norris & Zinnbauer, 2002, pp. 4-11; Sen, 1999, pp. 68-69). (In the interim “press” had evolved into “media” in its many forms. “Free press” and “press” are used here inclusive of electronic and print forms.) Jacobson (2007, pp. 28-34) explores the contribution of *Four Theories of the Press* (Siebert, Peterson, & Schramm, 1956) to this connection, and the decline of the book’s influence because of its ethnocentricity and simplicity of understanding regarding the effects of bottom-line media priorities. However, the relationship of the “libertarian” press model to a democratic state still has powerful sway in media assistance thinking. This normative theory of media and society (McQuail, 2005a, p. 440) is a founding principle of media assistance. Krishna Kumar, now a senior social scientist at the Office of the Director of U.S. Foreign Assistance, State Department and an early participant in media assistance work, characterized this directly: “[Media] assistance [is] designed to promote robust,

independent media in developing and transitional societies. Such assistance is based on the underlying assumption that independent media contributes to the building of democracy and economic development” (Kumar, 2006, p. 1).

Not the least of the problems inherent in arguing for the media-democracy connection is the definition of democracy. Bollen and Paxton (2000) find evidence of errors in categorizing democracies based on subjective inputs. Alvarez’s *Classifying Political Regimes*, makes the point in its very first sentence, “To study systematically issues concerning both the origins and the consequences of political regimes, we need valid and reliable classifications” (Alvarez, Cheibub, Limongi, & Przeworski, 1996, p. 3). The authors look at 141 regimes between 1950 and 1990 and classify them as democracies or dictatorships: the latter labeled as a residual category more accurately denominated as “not democracy.” They elaborate their initial statement in a vein that illuminates the problem with a loose definition of democracy:

Perusing the innumerable definitions, one discovers that democracy has become an altar on which everyone hangs his or her favorite ex voto. Almost all normatively desirable aspects of political, and sometimes even of social and economic, life are credited as definitional features of democracy: representation, accountability, equality participation, dignity, rationality, security, freedom—the list goes on. Indeed, the set of really existing democracies enclosed under many definitions is empty. And from an analytical point of view, lumping all good things together is of little use. The typical research problem is to examine relations between them. Thus, we may want to know if holding repeated

elections induces governmental accountability, if participation generates equality, if freedom imbues political systems with rationality. Our own research program is to examine whether democracy in the political realm affects variously defined performance in the political, social, and economic realms and whether performance of various kinds affects the durability of political arrangements. Hence, we want to define democracy narrowly. (Alvarez et al., 1996, p. 4)

Despite this rationale for a narrow description of democracy as a base for research, the authors end by declaring that using the most common, or widest, democracy indicators have usually resulted in “high reliability” for measurement of a nominal label. Strömbäck looks at the impact media and journalism have on democracy after citing and repeating the longstanding criticism of political science for its lack of definitional discrimination, and goes on to enumerate four models of democracy. He argues that journalistic impacts cannot be isolated from different normative modes of democracy (Strömbäck, 2005).

Media assistance is often coupled with anti-corruption programs, which are in turn linked with democratization efforts, and in particular are linked to efforts to improve economic growth. Drury, Kriekhaus & Lusztig (2006, p. 133) looked at the relationship of those three elements: democracy, corruption, and economic growth. They concluded that corruption has little or mitigated impact on economic growth in democracies but does harm to economic growth in non-democracies. The study links a democracy’s electoral mechanism to this result but suggests future studies look at the impact of a free press that publicizes corruption and other activities that might impair

economic growth.

In media assistance parlance, rule of law is often referred to in a circumscribed role as the legal and regulatory environment that specifically supports free and independent media. But rule of law, anti-corruption and media are seen to be inextricably linked as building blocks in democracy building (Blair & Hansen, 1994, pp. 4,12, 16, 27-28; Donnelly, 2004, p. 28).

Since media assistance democratization efforts are most often measured against the characteristics of democratization contained in indices such as the International Research and Exchange Board (IREX) Media Sustainability Index, the Freedom House Freedom in the World and Freedom of the Press surveys, or the Reporters Sans Frontieres (RSF) Worldwide Press Freedom Index, democracy definitions would seem critical. But much debate exists. Scott takes issue with the presentation of index information as both dense for a lay reader and lacking in some necessary statistical data (Scott & Stokes, 2007). Two books, *Measures of Press Freedom*, edited by Price, Abbott & Morgan (2011), and *On Media Monitoring*, edited by Trappel & Meier (2011), bring together the most recent collection of academic writing critiquing democracy indices.

Since September 11, 2001, when the World Trade Towers were destroyed by terrorists and the Pentagon damaged, the effort has assumed a more emphatic democratization element in the U.S. (Hume, 2003). Miniter (2007) traces the relationship of foreign-aid-as-democratization under the Bush “Freedom Agenda,” which directly affected media assistance funding subsequent to 9/11 and Fenton (2009)) tracks the policy through the Obama administration. Levy (2011) illustrates the

difficulty of overcoming hundreds of years of cultural precedence about determining governance.

Current communication and media theory is much less rigid regarding a direct link between media and the birth or support of democracy, and in most cases is now skeptical of any causal linkage. McQuail covers a range of other normative theories that prescribe options to democracy including emancipatory, social responsibility or public interest, and communitarian theories (McQuail, 2005a, pp. 183-186). In *The Role of Media in Democratization*, McConnell and Becker (2002) wade through research and other writing about the relation of media to democratic development. In the process they offer insights about the back-and-forth nature of democratization and the commonness of regression. Their examination of the literature shows four distinct stages and they conclude that media tend to be most supportive in the early period after the previous political regime has fallen but go through less supportive, even cynical periods in later stages. This cynical period includes a media-freedom-hinders-democracy argument and a democratization-hinders-media-freedoms stance (p. 13).

Multi-year research done by Finkel and his associates at Vanderbilt University and the University of Pittsburgh, with a comprehensive sample of countries in the study, parallel some of McConnell and Becker's more nuanced descriptions but in the end find that USAID's aid programs overall "produced significant increases in the national level of democracy" (Finkel, Green, Perez-Linan, Seligson, & Tate, 2008; Finkel, Perez-Linan, & Seligson, 2007; Finkel, Perez-Linan, Seligson, & Tate, 2008, p. 2). The research uses the Freedom House Index but also incorporates another developed for this study, Polity IV

indicators (2007, pp. 50-54). Finkel also refers to the “Iraq Effect” in an enlightening discussion regarding the conditions where democracy assistance works best; for instance, the study’s data showed it does not work well in countries where the U.S. has a high profile, and corresponding large budget for military presence (Finkel, Perez-Linan, et al., 2008, pp. 4-5).

Perhaps the most relevant discussion about the media-democracy relationship is found in Price & Krug, which became attached to the USAID official media assistance “library” in the Occasional Papers Series for the Office of Democracy and Governance. Rather than getting bogged down in the question of causation, the authors observe “that at some point in every transition, a free and independent media sector is vital.” (2002, p. 3). They go on to illuminate a causative chain:

Laws that create the structural underpinnings for independent media are necessary for the development of civil society, but they alone do not guarantee how media will function. For free and independent media to work, the community in question must value the role that the media play. (Price & Krug, 2002, p. 4)

As noted above, Thomas Carothers, currently a vice president of studies with the Carnegie Endowment for International Peace, has long been a critic of the methods (Carothers, 1996) and ends of U.S. foreign aid when it comes to democratization (Carothers, 2002, 2007). His two edited books have added important perspectives to the discussion (Carothers, 1999, 2004), and he has been equally involved in offering some solutions to his own criticism (2010).

Carothers supported aid to post-communist societies but assessed USAID, as the agency charged with the task, largely ineffective due to “deeply entrenched psychological and bureaucratic structures that encase US assistance programs” (1996, p. 2), meaning its motivational basis of democratization. He favored a less politicized approach, like that of the Soros Foundation, that sidestepped any path toward democracy in favor of one moving toward societies open internally and externally. George Soros, the founder/philanthropist of these various country-based organizations described them as “a form of social organization which allows people with different opinions and different interests to live together in peace.... Open society not only allows but requires everyone to think for himself and make his own choices. This brings freedom, innovation, and prosperity" (Soros, 1994, pp. 13,16).

In his 2002 article for the *Journal of Democracy*, Carothers attacked the “Third Wave” model of Samuel Huntington (Huntington, 1991) and the analytic framework for democratic transition that emerged and formalized into a budding academic field called “transitology” due mostly to the work of Guillermo O’ Donnell and Philippe Schmitter (O'Donnell & Schmitter, 1986). He questioned whether most of the so-called democratizing countries were actually on a path to democracy, whether those moving away from authoritarianism were following the opening, breakthrough and consolidation three-part process of transitology, whether western-style elections would actually provide new governments with democratic legitimacy with longer term democratic participation or accountability, and whether a country’s chances for ending as a democracy are primarily the result of the political intentions and actions of its

political elites, suggesting that the underlying influence of economic, social, and institutional conditions and legacies were the actual drivers (Carothers, p. 14). Carothers' voice is perhaps the most influential of those proposing a contrarian approach to the accepted bureaucratic and philosophic practice of USAID.

Part 2 – Monitoring & Evaluation in Media Assistance

M&E Development History

As a distinct social science discipline, M&E began in the mid-twentieth century. The majority of M&E methodology was developed outside of media assistance. One of the most recent in-depth treatments of M&E, especially as applied to financial outcomes, is the six-volume series written by Jack and Patricia Pullman, and other specialist co-authors, with the third volume in the series being the most applicable to applications like media assistance (Phillips & Aaron, 2008c). An early overview of a wider range of M&E methodologies is available in Mark and Shotland (1987).

The World Bank, which scrutinizes a vast array of development projects around the world, including some aspects of media assistance, defines monitoring and evaluation as a gathering and processing mechanism, together with a brief cost-benefit analysis, using appropriate applications for quantitative and qualitative approaches (Bamberger, 2004). The *American Journal of Evaluation* is the primary academic and research voice for the evaluation discipline. An important article, "What makes an evaluation useful?" (Grasso, 2004), is a discussion drawn from experiences at both the

U.S. General Accounting Office and the World Bank. Grasso discusses how to determine which measurements are most useful from the perspective of much larger organizations outside the media assistance area and the necessity of tailoring the reporting of findings to the needs of the various audiences using the evaluation.

A working paper from the Overseas Development Institute in London (Hovland, 2007) makes a similar contribution but has more direct connection to development efforts in transitional societies. Carrington and Nelson (2002) and Djankov (2002) address the impact of macro/micro- and micro-economics, respectively, as elements to be monitored in assessing impacts. Graphic presentation of data and matching audience to presentation are covered in Morris, Fitz-Gibbon, and Freeman (1987). Asante (1997) has a now somewhat dated but important bibliography and research guide about development and press freedom.

Finally, several papers discuss M&E treatments related directly to media assistance. An International Association for Media and Communication Research paper provides background on measurement problems encountered in determining the level of independence attained by assisted media (Holtz-Bacha, 2004). Since the purpose of media assistance is to create, improve, or strengthen free and independent media, this study is of particular interest for evaluation purposes in setting measurement standards, and as the following quote shows, of assessing the character and level of cultural bias endemic in media assistance:

The Press Freedom Survey carried out by Freedom House as well as the studies that were inspired by modernization theory all come from the United States. It is

obvious that the indexes used for measuring freedom of the press have a Western bias. They mirror the norms and values of the highly developed Western democracies. Even more: These scales have a US bias. Therefore, they tend to reject any kind of media policy and to evaluate any activity by the state negatively, independent of its nature. Media ownership other than private is regarded with suspicion.

The cultural bias inherent in the scales used to measure freedom of the press continues with those who are actually evaluating the individual countries. The studies mentioned here mostly worked with experts who came from the Western hemisphere or even exclusively from the US. Even if they are experts on the countries and regions they are supposed to evaluate, these experts bring along their 'cultural package', that means their perspective is shaped by the experiences and values of their own culture. The Western bias is thus reinforced. (Holtz-Bacha, 2004, p. 9)

Ellen Hume's, *Media assistance: Best practices and priorities* (2003) reports on a media assistance conference where participants reviewed current problems and shared ideas about best practices, an indicator of an existing communication channel important in establishing how process innovations relate to diffusion theory. Hume wrote one of the first full-length books on media assistance, cited above, *The Media Missionaries* (2004), published by the John S. and James L. Knight Foundation, a leading donor organization. Two other books are important as cataloging the history, issues and performance of media assistance, Krishna Kumar's, *Promoting Independent Media*

(2006), and Craig LaMay's, *Exporting Press Freedom* (2007). Kumar, then a senior social scientist with USAID, includes summaries of seven international projects that he was personally involved with in Central America, Russia, Serbia, Bosnia-Herzegovina, Indonesia, Afghanistan, Sierra Leone, with his experience-driven recommendations to the international media assistance community. The most recent book published on media assistance effectiveness edited by Monroe Price and Susan Abbott, *Measures of Press Freedom and Media contribution to Development* (Price et al., 2011) contains sixteen essays reporting on various aspects critical to effectiveness measures. Another in the same series edited by Lee B. Becker is *On Monitoring Media* (Trappel & Meier, 2011), with 12 essays spread between monitoring media freedom, monitoring media for democracy, and monitoring media organizations in the U.S. and Europe and those organizations' accountability to democracy.

USAID has compiled its own guidelines to be used by grantees and outside evaluation organizations (USAID, 2009, 2011). The guidelines prescribe concepts and consistent terminology, purposes, basic organizational roles and responsibilities, and evaluation practices and requirements. Appendix C contains key components of these guides. These two guidelines reflect the parallel track of the findings in this study regarding media assistance program reporting documents and USAID's efforts to improve M&E in all of its program areas.

Perhaps the most diverse and comprehensive compilation of reports and papers written for a single media assistance conference is published by Internews Europe as *Media Matters: Perspectives on Advancing Governance and Development from the*

Global Forum for Media Development held in Paris in 2008. More than 30 papers are included covering a full range of media assistance topics (GFMD, 2008). A second publication from the Global Forum for Media Development (GFMD, 2009) that grew from the 2009 Athens conference has the same title and contains more articles exploring critical media assistance topics by authors participating in media assistance from international organizations.

The World Bank has many publications aimed at effective use of M&E in foreign assistance programs. The most recent is *The Road to Results: Designing and Conducting Effective Development Evaluations* (Imas & Rist, 2009). The title is indicative of both the World Bank's concern and the direction of its M&E education. The World Bank has also published several relevant and useful shorter texts on monitoring and evaluation (Bamberger, 2000, 2004; Clark & Sartorius, 2004). Myers, Woods, and Odugbemi (2005), provide a general approach to M&E for development programs that is a helpful introduction to the USGAO in-depth report, *Independent Media Development Abroad* (2005). Global Forum for Media Development's Bettina Peters (2009), has written a proposal for meeting Mosher's 2009 CIMA report recommendations with an M&E Handbook/Toolkit instrument. Peters calls for a combined effort from organizations and academics working within international media assistance.

The vast majority of media assistance planning, especially that for M&E, uses a visual/verbal instrument known as a *logical framework*, shortened to *logframe*. Since this instrument is so ubiquitous across the development field, it is important to gain some perspective on its use. Two contrasting positions are discussed in Davis (2005) and

van der Velden, (2003). In particular, van der Velden presents a critique of logframes, arguing that their form and required mindset may skew or leave out critical data and perspectives. He also suggests several alternative approaches.

Monitoring and evaluation is an established part of management theory in both the public and private sectors. It is not the purpose of this paper to review divergent theories or practices as used in general business practice, or to review or exhaustively discuss any positives or negatives of M&E use in either general business practice or media assistance. While it may be necessary to look at criticisms of M&E directly pertinent to media assistance, the context of such discussion will be the future need to find workable M&E procedures and processes that will aid tracking and predictability of media assistance, and to some degree, democratization outcomes.

The Scope of Current M&E Practices in Media Assistance

Monitoring and evaluation is currently an expected or required element of all media assistance projects (Davis, 2005; Kumar, 2006; LaMay, 2007; Mosher, 2009). Tracking actual M&E measurements over time through the course of individual, multi-year media assistance programs has not been undertaken. Various media assistance organizations have, however, suggested or even required that specific M&E metrics be used. Most of these are derived from other areas of foreign assistance (Hovland, 2007; USAID, 2009; USGAO, 2005). Reporting of the specifics of quantified M&E metrics, however, is often functionally absent in publically available documents. Summaries and anecdotal reports might take the place of actual M&E studies when protecting

proprietary procedures and personnel of implementing organizations is the aim (Etulain, 2011; Gaydosik, 2011).

Efforts to both plan and implement M&E processes in media assistance are a part of the literature. Earlier efforts appear informal and often rely on ethnographic approaches, such as individual interviews, activity lists, or anecdotal summaries in reports with little quantitative evidence (Kumar, 2004, p. 13). Kumar, who was involved with media assistance M&E efforts for 20 years with the World Bank and USAID, said most evaluations of planning M&E he saw “were not very good” (Graves, 2007, p. 6).

While government donors like USAID identified M&E as a key component process (CDG, 1999), early implementers often felt they were not as important as other program components, so when spending choices needed to be made in the field (and therefore effort), monitoring and evaluating often became secondary (Ristow, 2009). Kumar characterizes the somewhat fuzzy nature of some performance outcomes as “If you are doing good work, it is evident” (Graves, 2007, p. 6).

Most stakeholders appreciate the value of well executed M&E. Search for Common Ground, an NGO that has current media assistance projects in Africa, sees not just its value but its necessity. Nick Oatley, director of institutional learning, said there is no use in doing things unless their impact can be proven or demonstrated. Susan Abbott of the University of Pennsylvania’s Annenberg School for Communication and currently Deputy Director of Program Development for Internews, says media assistance programs need not labor to show that media *makes* a difference, but rather how that difference came about, “whether by contributing to the health of the economy, polity,

or society, has been the focus of considerable debate.” In the same report, Oatley noted that without M&E it is impossible to know what works better and what doesn’t. Donors want accountability, and they want to know their money is being spent well (Mosher, 2009, pp. 7, 10).

Current M&E practices have moved toward outside evaluation firms for the final and even mid-term parts of the assessment process. This practice introduces an increased probability of credibility in the evaluation stage and can include training of media assistance workers in evaluation techniques and practices. Susan Philliber of Philliber Research Associates noted that the more limited M&E efforts of the 1990s have seen “a sea change” from focus on activity to focus on outcomes (Mosher, 2009, p.8). In a recent interview, however, Philliber, said the actual M&E reports and data were sometimes considered “proprietary” and not shared in documents meant for public release, presumably those posted on the USAID/DEC website (Philliber, 2010). ICFJ’s Luis Botello, the senior program manager who oversees that organization’s M&E, said Philliber’s company did outside evaluations for ICFJ and trained his staff but that such training and information derived from evaluations was only routinely shared inside his organization (Botello, 2010).

The most recent media assistance project planning suggests five percent of the total awarded grant be devoted to M&E and that M&E planning be integrated early in the process, recognizing its importance in eventual success. Different program foci result in different indicators. A program focusing on content production, for example, uses different intervention points and indicators than one focused on advocacy or

media literacy. But, as stated above, the literature does indicate the M&E planning process itself can be tracked and therefore will be predictable.

M&E in Media Assistance

A persistent undercurrent in media assistance literature is whether the M&E process, and the metrics it uses, appropriately measures the movement toward democracy related goals (CDG, 1999; IREX, 2009; Kumar, 2004; Mosher, 2009; Price & Krug, 2002; USGAO, 2005), and related to that question, whether the right things are even being measured.

Early evaluation efforts focused more narrowly on arguing the “rightness” and indispensable nature of a free and independent press as an adjunct to civil society and the workings of sustainable democracy (Carothers, 2004, pp. 244-245). While implementers made some effort to monitor and evaluate the success of projects, the overarching idea of the indispensability of a free press served to blur the specific quantitative and qualitative goals achieved. When questions about the appropriate use of funding arose, implementers often made field decisions that favored spending on actions other than planning, monitoring or evaluation (CDG, 1999; Morris et al., 1987).

Now, however, there is increased emphasis by larger numbers of both donors and implementers to include measurable goals that reflect progress toward democratization, and to accurately monitor progress toward those goals (Davis, 2007; Lambino, Tebay, & Buzby, 2007; Mosher, 2009; Peters, 2009). Correlating planning and M&E goals to outcomes is a necessary precursor to evaluating the level of success in

achieving such goals, and a critical part of the ongoing cycle of improvement (Borawski et al., 2007; Breyfogle, Cupello, & Meadows, 2001; Hines et al., 1998; Hovland, 2007; USGAO, 2005; Zu, Robbins, & Fredendall, 2010). In the first decade of media assistance project assessments were characterized as more ad hoc (Kumar, 2006; Mosher, 2009). During the last ten years virtually all media assistance programs have had some sort of evaluation component and some at least planned for interim monitoring, although some practitioners still doubt whether current metrics measure 'the right things' (CIMA, 2008; Peters, 2009; van der Velden, 2003).

One current challenge in media assistance, then, is finding monitoring and evaluation metrics that accurately measure progress toward democratization. This presents several difficulties. What constitutes a democracy or its component parts? There are almost as many different democratic forms as countries proclaiming themselves to be democracies (Conley, 1996; Hier, 2008; Kaiser, 1997; Novak, 1997). Fortunately, some winnowing has already been done and media assistance practitioners and researchers have assembled what are at least workable target indicators (FreedomHouse, 2009; IPDC, 2007; IREX, 2009; ISAS, 2007; RSF, 2009).

The nature of media and the variety of media assistance programs are another complication to effective implementation. First, projects range across a spectrum of media including legacy print, radio and television, and newer digital formats. Many of the newer digital formats do not have established baselines of performance. Market research about new media performance standards is developing in provider countries where independent media in legacy forms have been in existence for generations.

Reliable comparables are few or absent.

Second, each medium can encompass widely different aspects. Assisting single or multiple television stations requires training journalists and media management and marketing staff, facilitating supplier connections, renting office space and procuring and installing equipment and commodities (Chemonics, 2003). Any one individual aspect could legitimately call for an individual M&E track. Yet correlations to democratization are not obvious and may take some thought to conceptualize and implement.

Third, accurate cost prediction and ongoing budgeting of M&E is challenging due to an array of dissimilar factors. Evaluation expenses are currently the more predictable of the two M&E costs. Outside agencies acting as contractors or subcontractors are often used, a practice that increases credibility by separating evaluated from evaluator (Davis, 2005). The cost of outside evaluations appears as an expense line on the project P&L and therefore can be specifically quantified. Separate costs usually can be tied to the variables of each evaluation, and therefore provide a level of variable predictability depending on the exact scope of the evaluation employed (Mosher, 2009).

Monitoring costs, however, are less apparent. In practice, monitoring activities often take place in non-discreet and uncollected time segments performed as part of other duties. The same is often true for the costs associated with planning M&E activities. These costs typically are mixed in with the initial overall planning of any media development project (Mosher, 2009). The true cost of M&E activities includes the costs associated with planning *and* conducting such activities. However, to date there is no standardized operating procedure for identifying, tracking and accounting (as expense

items) for the discrete costs associated with all in-house M&E activities. That lack of credible data means that the process used to budget funds for M&E lacks accuracy and predictability. This, in turn, means that current budget processes cannot guarantee the necessary apportionment to achieve expected results (GFMD, 2008; Hume, 2003; Mosher, 2009).

Fourth, the various societal environments where media assistance efforts focus present a variety of challenges to accurate assessments. Efforts have been made to correlate media assistance programs to these differing environments, and although the differences were notable and recognizable early in the effort, a formal classification was published only recently (Kumar, 2009b). As the media assistance effort grew and evolved, however, these differing environments developed different M&E metrics.

Kumar's four major categories, for instance, had evolved clear distinctions for expected outcomes with widely different correlations to fostering or developing democratic characteristics (Kumar, 2009b) (see also Appendix 3, Dictionary 3, 3a).

All four CIMA report recommendations for improving media development projects derive from the wider M&E failures (Mosher, 2009, p. 23). The first recommendation suggests more aggressive funding for M&E to meet the expanded expectations of success. The second recommendation is that a shared but adaptable approach to M&E be adopted, with the inference that such an approach would also foster the predictability of M&E expense. The third recommendation is that non-competitive information be shared among the various media assistance entities. M&E costs fall in that category. Collecting and tracking such costs over time, parsed and

associated in matrix form to M&E variations, would provide an effective forecasting tool. Finally, the report suggests adopting bookkeeping practices that better reflect and track, M&E outlays. The report states:

If media assistance groups have embraced the notion that pursuing programs is pointless without evaluating them, they should likewise understand that undertaking M&E is foolish without knowing its true cost...steps should be taken to at least estimate the heretofore uncalculated costs of in-house M&E. Only when that is done can organizations determine what proportion of a project's budget is being spent on M&E, and they should seriously consider setting a target proportion and sticking to it. (Mosher, 2009, p. 23)

Media assistance and M&E bibliographies

There are now several media assistance bibliographies and academic compendiums worth mentioning. *Press Freedom and Development* was an early attempt to collect sources and offer a research guide (Asante, 1997). Internews Europe and The Global Forum for Media Development published "Perspectives on Advancing Governance & Development" in 2008. It contains the perspectives of many experienced media assistance stakeholders and practitioners (GFMD, 2008). A joint project by Internews and The World Bank underwritten by the Bill and Melinda Gates Foundation is an ambitious effort to 'map' the activities of the media assistance sector (Arsenault & Powers, 2010a, 2010b; Susman-Pena, 2010). Arsenault & Powers annotated bibliography gathers 200-plus references on media assistance including media's role in

society, the practice of media assistance, and media's influence on development.

USAID's Center for Democracy and Governance (CDG, 1999) has published a lucid, comprehensive handbook for media assistance implementing organizations and a *Handbook of Democracy and Governance Program Indicators* (CDG, 1998). The U.S. government perspective and policies on media assistance are found in several documents (CIMA, 2008; Donnelly, 2004; Finkel, Green, et al., 2008; Finkel, Perez-Linan, et al., 2008; Frankel & Gage, 2007; Hyman, 2000; Kumar, 2004; Price & Krug, 2002) and the United Nations and a Swiss organization have published democracy indicators based on analyzing some 27 different indices (IPDC, 2007; ISAS, 2007). Japan has also published media assistance evaluation guidelines that are useful comparisons to U.S. efforts (Japan, 2003). USAID has published regular policy updates (USAID, 1999, 2009, 2011), with the 2009 publication being a comprehensive look at development aid encompassing media assistance and the 2011 publication focused on evaluation policy. Two other government documents more broadly concerned with democracy and governance but containing early guidance for assessments and indicators should be mentioned, "Conducting a DG Assessment: A Framework for Strategy Development" (Hyman, 2000), and "Handbook of Democracy and Governance Program Indicators" (CDG, 1998).

3 | THEORETICAL FRAMEWORK

Conceptual Approach to the DEC Archive

Media assistance implementers have developed a growing base of experience and expertise over the last 20 years that is recorded in the program reporting documents. Despite this wealth of material on media assistance and its related components, there appears to be no media assistance research drawn from these planning and periodic reports, let alone research aimed at M&E. The 2009 paper titled, *Good, But How Good? Monitoring and Evaluation of Media Assistance Projects*, commissioned by CIMA (Mosher, 2009) recorded a string of conversations with key figures in media assistance on how to measure the real impacts of media assistance.

After referring to “the dizzying array of approaches to M&E” that appears on the USAID/DEC website “interspersed among nearly 65,000 documents related to development programs” Mosher notes the “wide range of approaches to media assistance, chronicled in an almost equally wide variety of forms: in-house monitoring, outside evaluation, spreadsheets full of numbers, narratives full of anecdotes.” Sifting through and analyzing these documents can, he says, “prove frustrating, even fruitless” (Mosher, 2009, p. 13). Frustrating it may be, fruitless it is not.

These reporting documents represent the evidentiary bricks of monitoring and evaluation. USAID requires them to contain what was planned and what actually happened, and to explain how things happened (USAID, 2009, pp. A1-1 to A1-4).

Table 3.1 Relationship of the Program Reporting Document to all program activities. Reporting documents may be expected to have information covering all program aspects. This table uses one planned goal as an example outline of report content.

PROGRAM REPORTING DOCUMENT			
Example - GOAL: Improve TV Station Sustainability via Profitability			
MECHANISM: Increase audience share			
<i>Planning</i>	<i>Implementation</i>	<i>Monitoring</i>	<i>Evaluation</i>
Improve technical broadcast elements	Acquire upgraded camera equipment	Test broadcast and reception quality	Conduct focus group
Improve family programming	Acquire or develop improved family programming	Conduct audience survey	Conduct viewership poll
Improve news program ratings	Train camera operators		Analyze all findings
	Train reporters and news presenters	Content analysis	Recommend future actions

Most, if not all, of the program reporting documents are themselves an evaluation of the program over a determinate time period. The USAID guidelines state that one of the two primary purposes of such evaluations is to provide learning that improves effectiveness (USAID, 2011, p. 5). Therefore, establishing the characteristics of the reporting documents, analyzing change or lack of change in the M&E characteristics they report over time, as this study does, seems a logical step in contributing to our understanding of media assistance.

Since this study deals with data derived from program reporting documents that are part of a government archive of documents, a determination of the validity of the

source must be addressed at the outset. Webb, Campbell, Schwartz, Sechrist, and Grove (1981) deal with the advantages and challenges of document sources. They cite the advantages of low-cost and nonreactivity of archival records as sources of data (Webb et al., p. 78). When the international, multi-lingual, and often dangerous environments where media assistance is conducted, in conjunction with the time spans necessary for longitudinal studies and the complexities of on-site surveys, interviews, and alternative methods of data collection are considered, the low-cost of archival data collection is readily apparent. The nonreactivity of this data set needs more explication, however, than a quick check off.

The identifier data categories in the program reporting documents, i.e., program target country or region, report filing dates, program operation dates, filing organizations, implementing organizations, report authors, report labels, and similar information, are unlikely to be reactive in any case. The choice of program activities reported (or left unreported), and the characterizations of such activities have a higher level of reactivity and must be analyzed in that light. Since the reporting documents are a criterion used to determine refunding, the self-interest and bias of the organizations that implement the media assistance programs they report must also be considered. However, the fact noted above that the documents are purposely prepared as objective 'outside' evaluations that screen out potential bias and report on the activities of the program is a mitigating factor against reactivity.

Webb et al., list selective deposit and selective survival as two other major sources of bias in archival records (p. 79). In this sense the DEC database currently

appears incomplete, for instance in the sense of reporting documents apparently missing from an expected sequence in a multi-year program. Communications with USAID officials (Etulain, 2011; Gaydosik, 2011; Sokolowski, 2011; Yang, 2011) about documents missing from the database turned up both the result that all program reporting documents filed with USAID may not be present in the USAID/DEC database, and reasons for their absence. While a requirement does exist that regular program reports of various kinds are filed with the agency, there is not a formal requirement that it appear in the DEC, which is a public access database. USAID can and does recommend this requirement be made in RFPs, but the requirement has no penalty attached if it is not met. Security is cited as the chief reason reporting documents don't appear on DEC. Some target countries have volatile environments where media people have been harassed and even murdered. Regimes have also taken detrimental actions against media assistance implementing organizations, media, and media support organizations (MSOs) because of their activities, which is recorded in many of the reporting documents themselves.

Another reason documents might not appear in DEC is that implementing organizations feel information contained is proprietary and should therefore not be available to public access. Trying to "sanitize" the documents by removing or altering the reporting documents can result in "complexities" that effect the primary purpose of the documents, which is to report on the programs (Sokolowski, 2011).

While the lack of continuity in the database is regrettable, it is not uncharacteristic of archival sources generally. Where lapses are present researchers try

to draw on triangulating data from other sources. The 2011 USAID *Evaluation Policy* publication includes a new commitment on the part of the agency to improve both the transparency and completeness of the public record for all aid evaluation reporting (p. 7). Absent documents should be a continuing pursuit of future research approaches.

The nature of the reporting documents is another positive factor in evaluating both the validity and viability of the report documents as data sources for media assistance research. With very few exceptions the reporting documents are formal evaluations of program activities. Patton (2008, p. 3) starts his discussion by addressing this important characteristic of the evaluation's primary purpose:

The human condition: Insidious prejudice, stultifying fear of the unknown, contagious avoidance, beguiling distortion of reality, awesomely selective perception, stupefying self-deception, profane rationalization, massive avoidance of truth--all marvels of evolution's selection of the fittest. Evaluation is our collective effort to outwit these human propensities--when we choose to use it. (*Utilization-focused Evaluation*, Patton, 2008)

The research conducted here distinguishes the report by label and type then analyzes the internal characteristics of each report's description of M&E activities as the assessment of validity. Future research might look at a range of validity tests. The format and content of evaluations varied widely in the early years but more current reporting documents appear to be moving toward a range of conformance parameters (Bamberger, 2004; Clark & Sartorius, 2004; Mark & Shotland, 1987; Stremlau, 2011).

A further problem related to validity and more especially generalizability is

population size versus sample size. Sample size may seem relatively small on one hand and not randomized satisfactorily on the other. No official count of the total population of media assistance program reporting documents exists for the 20-year study period. USAID's Senior Advisor for Media Development, Troy Etulain, said records systems, people, funding streams, reporting requirements and approaches to media assistance have changed or evolved during the 20-year period covered by this study.

Often media development assistance is embedded in projects which do not have media development as their primary assistance objective. ...you may see a health project which involves some training of journalists on how to keep safe from infectious diseases. We don't always know about these project components. A more useful distinction for us, however, is not whether it was a media development component of a larger project, but whether a project or one of its components focused on developing media as a discreet end (goal) or as a means to communicate some message or story to the public. All of those little components focusing on media as an end should be included in the overall number....*We currently have media development projects in 50 countries.*

(Emphasis added). (Etulain, 2011).

To put the number of media assistance program reporting documents in context it is helpful to know that the total number of evaluations submitted annually to USAID/DEC for all foreign aid programs it financed was 500 in 1994, decreasing to 170 in 2009 (USAID, 2011, p. 3). Media assistance represents a relatively small proportion of all USAID funded aid programs and it is therefore illogical to assume that media

assistance documents would account for more than a small percentage of the total number of documents filed in any one year. USAID lists between 90 and 107 countries as eligible for aid, not all of which received media assistance aid continuously from 1992 to 2011. The study includes 42 of those countries that did receive media assistance in some or most of those years.

Subsequent to the content analysis completion of the 68 program reporting documents an additional 193 were located in DEC. This circumstance is treated in more detail in chapter six and the full list of 261 documents is available in Appendix E. The point here is that a sample of 68 documents from a population of 261 results in a respectable sample size range of 26%.

The initial sample was developed with the supposition that it reflected the entire population of reporting documents resident in DEC. Since the original number represented a workable set of documents for the content analysis no further effort was made to randomize the selection. If future discovery of additional program reporting documents happens, future research will no doubt respond as the data indicates. With these facts in mind, this study limits itself to a descriptive analysis together with a limited examination of some ordinal characteristics in the categories described.

Hypotheses and Research Questions

H₁: Monitoring and evaluation characteristics, as contained in the documents, will show change over time.

H₂: Changes in monitoring and evaluation characteristics will be associated with

positive changes in democratization measurements.

This analysis of the DEC database suggests the possibility of providing a multitude of worthwhile answers to questions such as: What did the reporting contain? How does that content relate to the process of M&E decision-making? What are the major influences on setting strategic objectives? What role does M&E play in setting strategic objectives? What is the interplay between the funding organization and the implementing organization(s)? How do media assistance organizations measure and correlate the impact of media development on the democratization of target populations? What kind of monitoring tools are used? How does the political environment affect what monitoring and evaluation tools are used? What is the relationship between the reports themselves and the evaluation process? In what type of program document is such reporting likely to appear?

Although it is beyond the scope of this study to address all of these questions, and factoring in the notion that this investigation must by necessity produce a preliminary map, the study limits its attempt to providing answers to the following five specific research questions:

- RQ₁** What does the USAID media assistance reporting landscape contain?
- RQ₂** What type (label) of reporting document, if any, is likely to contain the most complete reporting of M&E activities?
- RQ₃** How do the reporting documents link democratization goals to media development goals?
- RQ₄** How does M&E reporting change over time?

RQ₅ How closely does the reporting conform to rigorous, empirically informed, systematic overview and assessment?

Theory Informing the Research

The study touches on several theories to illuminate the findings and provide a basis of discourse: Media effects, diffusion of innovations, and globalization. Mass communication theory evolved from the functionalist assumption that a defined media sector works “towards the integration, continuity and order of society” with the perhaps unintended but real result of a focus on the effects of that media on society and related establishment of a dominant paradigm of research (McQuail, 2005a, pp. 63-64).

The underlying view of society in the dominant paradigm is essentially normative. It presumes a certain kind of normally functioning ‘good society’ which would be democratic (elections, universal suffrage, representation), liberal (secular, free-market conditions, individualistic, freedom of speech), pluralistic (institutionalized competition between parties and interests) and orderly (peaceful, socially integrated, fair, legitimate). (McQuail, p. 62)

Media assistance operates in environments antithetical to this ‘good society.’ It is important to understand that USAID funded media assistance parallels what McQuail characterizes as “most” research done about media in Third World countries: it is based on the underlying concept that these societies will adopt the same western model. Only very recently have signs appeared that the alternative, critical paradigm that emerged in the late 1960s and 1970s, which did not accept the inevitability of a liberal-capitalist

order, is at least being considered as operative, but such signs are rare.

The main difference that must be applied to all media theory approaches is that a functioning media sector is being created or transformed at the instigation and with the direct intervention of people outside the target society; and moreover, these people and their organizations are western-liberal-capitalist in orientation.

Media Effects Theory

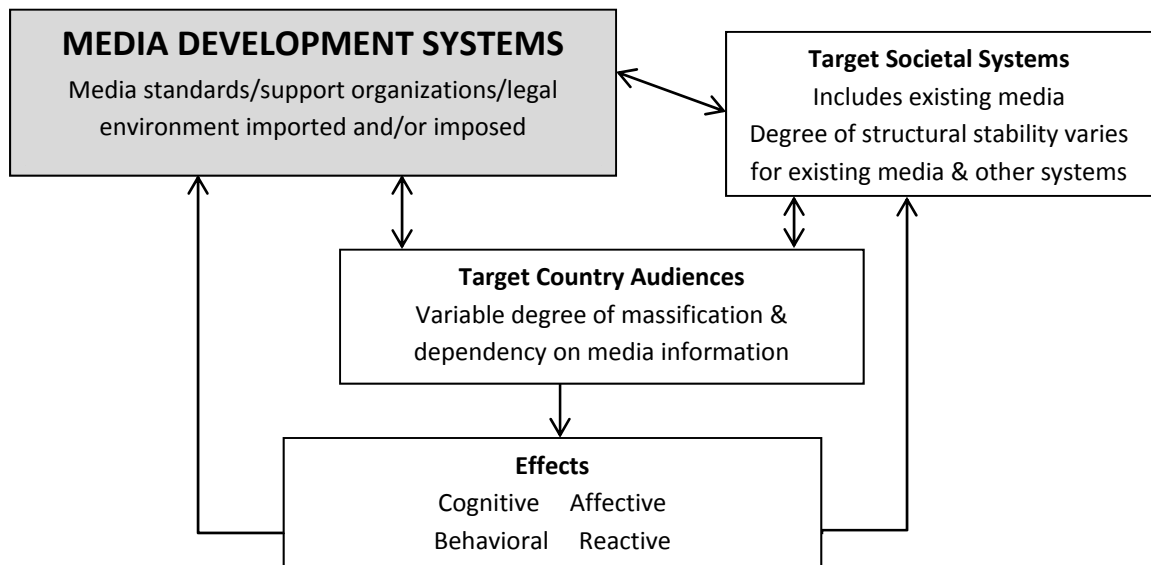
Theoretical approaches to media effects, then, are generally based on the premise that media with established characteristics form a defined sector in the society. Theory covering media assistance, however, more accurately involves the creation and/or development of an entire media sector or information system with [usually] decidedly different characteristics than what may have existed before. This injected or transformed information system becomes vitally involved in change and conflict processes at the societal, group and individual level of social action.

Two vectors of influence are involved: first, the actions taken endemic to creating the newly characterized sector, and second, the output of the media within the sector and the effect of that output on society, groups and individuals. The first actions involve the creation and imposition of new ethical systems, teaching dogmas, processes, and organizations within the target society related to instilling journalistic professionalism in its practitioners. Those actions can also involve management instruction related to market changes that in turn affect entire economic systems in target countries. Traditional mass media is a business supported and made sustainable

by free market activities (selling advertising<promoting competition<free enterprise<containing or limiting corruption). The creation of a media sector means selecting or creating programming and content parameters (the execution of which falls under a more traditional media effects umbrella). It may involve technical advances, such as improvements in transmission power, or improved, lighter weight television cameras that allow more breaking news coverage – again the creation of media capacity in some degree separate from but in other respects connected to the final output and content of media. The action certainly has a major effect on a target society’s legal environment and rule of law. To be sustainable, media need compatible libel and access to information laws, free speech for individuals and (media) groups, laws on the books with teeth to discourage corruption and ineffectual or ineffective governance. Before the media can have any effects in these areas of society the environment must exist that makes such effects possible. Media assistance aims at creating that changed environment.

All of this suggests a modified theory of media effects for media assistance that encompasses the effects that *creation* and *development* or *transformation* of sustainable, endemic media have on societies, groups and individuals. A slightly revised Dependency Model of Mass Communication (Ball-Rokeach & DeFleur) seems the most compatible fit, with media development systems replacing media as shown in Table 3.3 (following page). The entire effort of media assistance with its support and creation processes includes the media sector systems as one aspect of its activities and influence.

Table 3.2 Modified Ball-Rokeach and DeFleur dependency model showing the interdependence among media assistance activities, target society, mass media, audience and effects (after Ball-Rokeach and DeFleur, 1976).



Instead of the structural conditions of a massified society governing the occurrence of effects from mass media, the theory as applied to media assistance includes the effects of imposing a predefined media structure on often demassified societies, groups and individuals with widely disparate characteristics. These are not internal actions but come supported by financial backing and experienced implementers of change in the form of Western, and in this study, U.S. advisors. The sample under analysis in this study provides a written record of that activity.

This research varies from that more commonly undertaken in mass communication and journalism studies in that it focuses on specific management

metrics used to achieve effective, sustainable, and independent media platforms of various kinds, namely M&E. These in their turn are linked to democratizing outcomes. The study is not concerned with the broader effects of media content on audiences, communities or societies, but rather with the relationship of the measurement statements to the broader intended outcome: that such established media promote democratic characteristics (CDG, 1999, p. 3) in the target group.

Diffusion of Innovations Theory

Diffusion theory, or diffusion of innovations, originally gained traction in the United States in the 1940s and 1950s in agriculture and education, and through the publication in 1962 of Everett M. Rogers' book, *Diffusion of Innovations*, wherein he described a general diffusion model applicable to a range of research traditions (E. M. Rogers, 2003). The beginnings of diffusion research, however, can be traced to two Europeans, Frenchman Gabriel Tarde, and the German Georg Simmel, as well as other German-Austrian and British researchers in sociology, anthropology and other developing traditions. Rogers lists nine major research categories that have employed diffusion theory. Marketing and management accounts for 16 percent of all research publications through 1994 employing diffusion theory (E. M. Rogers, pp. 44-45). Diffusion theory, then, has a well-established history in management research.

Diffusion of innovations informs this analysis not only because it touches on the channels of communication that are necessary for the awareness or knowledge of any innovations, but on the attitude changes, decision-making, and implementation of any

innovation under investigation. Media assistance programs are comparable to a small developing industry. That industry needs inter-cooperation and yet competitive considerations can clog the channels of communication and implementation. Study findings that show abnormal rates of diffusion may illustrate such problems (Rogers, pp. 18, 36, 204, 222).

The fact that diffusion theory considers time as a variable while other theoretical approaches in communication study either do not or regard it as secondary, is also important to this research. Media assistance funding organizations are demanding accelerated rates for the establishment of democratizing characteristics. In the case of the U.S., at least two correspondence indices are currently employed as democratizing standards for media assistance programs: the *Freedom in the World Survey/Index* compiled and published by Freedom House, and the *Media Sustainability Index* compiled and published by the International Research and Exchange Board (House, 2011; IREX, 2009).

Diffusion theory hypothesizes that organized and operating channels of communication aid in the diffusion of innovations (here being better-linked metrics). Organized and operating channels should improve the adoption rate of innovations. Thus media programs would design outcomes better correlated to democratization. Badly functioning or absent channels would lower adoption rates. Identifying both would be of considerable benefit to media assistance stakeholders. Currently, conferences, seminars and publications are widely identified as providing such channels. Some organizations, such as the Center for International Media Assistance in the United

States (CIMA, 2007b), the Media Map Project, and similar organizations and efforts in Europe, have set out to provide channels of communication. A needed follow-up to this research is a structured survey to key media assistance stakeholders to explore both perceived channels of and barriers to communication about innovations.

There are some specific problems with diffusion when applied to the approach taken in this study. Adam Rogers (2007) points to a recent theoretical split in diffusion theory with regard to the development of communication generally and aspects of media assistance in particular that tied “pro-persuasion” public diplomacy efforts in the early 70s to “neo-colonialism” (Rogers, 2007, p. 181; see also the discussion on cultural imperialism/globalization below). Rogers’ discussion eventually led him to a ‘middle road’ with regard to content-based programs. Since this study looks at planning and M&E *metrics* rather than effects of content, this concern seems moot to its research approach.

Another important aspect of the changing nature of monitoring and evaluating metrics used in media assistance not resolved or addressed in this study is any description or characterization of those individuals directly involved in the selection of the metrics themselves. Are they cosmopolite? What is their position and role in the organization? What is their place in the power and decision-making organizational hierarchy? What are the characteristics of their social and professional networks and networking activities? The importance of such facts in determining the rate of diffusion is well-known (Valente, 1995, pp. 95-96). As Valente’s research showed, one’s role, access to outside information, and power relative to the “local” social system (in this

case, the work organization and culture of media assistance) is relational to the adoption of innovations. Since this is such an important part of innovation diffusion, such a characterization from the surveys would be a valuable adjunct.

Finally, some discussion seems appropriate regarding the choice of theory to apply to this research. Theoretical approaches commonly applied to international communication, intercultural communication, or organizational communication might better serve (Steinfatt & Christophel, 1996; Stevenson, 1996). Such approaches may indeed shed light on many aspects of media assistance. However, there are important differences in this study. The process of planning and implementing monitoring and evaluation metrics is a media management tool understood within the context of the 'cultural' boundaries of media management. Its intended outcomes may have intercultural or international effects and the process itself is can be both international and intercultural. The underlying outcome for media assistance for those who fund it is, with almost no exception, that independent media provide key components of democratic societies (CIMA, 2008; Hume, 2003, 2004). This is equally true when applied to legacy media platforms or to "new media" formats applied in different countries or cultures (Price et al., 2002).

Organizational communication concerns itself with better communication within organizations (Allen, Tompkins, & Busemeyer, 1996). Some theories that deal with organizational control of communications, like Tompkins and Cheney (1983), and again in (1985), or that of Burke (1969), or Simon (1976), may form a basis for looking at problems of bureaucratic control by governmental agencies involved with both funding

and control of media assistance programs (Kumar, 2009a).

Cultural Imperialism/Globalization

As applied to media, cultural imperialism has been defined as a tendency by global media exporters to impose, via “content, technology, production values, professional ideologies, and ownership” the culture of those exporters on less advanced countries and societies (McQuail, 2005a, p. 552). The same connection is made to most forms of international aid and assistance, and to some degree is normative in nature. Such aid, including media assistance, is usually requested and overseen to an extent by local governments, which mitigates, in some degree, charges of aggressive imperialism.

Evidence from the reading above should make it clear that U.S. media assistance is unapologetic, if idealistically benevolent, cultural imperialism at work: The stated purpose of U.S. media assistance can be fairly summarized as creating a democracy; imbuing the target society with democratic values, free markets, political and cultural institutions through the creation or development of a media sector resembling that of liberal western democracies; and to remake the target society in that image. The institutionally approved use of the term “target society” is highly indicative of this conclusion.

Media assistance stakeholders have historically downplayed the effects of cultural imperialism as more benign, asserting that the media assistance effort regards itself as content neutral: It [usually] assists with only the *means* of providing content. Expressly defining that content is the responsibility of those assisted (Hume, 2003;

Kumar, 2004). However, Sy (2001), Ess and Sudweeks (2001) and others, have shown that media technology is not value-neutral even if all content is left to the assisted society. The cultural imperialist argument has evolved considerably in recent years, as have the effects of globalization and arguments of the absence or lessening of imperialistic effects made by a number of researchers (Boyd-Barrett, 1997; Curran & Park, 2000; Sreberny-Mohammadi, 1997; Thompson, 1995a, 1995b; Tomlinson, 1997). Globalization, nevertheless, appears to be built into the structure of media assistance.

4| METHODS

This case study employs a content analysis of 68 media assistance program reporting documents (n=68) from the U.S. Agency for International Development's Development Experience Clearinghouse (USAID/DEC), the government repository of such documents open to the public via the DEC website (USAID/DEC, Current).

These 68 documents cover USAID-funded media assistance activities from 1992 through 2011, in 42 countries. The recipient countries are distributed among the four designated worldwide regions where the U.S. government conducts foreign aid programs. Forty-seven categories were identified to describe the various characteristics of the reporting documents (Appendix B). Five of the categories serve as identifiers. The forty-two remaining are identified as categories of analysis. A Codebook with five separate dictionaries was devised to delineate specific definitions to be used in the content analysis of the documents (see Appendix C and Dictionaries 1 - 5).

The documents cover a wide range of media assistance activities from planning through final assessment. Five media types are categorized: Print, television, radio, web-based, and mobile device-based. Seven media development aspects are addressed: Journalistic professionalism, business/sales/management, technical, legal/regulatory environment, media sustaining organizations (MSOs), and financial sustainability. The documents are labeled using the USAID system although another category records document cover labels, which often differ from those used in the DEC

search database.

Three measurement categories were associated with democratization:

- 1) Whether specific program goals appeared in the document
- 2) Whether media assistance goals or media assistance strategic objectives were linked directly to “democratization,” building or strengthening “democracy,” “democratic society,” “democratic governance,” or the word “democratic” or “democracy.”
- 3) Whether either of the two most commonly used “democracy” indices appeared in the documents and whether they were used as a monitoring indicator of progress toward democratization. (FreedomHouse, Referenced December 11, 2011; IREX, 2011)

The IREX Media Sustainability Index (MSI) assesses five objectives that shape a successful media system but are also democratic indicators: 1. Legal and social norms protect and promote free speech and access to public information, 2. Journalism meets professional standards of quality, 3. Multiple news sources provide citizens with reliable, objective news, 4. Media are well-managed enterprises, allowing editorial independence, and 5. Supporting institutions function in the professional interests of independent media.

The Freedom House Freedom in the World Survey/Index provides an annual evaluation of the progress and decline of freedom in 194 countries and 14 select related and disputed territories. The survey, which includes both analytical reports and numerical ratings, measures freedom according to two broad categories: political rights

and civil liberties. Political rights ratings are based on an evaluation of three subcategories: electoral process, political pluralism and participation, and functioning of government. Civil liberties ratings are based on an evaluation of four subcategories: freedom of expression and belief, associational and organizational rights, rule of law, and personal autonomy and individual rights.

An attempt was made and abandoned to incorporate index scores for each country in the sample in an effort to address the question “Do improving cumulative M&E reporting scores correlate with improving democratization scores?” Two problem areas became apparent. First, current democracy indices of sufficient depth of measurement need to be connected to more program reporting documents, at least annually. Second, more contiguous reports per country with M&E data, and more countries filling that requirement that are also correlated to a wider range of K-Factor assessments are needed for a reliable analysis to be undertaken. Future research with DEC documents may fill this need.

Seven categories measure the types of M&E instruments and tools used in the program reported on in the document. A list of the methodologies and the different tools/instruments under each category may be found in Dictionary 4, Appendix C.

Finally, nine categories identify methodology, tools/instruments by name, or total absence of M&E program activity. M&E activity used to produce the program reporting document is itself considered separately from M&E activities used in the program reported by the document.

The documents were chosen based on their availability in the DEC database from

February 10 to November 3, 2011. Search terms were consistently applied. The analysis results were tabulated and recorded in a spreadsheet. At the time it was believed this constituted all available documents. However, checks subsequent to the research period using the same and different search parameters have shown additional documents are now available (Appendix E).

Measures

Since one objective of the study was to provide a preliminary map of the reporting document characteristics, the analysis of selected categories were summarized in tables or graphed as nominal data sets: Countries by region, total number of countries and number of reporting documents filed per year, reports per country, and the range of cumulative M&E scores received by the organization filing the reporting document.

To look at the relationship between cumulative M&E scores and the type of program reporting document (by USAID label) histograms were compiled for each label in the sample and the results tabulated in a single chart using a nominal data approach.

A nominal data analysis was also used to illuminate any change over time of M&E data in the reporting documents as measured by year and number of reporting documents with the same cumulative M&E score.

Four categories are used to characterize M&E data contained in the reporting document. Two use a 0 to 6 Likert Scaling as defined in Appendix C, Dictionary 5, that result in ordinal ranking measurements: M&E Data Tied to Source and

Recommendations Linked to M&E Data cumulative scores. The M&E Cumulative Data Score is the sum of the other three M&E data category scores per country and year.

5| RESULTS

What does the USAID media assistance reporting landscape contain (RQ₁)?

The analysis developed and examined forty-seven categories thought to be descriptive of M&E characteristics in the sample (Appendix D). Not all categories where data was compiled were analyzed in this study but may prove useful in future studies. The sample covers all of the global USAID regions and 42 of the 90 to 107 countries eligible for USAID aid during the period covered by the study (USAID, 2006, p. 36). The regions and countries are displayed in Table 5.1 (following page).

Of the 42 countries represented in the sample, more than half (54.8%), are countries attached to the Europe and Eurasian Region composed of Balkan and post-Soviet countries. The second largest grouping of 10 countries (23.8%) may be in turn grouped into two programs. The nine countries, exclusive of Haiti, were all part of the Center for Latin American Journalism (CeLAP) media assistance program started by Florida International University in 1988. Asia and Near East is currently constituted differently than shown due to the U.S. wars in Iraq and Afghanistan but the study has used the more traditional grouping which here accounts for five countries or 11.9% of the 42 total countries in the sample. Only two countries, Uganda and Tanzania from the Sub-Saharan Africa Region were included in the initial DEC search, although 16.2% (11) of the total program reporting documents are Ugandan.

Table 5.1 USAID Regions and Countries Included in the Case Study

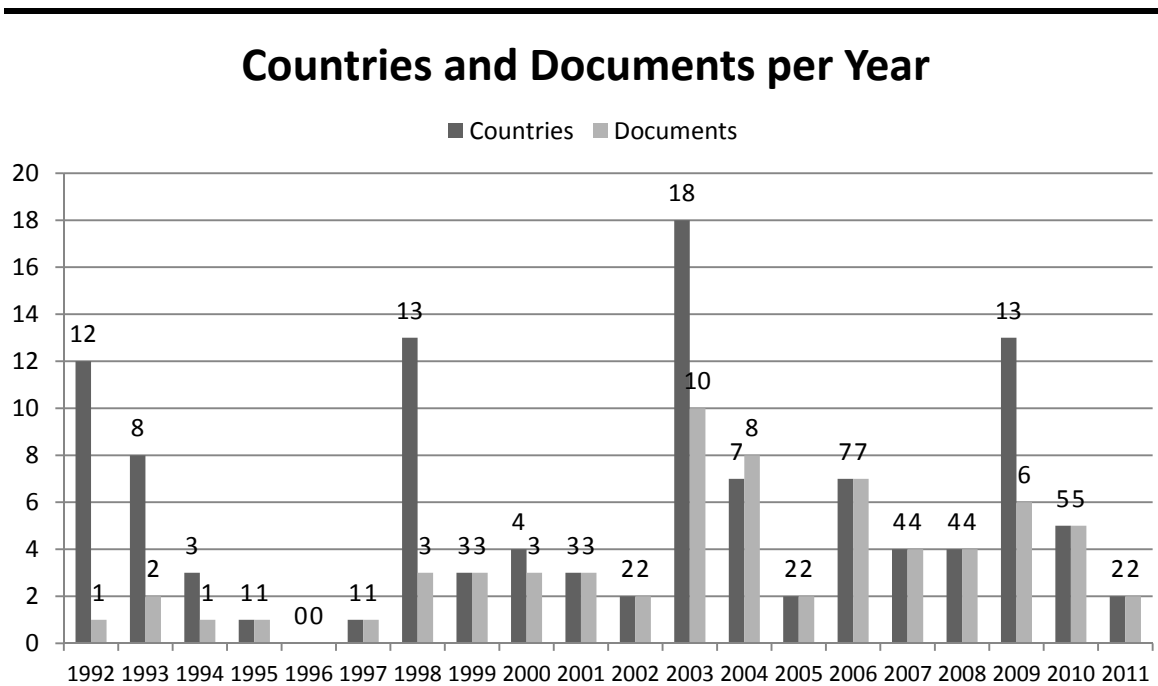
Sub-Saharan Africa	Asia and Near East	Europe and Eurasia	Latin America and Caribbean
Tanzania	Afghanistan	Albania	Bolivia
Uganda	East Timor	Azerbaijan	Columbia
	Indonesia	Belarus	Costa Rica*
	Iraq	Bosnia-Herzegovina	Ecuador
	Palestine	Bulgaria	El Salvador
		Croatia	Guatemala
		Czech Republic*	Haiti
		Georgia	Honduras
		Hungary*	Nicaragua
		Kazakhstan	Panama
		Kosovo	
		The Kyrgyz Rep.	
		Lithuania*	
		Montenegro	
		Poland*	
		Romania	
		Russia	
		Serbia	
		Slovakia*	
		Tajikistan	
		Turkmenistan	
		Ukraine	
		Uzbekistan	

* Denotes country has “graduated” status with USAID-assistance

The documents were filed in the USAID/DEC database covering a period of activity from 1992 to 2011. Multiple documents were filed in some years; no documents appeared in the database sample dated 1996. The filing date in most, but not all, cases represents either the year or period of activity covered in the report, or some point

within a multi-year program. In the remaining few cases the filing date antedates the period of activity. Seven (10.3%) of the 68 documents included information on more than one country and those multiple country reports were filed in seven of the 20 years covered in the sample (Table 5.2, below).

Table 5.2 Total number of countries covered in the number of documents filed in each year of the study (1992-2011).



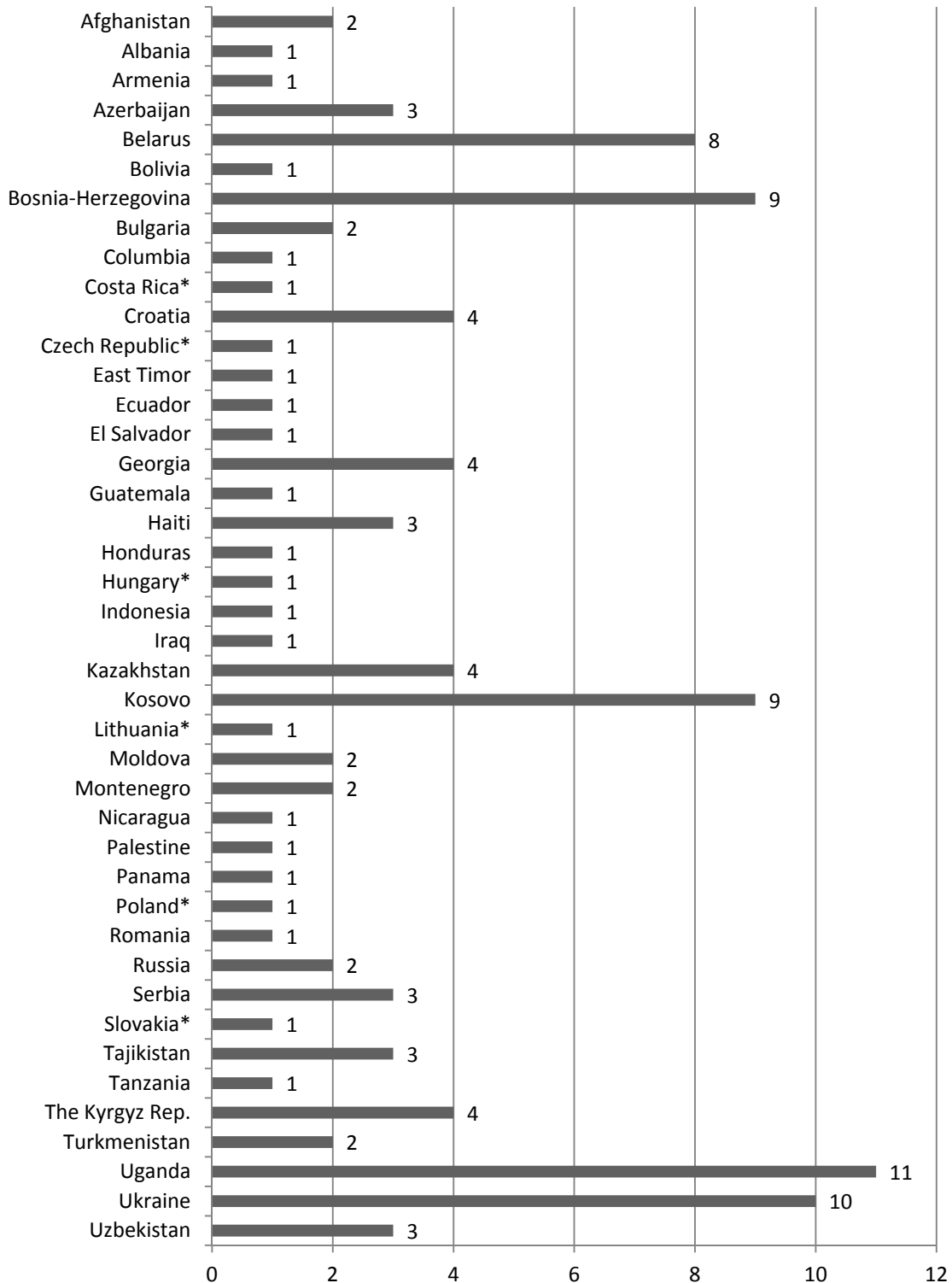
Note: No documents filed in 1996 were located in USAID/DEC during the research period.

Twenty (47.6%) of the countries had multiple reporting documents in the sample; of those twenty, five (25%) had reports covering more than three continuous years. The 42 countries and number of reports per country are listed in Table 5.3 (following page). Only one year, 2004, shows multiple documents for one country even though USAID periodic reporting requirements call for quarterly or semi-annual reports (USAID, 2009, pp. A1-1). Based on such requirements the number of reporting documents in any year per country might be expected to always exceed one. In this sample, however, that is the exception rather than the rule.

Two program reporting documents, those covering Iraq and Afghanistan, had multi-part reporting documents with voluminous annexes with different Order Numbers. Where the separate document parts reported data for the same program, they were considered one reporting document.

Table 5.3 The bars represent the number of program reporting documents, but may not represent contiguous years.

Reporting Documents Per Country



The analysis did point to certain types of documents as being likely to contain more complete reporting of M&E activities (RQ₂). The 68 documents in the sample used 13 different USAID “report category” labels. These are descriptive in nature and relate to the six USAID activity categories: Design, Evaluation, Program Documents, Program Related Reports, Reference, and Technical. A total of 25.0% of the documents (17) had good to excellent cumulative scores for M&E reporting (Scores of 9 to 18). The 12 reporting documents labeled “Special Evaluation” had the highest number of high cumulative M&E scores whereas the 11 reporting documents labeled ‘Activity/Project/Program Overview’ produced eight reporting documents containing no M&E data and three with scores in the 4-5 cumulative M&E scoring range . Other program documents scoring in the good to excellent cumulative M&E range were ‘Final Contractor/Grantee Report’ (5), ‘Other USAID Supported Study’ (4), and ‘Annual Report’ (2). None of the remaining 45 documents, 62.2% of the total number, had cumulative M&E scores above 9 (out of a total possible of 18). The 13 labels and scoring frequencies can be found in Table 5.4 (following page).

Table 5.4 M&E Content in Reporting Documents by USAID Label.

Rank for M&E Data	Document Label	Total No. of Docs	Cumulative M&E Scores									
			0	2	4	6	8	10	12	14	16	18
1	Special Evaluation	12		XX	X		XXX		X	XXX	X	X
2	Final Contractor/ Grantee Report	5	X			X		XX				X
3	Annual Report	2							X	X		
4	Other USAID Supported Study/Document	4				X	XX		X			
5	Program Planning Document	10	XX	XXX		XXX	XX					
6	Periodic Report	6	XX	XX		XX						
7	Assessment	9	XXX	XX	XXX	XX						
8	Activity/Project/ Program Overview	11	XXXXXXXX		XXX							
9	Strategic Planning Document	2	X		X							
10	Other Program Document	3	X	XX								
11	Project/Program/ Activity Design Document	2	XX									
12	Design/ Implementation Workplan	1	X									
12	Final Evaluation Report	1	X									

The study hypothesized that M&E reporting characteristics would change over time (H_1) without specifying the nature of the change. RQ₄ asks how M&E changes over time.

Table 5.5 (following page) shows that the trend of cumulative M&E scores as tabulated here has moved from lower scores to higher scores over the 20-year period from 1992 to 2011. While the limitations of the sample do not lend themselves to wide-ranging generalizations, the data does show a trend of improving M&E reporting in the database documents over time. The data also shows that although the number of documents with higher cumulative M&E scores (in the 9 to 18 range) increased over time from 0% to 25% comparing the years before and after 2000, there continued to be more documents with scores in the lower half (no M&E data or 1 to 9). Twelve documents, or 17.6% of the total, scored lower than 9 cumulative M&E points before 2000 and 39 reporting documents, or 57.4% scored lower than 9 from 2000. For the 20 years looked at, 75.0% of the documents scored lower than 9 cumulative M&E points.

Higher cumulative M&E scores bear a relationship to better monitoring and evaluation practices in the following ways: Ranking data as to whether M&E activity data is used (and therefore obtained) in making observations and ranking data as to whether recommendations about the media assistance program being undertaken were derived from M&E data activities. Using M&E data in these two ways might be said to move a report presenting unsubstantiated evidence to one presenting more reliable evidence citing verifiable data and sources that can be cross-checked for accuracy, a more rigorous, empirically informed use of monitoring and evaluation tools (RQ₅).

Table 5.5 The vertical axis represents the Cumulative M&E Score. Interior numerals represent the number of program reporting documents receiving the indicated score during the year on the horizontal axis.

M&E Cumulative Scores Over Time

18																					1					
17																			1							
16																	1									
15													1						1	1						
14																		1								
13														1						1						
12																			1							
11																		1								
10														1												
9											1	1	3													
8	1																			1						
7									1	1						1	1									
6								1				1	2						1							
5													1								1					
4									1	1						1	1	1	1							
3								1	1						3	1										
2	1								1						1						1					
1													1	1						1	1					
0	1	1	1	1	1	1	1	1	1	1	1	1	2	2	1	1	3	3	1							
	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011						

RQ₅ asks how closely media assistance M&E found in the program reporting documents conforms to rigorous, empirically informed, theoretically grounded, and broadly scaled systematic overview and assessment. This question is directly addressed in the data shown in Table 5.6 and 5.7. The cumulative ranking data shows that 75.0% of the program documents rank in the lower half of ratings for this correlation (Table 5.6). Scores in the individual M&E categories showed that 45.6%, 57.4%, and 64.7% of the program reporting documents show no or the lowest quality of data in the three categories depicted in Table 5.7, respectively.

Table 5.6 Of the total 68 units of measure 75.0 percent scored in the 0 to 8 range of the cumulative M&E score range (Cumulative scoring 0 to 18).

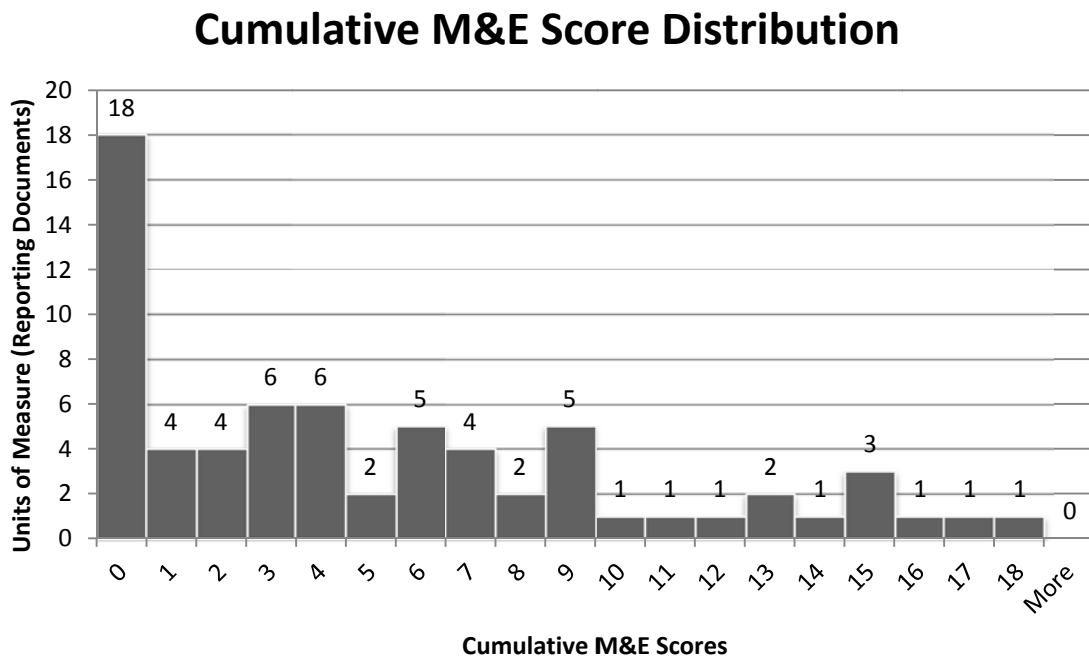
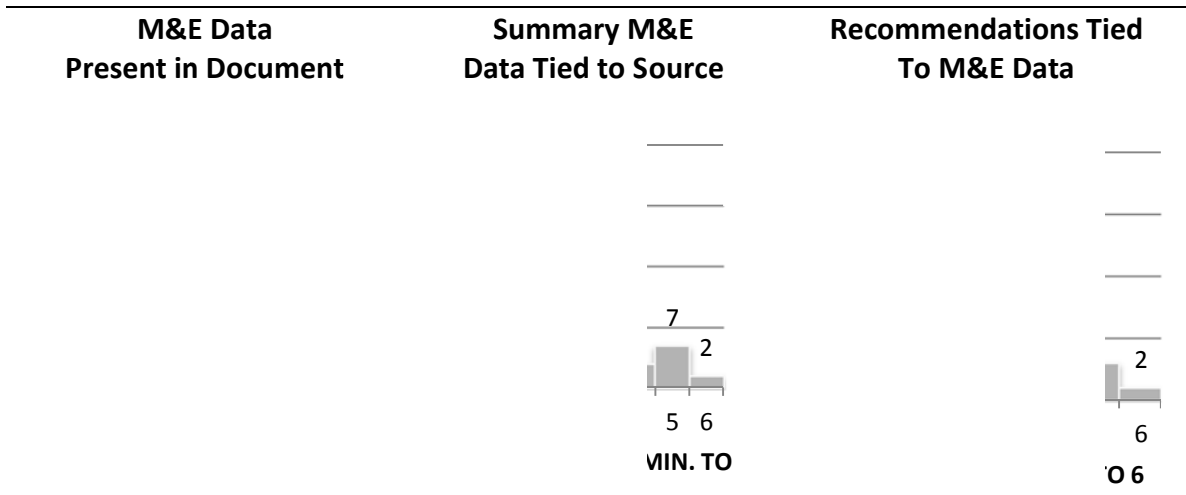


Table 5.7 Histograms for each of the three categories measuring M&E data

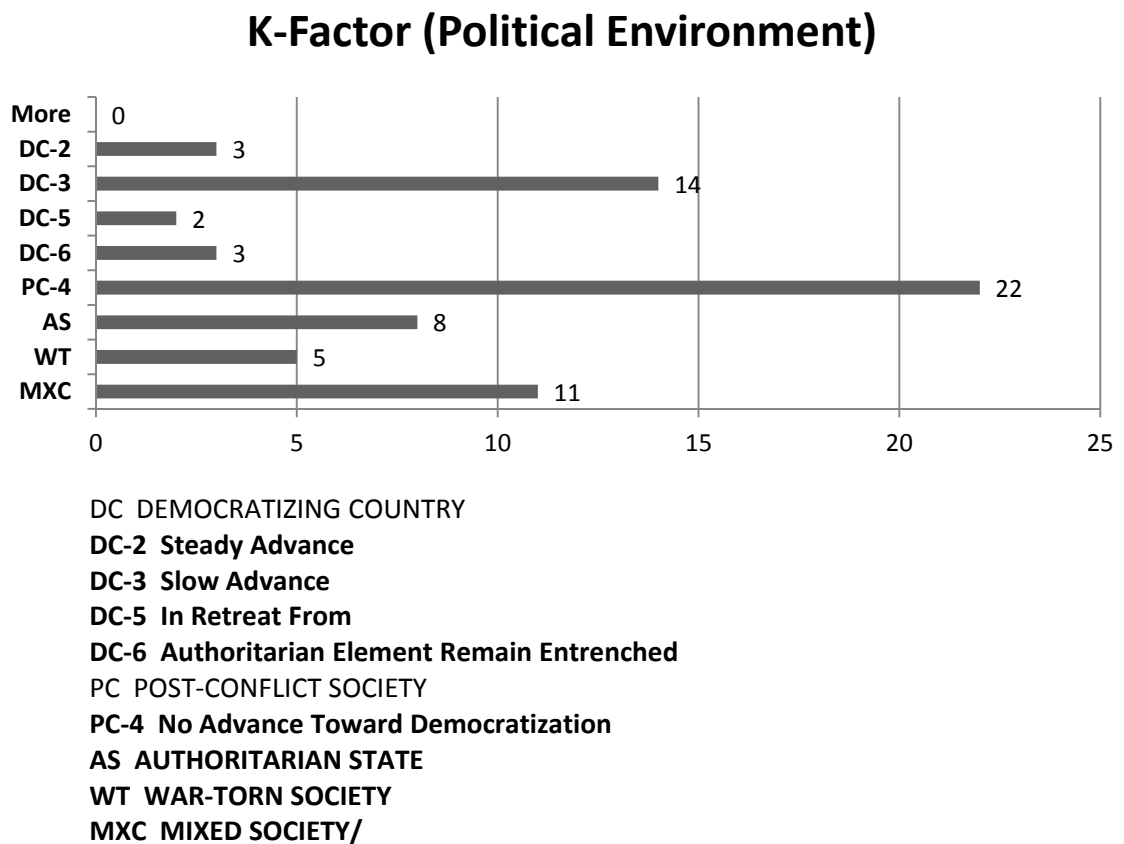
M&E Characteristics Category Measures



ED

K-Factor designations describing the status of the target country political environment reveal that 19 program reports, 27.9% of those in the sample, applied to societies that were making at least slow or better progress toward a fully functioning democratic society or were nominally considered as such (Table 5.8, below). The largest percentage (32.4%) described activities in post conflict societies while 16.2% were in

Table 5.8 Sample Country Political Environment K-Factor Measures



countries with mixed categories, 11.8% in authoritarian states, and 7.4% in war-torn societies. The different internal country conditions described by the K-Factor might be expected to call for different monitoring tools and instruments, and therefore result in different evaluation results. However, the three general categories designed to record that difference, media focus, program component, and methodology/tools, show little or no evidence of such a correspondence.

Financial information regarding the overall program funding of media assistance was incomplete and so sporadic and inconsistently reported in the documents that this category was not further analyzed. One USAID official (Etulain, 2011) referred the researcher to Reports to Congress documents for such information but the few documents labeled as such did not contain information that directly tied expenditures to individual media assistance programs.

The limited number of distinct filing organizations was unexpected, as was the comparatively large number of reports filed by USAID as the funding organization (48.5% of the 68 reports listed USAID as sole or co-filer). The organization names, number of filed reports, and range of M&E scores is in Table 5.8 (following page).

Table 5.9 (following page) lists the filing organizations together with the cumulative M&E scores for the projects where they filed reporting documents. Of the 32 individual or partnered groupings of implementing organizations, 40.6% were USAID alone or partnered. This indicates that in those cases, USAID was effectively reporting to itself, i.e., evaluating its own work.

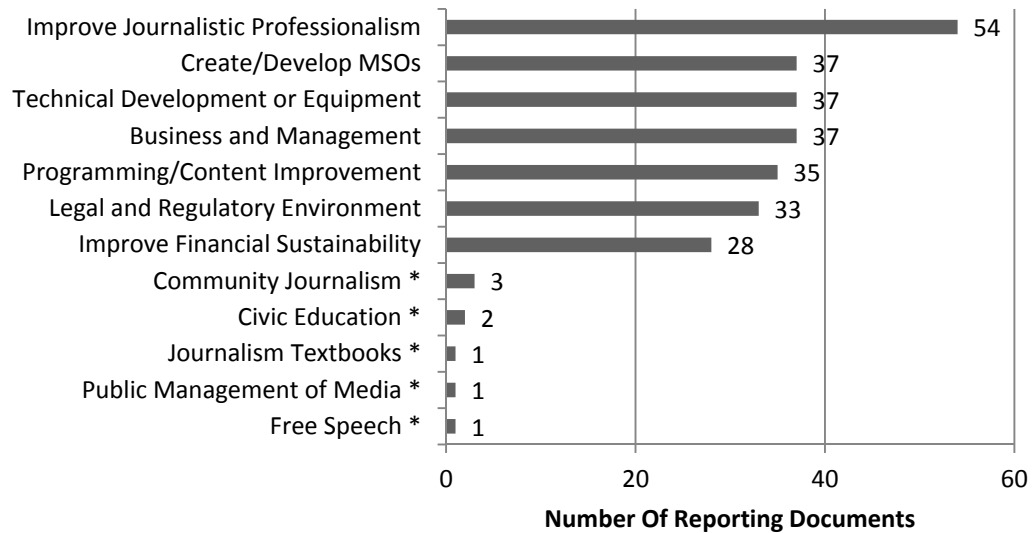
Table 5.9 Filing Organizations, Number of Program Reporting Documents Filed, and Range of Cumulative M&E Scores Received Per Report.

	FILING ORGANIZATION	No. & RANGE OF M&E SCORES
1	American Embassy, Prague	1 0
2	American University, USAID/PPC/DEI	1 9
3	America's Development Foundation	1 0
4	ARD, Inc.	3 3,4,9
5	Checchi and Co. Consulting	1 2
6	Chemonics International, Inc.	1 0
7	Creative Associates International	2 13,15
8	Development and Training Services, Inc..	1 8
9	Development Assoc.	1 3
10	Internews	4 1,7,8,14
11	Internews Network Ukraine	4 4,10,15,15,
12	IREX	6 0,3,3,6,6,18
13	Kosovo Institute of Journalism and Communication	1 0
14	Management Systems International	3 5,6,12
15	MSI/MetaMetrics, Inc.	1 3
16	NA	1 0
17	Not Stated	1 2
18	Rutgers University	1 16
19	Social Impact, Inc.	1 13
20	USAID	10 0,0,0,0,2,3,4,6,7,9
21	USAID/Ard, Inc.	1 4
22	USAID/Belarus	1 9
23	USAID/BPPC	1 7
24	USAID/Chemonics Intl	1 11
25	USAID/Creative Associates International	1 17
26	USAID/DCHA	1 2
27	USAID/IREX	1 9
28	USAID/OTI	12 0,0,0,0,0,0,0,1,1,4,4,5
29	USAID/PPC	1 1
30	USAID/PPC Bureau	1 7
31	USAID/Tanzania	1 0
32	USAID/West NIS	1 6

Of the 68 programs represented by the documents, 52.9% had program components aimed at print media, 69.1% at television, 58.8% at radio, 20.6% at web-based media, and 4.4% at media designed around mobile hand-held devices like cellphones. Those not in this grouping covered non-specific components: “civil society,” “transition to independence,” and “overall assistance strategy.” Four of the five in the non-specific grouping received a “0” cumulative M&E reporting score, the remaining report received a cumulative M&E score of 4.

The majority of media assistance support in the 68 programs was multi-faceted and included (Table 5.10, following page) focus on journalistic professionalism, including skills and ethics training, and in some cases the development of academic journalism programs in existing national universities. Business and management aimed at skills and best practices training with some on-site consultations. Programming and content improvements ran the gamut from creation of content programming, television series, regular daily and periodic news programs and specials for television and radio, to investigative stories produced for networks and print distribution. Technical development included improved television set design, training of technical people in sound, camera operation, press operation and graphics. The equipment focus constituted the addition of upgraded media equipment of all descriptions, and in one program also included broadcasting transmission equipment and sites.

Table 5.10 Dispersion of Media Aspect Focus in the Program Reporting Documents.
 (The total number exceeds 68 because the majority of programs are multiple-faceted.)

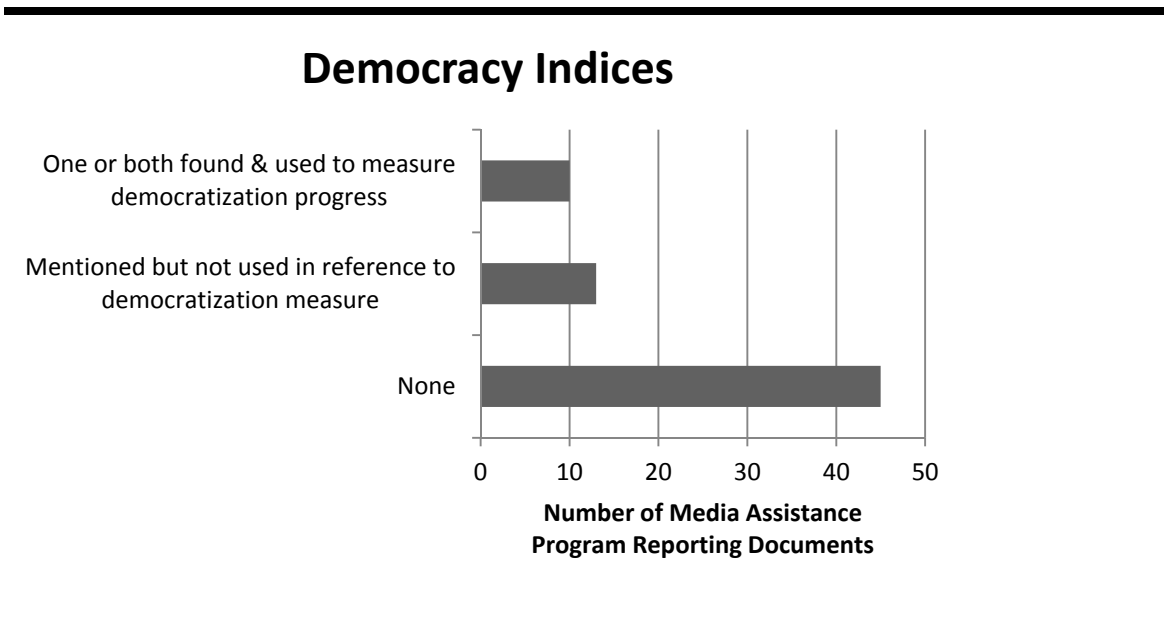


Attention to the legal and regulatory environment was aimed at improving laws and regulations to secure more access, open government, personal and media freedoms, libel and slander laws less onerous to media coverage of corruption and political finagling, and punitive actions by governments and others for investigative coverage. The creation and development of media support organizations (MSOs) manifested as indigenous broadcast and press associations, network organizations, advertising co-operatives, polling and research organizations and lobbying groups in various forms matched to the target country's political form. Finally, initiatives designed to improve financial sustainability were tied to many of the preceding initiatives

although with sustainability as the overarching strategic objective and usually a different cast of advising personnel. Other support categories not listed as their own category included community journalism, civic education, free speech, public management of media, and journalism textbooks were mentioned individually.

Category 45 measured reporting documents that connected the IREX MSI Index and Freedom House Freedom in the World Index to a monitoring activity. Of the 68 program reporting documents 19.1% used one or both of these indices and 14.7% mentioned, but did not use, the indices, and 66.2% made no mention or reference to them (Table 5.11, below). Of the documents that used the indices, 4.4% also had cumulative M&E data scores in the top half (scores of 9 to 18) of that ranking.

Table 5.11 Number of documents using either the IREX Media Sustainability Index (MSI) or the Freedom House Freedom in the World or Freedom of the Press Index as a measure of democratization.



Not all of the implementing organizations that did correlate to one or all of the indices did so directly. One that did was the Internews U-Media Project in Ukraine tied its program objectives in parallel with the MSI index as this excerpt from the 2008 Performance Monitoring Report shows:

Objective 1: Free Speech:	Legal and Social norms protect and promote free speech and access to public information.
Objective 2: Professional Journalism:	Journalism meets professional standards of quality.
Objective 3: Plurality of News Sources:	Multiple news sources provide citizens with reliable and objective news.
Objective 4: Business Management:	Independent media are well-managed businesses, allowing for editorial independence.
Objective 5: Supporting Institutions:	Supporting institutions function in the professional interests of independent media.

The U-Media Project correlates its PMP indicators with the above MSI Objectives:

Indicators IA, IB, and IC (MSI Objectives 2 & 3)	Increased Availability and Quality of Information and News
Indicators IIA and IIB (MSI Objective 4)	Improved Financial Viability of Targeted Independent Media Outlets
Indicators IIIA and IIIB (MSI Objectives 1 & 5)	Improved Legal Operating Environment for Media Outlets

U-Media has completely integrated MSI Objective 5 (Supporting Institutions) criteria into the project itself via contractual relationships with eight core partner organizations that implement the majority of project activities. (Folger, 2008, p. 1)

This report from Internews Network in Ukraine also exemplifies the highest performance in the M&E reporting range.

The results enumerated in this chapter present a wide-ranging description of the program reporting documents found in the DEC archive. The map that emerges here from the abundance of data is by its nature objective and dispassionate. Yet the picture of media assistance it illuminates would be incomplete without a more qualitative assessment. While reading these accounts of media assistance work done over a twenty year period a reader can't help seeing the intensity and commitment that bubbles just below the surface of the words. Those doing this work—developing, and in some cases creating, a complete media fourth estate—believe in the work they do; more to the point they believe that work will bring better governance, the rule of law, that it will provide a voice for the disenfranchised, a protection for the oppressed, a voice in the social dialogue, and a disinfectant for corruption.

Such is the proselyting fervor of the journalist. Yet in the program reports of those 20 years the full, or often even partial, accomplishment of such results was rare. Steps forward and backward are diligently recorded. The states of the former Soviet Union that at first blush appeared so bright-eyed and receptive to both democracy and the boisterous, protected press that informs and watches over the citizens from whom that government derives power quickly succumbed to greed and disillusionment. Oligarchs there and in other regions consolidated their power, often under the guise of free elections and free markets. Yet these programs persist, often at the risk of physical and financial harm, imprisonment and even death for advocates and practitioners.

6 | DISCUSSION

Two assumptions provided the framework for the study. The first (H_1), was that monitoring and evaluation characteristics would show change over time in the documents analyzed. As expected, the findings showed this assumption to be correct. The second assumption (H_2), that any changes in those monitoring and evaluation characteristics could be associated with positive changes in democratization measurements, was not definitively corroborated by the findings.

These summary assumptions and conclusions were undergirded by another more fundamental question motivating this research: Does the Development Experience Clearinghouse repository contain information that sheds light on media assistance activities and provide data suitable for research? Before looking more deeply at the two main assumptions, an answer to this last question is necessary.

This longitudinal analysis of that database shows it to be a rich and virtually untapped source of information about how media assistance programs have been implemented in different cultures, countries and political environments; how donors and implementing organizations have adapted and evolved approaches over time; and about efforts to monitor and evaluate the progress and success of the media assistance effort. The reporting documents, individually and taken as a whole, mirror a landscape of turmoil and change in countries and societies struggling toward new forms of governance. They show it to be a challenging terrain, mixed with corruption and hope,

greed and idealism, historically strong traditions and bankrupt social and political institutions. Its topography often includes areas of poverty and illiteracy that border on or contain areas of great wealth and learning, or equally often constitutes the entire region of adjoining states.

Initially the 68 media assistance reporting documents in the study sample were thought to be all that resided in the Development Experience Clearinghouse. Only after the content analysis of the documents was completed, the data analyzed, and the results tabulated did a summary proofing check reveal other such documents in the database, due mostly to ongoing work on improving the database search engine and links by USAID. Subsequent searches have now turned up a total of 261 media assistance program documents including the 68 analyzed in this study. They contain the distilled accounts of U.S. media assistance efforts in many countries with diverse cultures and political environments over more than twenty years. As new programs file reports the archive of program documents will continue to grow with time.

The specific findings in this study about M&E are somewhat contradictory. First, the fact that only one out of four reporting documents contain evidence of a planned, informed approach to M&E is certainly significant. Findings show that while monitoring and evaluation activity has improved as reported between 1992 and 2011, only one fourth of the reporting documents rank in the upper half of cumulative monitoring and evaluation scores and the monitoring and evaluation as reported does not clarify any measurable relationship between media assistance and democratization efforts. Only two (13.3%) of the fifteen program reports filed in the first nine years covered here

scored better than nine (of 18 possible) in cumulative M&E points. In the next 11 years 15 of the 53 program reports, or 28.3% scored nine or better. Over the 20-year period analyzed it was also evident that attempts at better M&E were on the agenda and on occasion executed. Some implementing organizations, notably the various Internews operations, were building media support organizations in-country over time to provide more reliable polling and surveying data. This had the advantage of out-sourcing such work to indigenous personnel skilled in the languages and cultural filters of the various target societies, skills critical to designing good monitoring tools in the first place.

The effort also improved the synergism between personnel working on different development aspects of media assistance programs – for example the legal environment and creation and amplification of media support organizations like press associations and broadcast networks – which eventually became consumers of these services. The end result was the creation of internal organizational communication channels strengthened over time that steadily increased the ability to create and diffuse innovations and positive experience, and more effectively mold the environment as a more positive receptor of the media sector models promulgated by the implementing organizations.

While diffusion theory only informs this study and no actual measurement parameters were carried out or attempted, the body of documents does show that program innovations such as this were duplicated and attempted by other organizations over the time period of the study. Other indications of diffusion, again referential rather than rigorously demonstrated by this study, include the rejection of a “Democracy

Template,” posited by Carothers (2002, p. 19), which influenced a construct of assistance organization aimed at increasing emphasis on various media development aspects, in particular work with media support organizations (MSOs) and expanding and solidifying legal environments hospitable to the workings of a free press.

There is also an indication of a change or modification of the marquee use of the term “democratization,” which over time moves toward less specific terminology. For example, a USAID media assistance strategic objective moved from ‘promote a more participatory, inclusive democratic society’ to ‘promote a more participatory, inclusive civil society’ with intermediate results (IRs) like ‘increased citizen participation in political and social decision making’ coupled to ‘viable private sector broadcast and print media provide a broad range of objective programming.’ (Examples from Bosnia and Herzegovina, 2006, Document PD-ACK-302). The reasons for this change in verbalization are unclear.

The programs in the three-fourths majority that lacked evidence of any M&E activity, or that fell short of any that conformed to a planned, coordinated approach, were affected by several factors including either the absence of longer-term, multi-year operational programs, or—and this resulted in the same assessment within the template of the analysis—a lack of contiguous reporting documents in DEC for the program. Another factor in some of the cases was that the implementing organization(s) changed frequently, or the lack of a clear leading organization where several implementers shared program responsibilities. There was also a parallel sub-performance factor where implementing organizations were working independently of

each other in a target country, often at cross-purposes. The overall implication of these findings was that such conditions led to frustrated attempts at M&E, which in turn led to no reporting on those efforts, or a resort to more half-hearted attempts at assembling some M&E data, lacking a cohesive plan that would have used the data for improved performance.

Mosher's description of the documents as providing "a wide range of approaches to media assistance...in-house monitoring, outside evaluations, spreadsheets full of numbers, narratives full of anecdotes" (Mosher, 2009, p. 13), was proven accurate, as was his caution that a Development Experience Clearinghouse database search could prove frustrating or fruitless.

Although this study did not find the search fruitless, it was frustrating. Appendix E therefore provides researchers with the media assistance program document database of 261 listings containing the document order number (the most reliable search term), geographical descriptor (country/region), document filing date, document type, and document category. There is a discussion of how these documents were later uncovered in the limitations section below. While Appendix E is technically outside the parameters of this specific study, it may prove valuable to future researchers in making access to media assistance data in the Development Experience Clearinghouse less frustrating, although by the time of publication USAID may have taken steps to make that true.

The content analysis of each of the 68 documents initially selected for this study using the codebook criteria with 47 categories provided measureable data regarding

media assistance practice and the monitoring and evaluation used for its assessment. As an archival record, the database is subject to the imperfections of internal and external validity of archival sources. However, considering the advantages against the challenges of document sources (Webb et al., 1981), it is plausible to assume the value of archival data such as resides in the Development Experience Clearinghouse. After realizing that the initial selection of documents used for the study was not the entire dataset, as had been proposed, this study limited its analyses to nominal and ordinal data comparisons. Other research will hopefully consider more statistically significant analyzes based on the abundant data found in the full Development Experience Clearinghouse archive. The cost effectiveness of obtaining verifiable data from Development Experience Clearinghouse as opposed to the expensive and time-consuming alternative of field research recommends this archive for a wide range of media assistance investigation. Another intriguing possibility is a combination of field research with archival comparisons.

The study data clearly show a media assistance landscape reporting different program approaches and results. While several summaries of media assistance programs exist in the literature (Banfi, 2007; Hume, 2004; Kumar, 2006), it has only been very recently that individual programs have come under some analysis (Arsenault & Powers, 2010a), and the author is aware of no studies looking at multiple programs over time as this study undertakes despite calls for a more systematic approach to media assistance research such as that of Susan Abbott, Deputy Director of Program Development at *Internews* Network:

Despite the relentless rise in the significance of the media and communications sector in economic and cultural terms, the media development field lacks a clear evidence base that illustrates the impact and significance of its activities, training programs, and advocacy work. This paper argues why it is important to document the media development field and to reveal the impact it has had on other areas of development. (Abbott, 2008, p. 188)

Certainly one of the key findings of this study is the lack of rigorous attempts at linkage of democratization goals to media development goals via established indices like those of Freedom House, IREX and Reporters Without Borders in the vast majority of the reporting documents. And while this will likely surprise no one familiar with the problem of discovering direct, measurable causal links between media assistance efforts and democratization efforts, the data does supply a tangible assessment of how this uncertainty is treated by absenting it in reporting actual program progress. A further area of suggested research is an effort to trace the few programs that do make such linkages to the ongoing democratization index scores. In particular, program documents rating 12 or higher in cumulative M&E scores should be considered.

Another finding that grew from analysis of the categories chosen was that media assistance financial information cannot adequately be tracked through documents in this dataset. The financial aspect of media assistance is one that merits deeper examination.

Another aspect of the map of USAID/DEC is that it shows where media assistance

work has been done over the 20-year period. The sample shows a predominance of filed reports coming from Balkan countries and former states of the Soviet Union. The logic of this is demonstrated in the notion that U.S. foreign aid of all kinds follows the more pragmatic course of what is in the best interest of the United States rather than strictly humanitarian or idealistic criteria. The former Soviet Union was the other side of a two-part hegemon of power in the Cold War. When it fell its citizens and emerging state leaders appeared to be embracing democratic governance and it was definitely in the interest of the United States to have that embrace bear fruit. The mechanism for this was the Supporting Eastern European Democracy Act (SEED) pioneered by then U.S. president George H.W. Bush and enacted in 1989 by the U.S. congress . SEED was followed three years later by the Freedom Support Act (FSA). USAID used this funding to implement democratizing programs that included media assistance. Democratization would mean viable U.S. trading partners and a significant reduction in defense spending. Media assistance was one part of the formula of democracy, ergo; the former Soviet Union was targeted for media assistance. As earlier mentioned this dominance of Eastern European and Eurasian countries in media assistance programs has been curtailed as the enthusiasm for the creation of instant democracies and free markets has been eroded by geopolitical realities.

Limitations and suggestions for future research

With some 261 program reporting documents in the DEC now identified and linked to media assistance the possible use of this archive in future research is

promising. Among the questions that appear worth expanded answers are the following:

- What are the actual channels of communication for diffusion of innovations? The pursuit of this question appears to have several possible directions. Given the security necessities, the competitive and proprietary propensities of the organizations that do the actual work of media assistance, what communication channels can be identified by a careful analysis of the reporting documents. This direction could be pursued beyond the documents with a poll or survey instrument directed at a range of persons working within media assistance.

Another channel has to do with organizations as social systems. Organizational decision making is strongly influenced by personal interactions between groups and individuals and the competency of leaders and managers. The styles and expectations of the people involved weigh heavily in meeting job demands (Hersey & Blanchard, 1993). Personal interactions are largely or wholly absent from the documents. As the sole or major funding organization, USAID bureau managers overseeing media assistance programs have an obvious potential for a wide range of influences, absent in the reporting documents. Programs often have more than one core implementing organization working in the target country and other outside organizations are also called in to do mid-term and final evaluations. All of these organizational interactions can have major influences on decision-making and all but a very few are unrecorded.

Most media assistance reporting documents are not just depersonalized but largely 'de-peopled.' Actions and decisions are reported in environments sanitized of

normal emotional interplay: personality conflicts, personal loyalties, grievances, power struggles, organizational and personal gamesmanship interactions are absent. Reports that spotlight success stories as measurement tools are an occasional exception to this but only in degree. Unfortunately the portrayal of a sterile decision process devoid of human influence makes any generalizations of this important component impossible from this data set. Participant observation would greatly add to this dimension in future research.

- What role does M&E play in setting strategic objectives? This question relates to how monitoring and evaluation activities may define the future selection of strategic objectives, if at all. In most management environments all monitoring and evaluation grows out of strategic objectives. However, there is evidence of reversing that arrow in media assistance: For example, as the importance of a favorable legal environment toward media was realized as monitoring evidence grew, strategic objectives regarding that environment started to appear with more regularity. A related question is what are the major influences on setting strategic objectives.
- What kind of monitoring instruments are used, what methodologies are invoked, what is that correlation to various political and social environments and how effective they were? Although a count was made in this study of the kinds of monitoring tools, no quantification or correlation analysis was done. This sort of data could prove extremely valuable for future planning.
- What role do individuals and groups play within the target country in evaluations? Is that role growing? What criteria are used in determining the importance

of evaluation input given by those entities?

One of the more obvious recommendations is concerted encouragement toward more complete reporting to USAID in the DEC archives. This archive could prove to be an extremely important adjunct to media assistance research.

7 | APPENDICES

APPENDIX A

Units of Measure (Program Reporting Documents) Identifier Categories By Date

The most direct access to the documents is via USAID Order No. as the search term here:

dec.usaid.gov/index.cfm?p=express.issue&CFID=18490390...21

ID NO.	REPORT DATE	COUNTRY	AREA	USAID ORDER NO.
1	Apr-92	Former USSR	Europe/Eurasia	PD-ABD-933
2	Jul-93	Czech Republic	Europe/Eurasia	PN-ABP-874
3	Nov-93	Bulgaria, Lithuania, Poland	Europe/Eurasia	PD-ABH-360
4	Apr-94	Kazakhstan, The Kyrgyz Republic, Uzbekistan	Europe/Eurasia	PN-ABS-341
5	Aug-95	Tanzania	Sub-Saharan Africa	PD-ABM-123
6	Jan-97	Croatia	Europe/Eurasia	PN-ACD-183
7	Mar-98	Ukraine	Europe/Eurasia	PD-ABQ-509
8	Apr-98	Bosnia and Herzegovina	Europe/Eurasia	PD-ABQ-615
9	Oct-98	Albania, Belarus, Bosnia, Bulgaria, Croatia, Hungary, Montenegro, Romania, Serbia, Slovakia, Ukraine	Europe/Eurasia	PD-ABR-358
10	Feb-99	Palestine	Asia/Near East	PD-ABR-127
11	Apr-99	Belarus	Europe/Eurasia	PD-ABR-281
12	May-99	Bosnia and Herzegovina	Europe/Eurasia	PD-ABR-391
13	Apr-00	Bosnia and Herzegovina	Europe/Eurasia	PD-ABS-242
14	Jun-00	East Timor	Asia/Near East	PD-ABS-759
15	Sep-00	Bosnia and Croatia	Europe/Eurasia	PN-ACK-165
16	Jun-01	Ukraine	Europe/Eurasia	PN-ACM-716
17	Jun-01	Georgia	Europe/Eurasia	PN-ACT-641
18	Oct-01	Belarus	Europe/Eurasia	PD-ABR-269
19	Apr-02	Croatia	Europe/Eurasia	PN-ADG-604
20	May-02	Belarus	Europe/Eurasia	PD-ABX-510
21	Jan-03	Ukraine	Europe/Eurasia	PD-ABY-004
22	Jan-03	Kosovo	Europe/Eurasia	PD-ABZ-132
23	Apr-03	Kosovo	Europe/Eurasia	PD-ABZ-121

24	Jun-03	Bolivia, Columbia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Panama	Latin America/Caribbean	PN-ACR-755
25	Jul-03	Kosovo	Europe/Eurasia	PD-ABZ-122
26	Aug-03	Russia	Europe/Eurasia	PN-ACR-757
27	Sep-03	Bosnia and Herzegovina	Europe/Eurasia	PN-ACR-756
28	Oct-03	Haiti	Latin America/Caribbean	PD-ABZ-252
29	Oct-03	Kosovo	Europe/Eurasia	PD-ABZ-123
30	Nov-03	Serbia	Europe/Eurasia	PN-ACT-553
31	Jan-04	Haiti	Latin America/Caribbean	PD-ACF-824
32	Jan-04	Central Asian Republics	Europe/Eurasia	PD-ACA-475
33	Jan-04	Bosnia and Herzegovina	Europe/Eurasia	PD-ABZ-380
34	Jan-04	Kosovo	Europe/Eurasia	PN-ADN-176
35	Mar-04	Kosovo	Europe/Eurasia	PN-ACX-726
36	May-04	Montenegro	Europe/Eurasia	PN-ACY-933
37	Jun-04	Belarus	Europe/Eurasia	PD-ACA-074
38	Sep-04	Georgia	Europe/Eurasia	PD-ACF-799
39	Oct-05	Afghanistan	Asia/Near East	PN-ADC-219
40	Oct-05	Indonesia	Asia/Near East	PN-ADC-459
41	Mar-06	Haiti	Latin America/Caribbean	PD-ACH-582
42	Jun-06	Belarus	Europe/Eurasia	NID
43	Jun-06	Kosovo	Europe/Eurasia	PN-ADM-481
44	Jun-06	Azerbaijan	Europe/Eurasia	PD-ACH-326
45	Aug-06	Bosnia and Herzegovina	Europe/Eurasia	PN-ADH-275
46	Oct-06	Ukraine	Europe/Eurasia	NID
47	Dec-06	Bosnia and Herzegovina	Europe/Eurasia	PD-ACK-302
48	Jan-07	Belarus	Europe/Eurasia	PD-ACL-044
49	Feb-07	Kosovo	Europe/Eurasia	PD-ACL-816
50	Sep-07	Iraq	Asia/Near East	PD-ACL-917
51	Oct-07	Ukraine	Europe/Eurasia	NID
52	Sep-08	Ukraine	Europe/Eurasia	PD-ACN-190
53	Sep-08	Uganda	Sub-Saharan Africa	PD-ACM-143
54	Oct-08	Ukraine	Europe/Eurasia	NID
55	Oct-08	Kosovo	Europe/Eurasia	PD-ACM-564
56	Jan-09	Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Tajikistan, Turkmenistan, Ukraine	Europe/Eurasia	PD-ACM-929
57	Feb-09	Uganda	Sub-Saharan Africa	PD-ACM-515
58	May-09	Uganda	Sub-Saharan Africa	PD-ACN-128
59	Aug-09	Uganda	Sub-Saharan Africa	PD-ACN-462
60	Oct-09	Uganda	Sub-Saharan Africa	NID

61	Dec-09	Uganda	Sub-Saharan Africa	NID
62	Mar-10	Uganda	Sub-Saharan Africa	NID
63	Jun-10	Uganda	Sub-Saharan Africa	NID
64	Jul-10	Afghanistan	Asia/Near East	NID
65	Oct-10	Uganda	Sub-Saharan Africa	NID
66	Dec-10	Uganda	Sub-Saharan Africa	NID
67	Mar-11	Uganda	Sub-Saharan Africa	NID
68	Jul-11	Serbia	Europe/Eurasia	PD-ACR-826

NID – Not in data

APPENDIX B

Categories of Analyses for Units of Measure/Program Documents in USAID/DEC Database

<table border="0" style="width: 100%;"> <tr> <td style="width: 5%; text-align: center;">1</td> <td>ID NO (Unit of Measure Number)</td> </tr> <tr> <td style="text-align: center;">2</td> <td>REPORT DATE</td> </tr> <tr> <td style="text-align: center;">3</td> <td>TARGET COUNTRY/COUNTRIES</td> </tr> <tr> <td style="text-align: center;">4</td> <td>USAID REGION</td> </tr> <tr> <td style="text-align: center;">5</td> <td>USAID (Report) ORDER NO.</td> </tr> </table>	1	ID NO (Unit of Measure Number)	2	REPORT DATE	3	TARGET COUNTRY/COUNTRIES	4	USAID REGION	5	USAID (Report) ORDER NO.	<div style="border: 1px solid black; padding: 5px; text-align: center; font-weight: bold;">IDENTIFIER CATEGORIES</div>	<table border="0" style="width: 100%;"> <tr> <td style="width: 5%; text-align: center;">25</td> <td>PROGRAMING/CONTENT</td> </tr> <tr> <td style="text-align: center;">26</td> <td>TECHNICAL</td> </tr> <tr> <td style="text-align: center;">27</td> <td>LEGAL/REGULATORY ENVIRONMENT</td> </tr> <tr> <td style="text-align: center;">28</td> <td>MEDIA SUPPORT ORGANIZATIONS (MSOs)</td> </tr> <tr> <td style="text-align: center;">29</td> <td>FINANCIAL SUSTAINABILITY</td> </tr> <tr> <td style="text-align: center;">30</td> <td>NON-SPECIFIC</td> </tr> <tr> <td style="text-align: center;">31</td> <td>OTHER</td> </tr> <tr> <td style="text-align: center;">32</td> <td>SPECIFIC, STATED PROGRAM GOALS</td> </tr> <tr> <td style="text-align: center;">33</td> <td>STATED GOALS LINKED TO DEMOCRACY</td> </tr> <tr> <td style="text-align: center;">34</td> <td>MA USED QUALITATIVE METHODOLOGY</td> </tr> <tr> <td style="text-align: center;">35</td> <td>QUAL-Tools/Instruments Used</td> </tr> <tr> <td style="text-align: center;">36</td> <td>MA USED QUANTITATIVEMETHODOLOGY</td> </tr> <tr> <td style="text-align: center;">37</td> <td>QUANT-Tools/Instruments Used</td> </tr> <tr> <td style="text-align: center;">38</td> <td>MA USED MIXED METHODOLOGY</td> </tr> <tr> <td style="text-align: center;">39</td> <td>MIXED-Tools/Instruments Used</td> </tr> <tr> <td style="text-align: center;">40</td> <td>METHODOLOGY NOT REPORTED</td> </tr> <tr> <td style="text-align: center;">41</td> <td>M&E DATA PRESENT IN REPORT</td> </tr> <tr> <td style="text-align: center;">42</td> <td>M&E DATA TIED TO SOURCE</td> </tr> <tr> <td style="text-align: center;">43</td> <td>RECOMMENDATIONS LINKED TO M&E</td> </tr> <tr> <td style="text-align: center;">44</td> <td>M&E CUMULATIVE DATA SCORE</td> </tr> <tr> <td style="text-align: center;">45</td> <td>DEMOCRACY INDICES (FHI/MSI)</td> </tr> <tr> <td style="text-align: center;">46</td> <td>REPORT DATA METHODOLOGY</td> </tr> <tr> <td style="text-align: center;">47</td> <td>REPORT-Tools/Instruments Used</td> </tr> </table>	25	PROGRAMING/CONTENT	26	TECHNICAL	27	LEGAL/REGULATORY ENVIRONMENT	28	MEDIA SUPPORT ORGANIZATIONS (MSOs)	29	FINANCIAL SUSTAINABILITY	30	NON-SPECIFIC	31	OTHER	32	SPECIFIC, STATED PROGRAM GOALS	33	STATED GOALS LINKED TO DEMOCRACY	34	MA USED QUALITATIVE METHODOLOGY	35	QUAL-Tools/Instruments Used	36	MA USED QUANTITATIVEMETHODOLOGY	37	QUANT-Tools/Instruments Used	38	MA USED MIXED METHODOLOGY	39	MIXED-Tools/Instruments Used	40	METHODOLOGY NOT REPORTED	41	M&E DATA PRESENT IN REPORT	42	M&E DATA TIED TO SOURCE	43	RECOMMENDATIONS LINKED TO M&E	44	M&E CUMULATIVE DATA SCORE	45	DEMOCRACY INDICES (FHI/MSI)	46	REPORT DATA METHODOLOGY	47	REPORT-Tools/Instruments Used
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APPENDIX C (with Codebook Dictionaries 1-5)

Codebook: M&E Reporting Characteristics Analysis

Unit of Data Collection: Each media assistance program reporting document available from USAID/DEC database.

Document ID: Preliminary document number marked on each report (order of analysis) by the researcher.

Coder ID: KRP or CAP

Area: Use one of the five region names listed in “USAID Primer,” pg. 36. (Dictionary 1)

Country: Use the country(countries) name listed on the “document citation” screen in the DEC website. If no specific country is listed, use program country name(s) as referred to in the document. (Dictionary 1)

Database ID: Use the USAID/DEC “Order Number” listed on the “document citation” screen in the DEC website.

Filing Date: Use the date (Month/Year) listed as the filing date on the report. If there is no date listed on the report, use the date listed on the “document citation” screen in the DEC website.

Program Dates: Use extended program dates as found in the document: *Beginning Year* to *Ending Year*. Do not include extensions not yet approved.

Report Designation: Use the *Document Type* label listed on the “document citation” screen in the DEC website. (Dictionary 2)

Pages: Use the page count listed on the “document citation” screen in the DEC website.

Note that some documents number blank pages.ⁱ

\$ Spent: Use only USD specifically attached to media assistance programs only, as stated in the document.

K-Factor: Use appropriate designation from Dictionary 3 and 3a based on the country description in the report document.

Filing Organization: Use filing organization names as they appear on the document.

Core MA Implementing Organizations: Use the grantee contractors listed on the “document citation” screen in the DEC website under “organizations.”

Sole or Grouped Program Emphasis: Indicate whether Media Assistance is the sole program emphasis or one of several emphases under a broader program.

1. Sole Program Media Assistance is the sole focus of the program.
2. Grouped Media Assistance is one of several foci under another heading, e.g. Civil Society, Democracy and Governance, etc.

Media Type: Check any of the following media types mentioned in the document that received assistance:

Print
Radio
TV
Web-based
Mobil device-based
Non- Specific

Program Component: Check any of the following program components targeted for assistance, including direct financial support, in the document:

Journalistic Professionalism: Include all training, education or any other assistance aimed at improving professional standards and skills of journalists.

Business/Management: Include all training, education or any other assistance aimed at improving ethics or skills of media owners, managers, salespersons or other media personnel in business operations or management of media operations.

Programing/Content: Include all assistance aimed at developing, distributing, or improving media content other than technical improvements.

Technical: Include all assistance specifically aimed at obtaining equipment necessary to the operation of media organizations, including computer hardware and software, and the training of personnel in the operation of use of that equipment.

Legal/Regulatory Environment: Include creation, development, or assistance to organizations that lobby, advise, or otherwise participate in legislation; all training, seminars or conferences conducted regarding media and the law; and all other efforts of the program designed to improve the legal environment for media. Libel, government transparency and access to information, permitting and regulation of media, and corruption as pertaining to media are examples of topics that fall in this environment.

Media Support Organizations (MSOs): Include creation, development, or assistance to organizations, such as press or broadcast, independent polling or survey, distribution, supplies, and network associations, designed to support and sustain the operation and sustainability of free and independent media.

Financial Sustainability: Include assistance efforts inside and outside the media sector listed as objectives in the program document that are designed to address

media financial sustainability.

Non-Specific: Include general, non-directed descriptions of media assistance. Use a brief label description for specific media assistance not falling under the above categories.

Goals: Check if assistance goals are stated specifically.

Democratization Linkage: Check if media assistance goals or strategic objectives are linked directly to “democratization,” building or strengthening “democracy,” “democratic society,” “democratic governance,” or the word “democratic” or “democracy.”

Methodology and Tools: This section records the type of monitoring and evaluation tools or instruments the document reports were used in the program. Definitions are found in Dictionary 4. Make a list of the tools or instruments occurring or described in the document using the labels from Dictionary 4.

Lists for a document containing only qualitative labels are to appear with the Qualitative heading checked *only*.

Lists for a document containing only quantitative labels are to appear with the Quantitative heading checked *only*.

Lists containing both qualitative and quantitative labels are to appear with the Mixed heading checked *only*.

If no tools or instruments are described, check Not Reported.

M&E Reporting Data Characteristics: This section looks at the characteristics of reported M&E data based on four points of analysis:

1. *Data Characteristics*: Evaluate the document contents based on the following:

0, 1 through 6 based on Dictionary 5.

2. *Is reported M&E data always tied to a tool, instrument, or source*:

3. *Are recommendations always tied to sourced M&E findings*:

Evaluate the document contents based on a standard Likert Scaling

0 = No M&E data

1 = very strongly disagree

2 = strongly disagree

3 = somewhat disagree

4 = somewhat agree

5 = strongly agree

6 = very strongly agree

4. *Cumulative M&E Ranking Score*: Sum of the three previous scores.

Measures of Democratization: Employ a word search using “Freedom House” and “MSI”

(Tags to the Freedom House measures of societies and press in countries throughout the world (both Freedom of the press and Freedom in the World indices) and the IREX Media Sustainability Index).

0 = Not found

1 = One or both found and used as a measure of democratization progress

2 = Terms found but not used in reference to any measure of democratization

Methodology and Tools Used to produce the Report Document: Using Dictionary 4, compile a list of tools or instruments used in producing the report document itself. Then assign a methodology, Qualitative, Quantitative or Mixed using the following process:

Lists for a document containing only qualitative labels are to appear with the

Qualitative label.

Lists for a document containing only quantitative labels are to appear with the

Quantitative label.

Lists containing both qualitative and quantitative labels are to appear with the

Mixed label.

If no tools or instruments are described, use the NR label.

DICTIONARY 1

USAID-Assisted Countries & Regions

Source: USAID (2006) http://www.usaid.gov/about_usaid/PDACG100.pdf

Sub-Saharan Africa	Asia and Near East	Europe and Eurasia	Latin America and Caribbean
Angola	Afghanistan	Albania	Argentina*
Benin	Bangladesh	Armenia	Belize*
Botswana*	Cambodia	Azerbaijan	Bolivia
Dem. Rep. of the Congo	East Timor	Belarus	Brazil
Djibouti	Egypt	Bosnia-Herzegovina	Chile*
Eritrea	India	Bulgaria	Columbia
Ethiopia	Indonesia	Croatia	Costa Rica*
Ghana	Iraq	Cyprus	Dominican Rep.
Guinea	Jordan	Czech Republic*	Ecuador
Kenya	Lebanon	Estonia*	El Salvador
Liberia	Mongolia	Georgia	Guatemala
Madagascar	Morocco	Hungary*	Guyana
Malawi	Nepal	Kazakhstan	Haiti
Mali	Oman*	Kosovo	Honduras
Mozambique	Pakistan	The Kyrgyz Rep.	Jamaica
Namibia	Palestine	Lithuania*	Mexico
Nigeria	Philippines	Macedonia	Nicaragua
Rwanda	South Korea*	Moldova	Panama
Senegal	Thailand*	Montenegro	Paraguay
Sierra Leone	Tunisia*	Poland*	Peru
South Africa	Taiwan*	Romania	Uruguay*
Sudan	Vietnam	Russia	
Tanzania	West-Bank-Gaza	Serbia	
Uganda	Yemen	Slovakia*	
Zambia		Tajikistan	
Zimbabwe		Turkmenistan	
		Ukraine	
		Uzbekistan	
Countries with program reporting documents in the sample			
26	24	28	21

Net (Total* Countries)= 83

Total=99

*Country is said to be "Graduated" from USAID assistance but still is classified under this region.

DICTIONARY 2

Document Types

Source: USAID/DEC Advanced Search>Screen Page "Document Types"

<http://dec.usaid.gov/index.cfm?p=search.sqlSearch&CFID=4771337&CFTOKEN=24635650>

DESIGN (All)

Activity Design Document
Design/Implementation Workplan
Loan/Grant Agreement
Other Authorized Design Document
Preliminary Design
USAID Contract/Grant Agreement

EVALUATION (All, Inc. Assessments)

Audit Report
Evaluation Summary
Final Evaluation
Non-USAID Evaluation
Other USAID Evaluation
Program Evaluation Guide
Special Evaluation

PROGRAM DOCUMENTS (All)

Annual Report
Final Contractor/Grantee Report
Periodic Report
Trip Report

PROGRAM RELATED REPORTS (All)

Other Program Document
Program Planning Document
Reports to Congress
Strategic Planning Document
USAID Policy documents

REFERENCE (All)

Activity/Project/Program Overview
Bibliography/Literature Review
Handbook/Manual
Miscellaneous Document
Reference Document

TECHNICAL REPORTS (All)

Assessment
Conference Proceedings
Non-USAID Technical
Other USAID Supported Study
Periodical

DICTIONARY 3

K-Factor, Country Designation

DC	<p>DEMOCRATIZING COUNTRY</p> <ul style="list-style-type: none"> no authoritarian rule still lack well-established institutional infrastructure lack a political culture that supports democracy censorship and self-censorship continue legal and regulatory environment is not fully conducive to free press <p><i>Scale 0 to 6 where:</i></p> <ul style="list-style-type: none"> 0 Fully functioning democracy 1 Steady advance toward democratization, most elements exist 2 Steady advance toward democratization, some elements exist 3 Slow advance toward democratization, 4 Society appears to have ceased advances toward democratization 5 Society in retreat from democratization 6 Strong elements of authoritarian rule appear entrenched
PC	<p>POST-CONFLICT SOCIETY</p> <ul style="list-style-type: none"> civil war has ended within 5 years establishment of legitimate government <p><i>Scale 0 to 6 where:</i></p> <ul style="list-style-type: none"> 0 Fully functioning democracy 1 Steady advance toward democratization, most elements exist 2 Steady advance toward democratization, some elements exist 3 Slow advance toward democratization, 4 No advance toward democratization 5 Society moving toward other than democratization 6 Currently appears entrenched as other than democracy
AS	<p>AUTHORITARIAN STATE</p> <ul style="list-style-type: none"> no political freedom or individual rights media largely owned by ruling regime news and propaganda blurred pervasive censorship/self-censorship governing elite suspicious of foreign MA involvement
WT	<p>WAR-TORN SOCIETY</p> <ul style="list-style-type: none"> ongoing civil wars political and economic structures undermined humanitarian disasters may occur, re-occur ruling regime and rebels have pretext to stifle media freedom media information provides balanced news, paves way for peaceful resolution
MXC	<p>MIXED COUNTRY/STATE/SOCIETY</p> <ul style="list-style-type: none"> Some elements of democratic institutions Those institutions are non-functional, ineffective or corrupt Nationalistic voices control or inflame debate Societies are polarized or segmented Minorities are oppressed
UC	<p>UNABLE TO CLASSIFY</p>
SCORING	<p>Use a combination of the heading abbreviation and where necessary the sub-heading DC-3 is Category: Democratizing Country, Sub-category 3: Slow advance toward democratization</p>

DICTIONARY 3a

Category Breakdown — Media Assistance Target Groups[†]

Category	Characteristics	Current Examples ^{††} (as of 2009)	Assistance Priorities
<i>Authoritarian States</i>	Monarchs, military juntas, ideologues rule. No political freedom or individual rights. Media owned/controlled by ruling regime. Media used to perpetuate power. Pervasive censorship.	Myanmar North Korea Belarus China Cuba Iran Viet Nam Zimbabwe	Facilitate interaction between indigenous media organizations and media assistance practitioners. <ul style="list-style-type: none"> ▪ Training ▪ Professional exchanges ▪ Support to underground media
<i>War-torn Societies</i>	Ongoing civil wars. Undermined political and economic structures. Ongoing conflict justifies media suppression/control. Media outlets tied to different factions to communicate factional propaganda.	Afghanistan Congo Iraq Ivory Coast Liberia Sri Lanka Sudan	Provide access to balanced, accurate news sources. Produce, disseminate humanitarian assistance information. Reduce tensions, promote understanding, facilitate negotiations.
<i>Post-conflict Societies</i>	War ended within last five years through peace accords or victory of one faction over another. Legitimate government established.	Angola Bosnia Cambodia El Salvador Ethiopia Guatemala Kosovo Liberia Mozambique Nicaragua Rwanda Sierra Leone	Rehabilitate, restructure media sector. Lay foundation for independent, pluralistic media. <ul style="list-style-type: none"> ▪ Journalism training ▪ Re-equip ▪ Business, mgmt.. training ▪ Promote new, peace supporting outlets
<i>Democratizing Countries</i>	Authoritarian rule replaced but lacks developed institutional and political infrastructures that support democracy. Independent media exist but are vulnerable to censorship pressure and corruption. Developing but vulnerable legal and regulatory structures.	Cambodia Ethiopia Ghana Guatemala Malawi Russia Rwanda Serbia Sierra Leone Uganda	Strengthen media sector institutional capacities to foster pluralistic, independent, sustainable media. <ul style="list-style-type: none"> ▪ Aid to internal media training organizations ▪ Enhance media law and regs expertise ▪ Enhance existing skills, expertise and resources

[†] Developed from information in Kumar, K. (2009). *One Size Does Not Fit All*. Washington DC: Center for International Media Assistance

^{††} *Op cit*. Conditions within countries are often within flux, which accounts for some overlapping.

DICTIONARY 4

Definitions for Discriminated Qualitative/Quantitative Tools/Instruments

QUALITATIVE TOOLS/INSTRUMENT (Data in Nonnumeric Form)	QUANTITATIVE TOOLS/INSTRUMENTS (Data in Numeric Form)
Success Story	Poll
Case Study	Readership Survey
Event Data/Non-numeric	Content Analysis
Field Survey	Financial Analysis/Audit
Unstructured Interview	Training, Conference Attendance Log
Open-ended Questionnaire	Audience Mapping
Unstructured/Semi-structured Survey	Program Participant List/Counts
Observation Using Narrative Descriptions	MSI/Similar Indices
Focus Group	Circulation/Audience Survey
Program Document	Ratings Survey/Poll
	Content Analysis

DICTIONARY 5

Ranking Scale for M&E Reporting Characteristics

How would you rank the M&E reporting effort carried out during the program this document covers?

0	No data supplied
1	General summary of program activities with non-specific or inferred references to M&E activities
2	Summarized description of M&E activities with anecdotal evidence including success stories but with no evidence of wide-ranging, verifiable evidence
3	Summarized description of M&E activities with limited description of tools and/or instruments used and limited results obtained
4	M&E activities described with additional supporting data describing instruments, tools and results
5	M&E activities described with most details of instruments and tools, with samples and detailed data reports
6	M&E activities fully described with all supporting documentation, including samples and detailed data reports used as basis for recommendations

APPENDIX D

Media Assistance Acronyms

BPPC	Bureau for Policy and Program Coordination (Dept. of USAID)
CA	Cooperative Agreement
CBA	Cost-Benefit Analysis
CEE	Central and Eastern Europe
CIMA	Center for International Media Assistance
CIS	Commonwealth of Independent States
CSO	Civil Society Organization
CSSP	Civil Society Support and Strengthening Program
DCHA	Bureau for Democracy, Conflict, and Humanitarian Assistance
DEC	USAID Development Experience Clearinghouse
EE	USAID Bureau for Europe and Eurasia
ENI	USAID Bureau for Eastern Europe and the New Independent States (Now EE)
FSA	Freedom Support Act
ICFJ	International Center for Journalists
IFES	International Foundation for Election Systems
IQC	Indefinite Quantity Contract
IREX	International Research and Exchanges Board
M&E	Monitoring and Evaluation
MSO	Media Support Organization
MSI	Media Sustainability Index (designed by IREX)
NED	National Endowment for Democracy
NIS	New Independent States (refers primarily to former SSRs)
ODG	Office of Democracy and Governance
OSF	Open Society Foundation
OSI	Open Society Institute
OTI	Office of Transition Initiatives (Dept. of USAID)
PMP	Performance Monitoring Plan
PPC/DEI	[Bureau for] Policy & Program Coordination/[Office of] Development Evaluation & Information
RFA	Request for Applications
RFP	Request for Proposal
RSF	Reporters Without Borders (Reporters Sans Frontières)
SEED	Support for Eastern European Democracy (Act - 1989)
SMART	Smart, Measurable, Acceptable, Reliable, and Time-bound
SOW	Scope of Work
USAID	United States Agency for International Development
USG	United States Government
USIS	United States Information Service

APPENDIX E

(Webb et al., 1981)Note – Document Categories are as follows:

- 1 Specific Media Assistance Program Reporting Document (MAPRD)
- 2 Sector MAPRD
- 3 General Application MAPRD
- 4 Public Relations/Training Use of Media MAPRD
- 5 Non-Specific Program Reporting Document
- 6 Non-English Document
- 7 Other USAID Document
- 8 Unable To Classify

DOC ORDER NO.	USAID DOCUMENT LABEL	MO/YR FILED	GEO DESCRIPTOR	DOC CATEGORY
PN-ADW-952	Conference Proceedings/Paper	1971	General	7
PN-AAD-875	Other USAID Supported Study/Document	1975	Guatemala	4
PN-AAG-840	Other USAID Supported Study/Document	1977	Ivory coast	4
PD-KAF-406	Loan/Grant Agreement	Aug-78	Haiti	4
PD-AAM-224	Special Evaluation	Apr-79	General	4
PN-AAU-221	Other USAID Supported Study/Document	Aug-84	USA	7
PD-AAV-526	Special Evaluation	1987	Yemen	4
PN-ABE-746	Other USAID Supported Study/Document	Nov-89	Egypt	4
PD-ABA-273	Project/Program/Activity Design Doc	Sep-90	Oceania	1
PD-ABG-428	Other Program Document	Aug-90	Asia Middle East	2
PD-ABM-182	Final Contractor/Grantee Report	Nov-90	Lesotho	4
PD-ABC-628	Special Evaluation	Feb-91	Central American Countries	1
PN-ABK-636	Conference Proceedings/Paper	1991	General	4
PD-ABD-933	Project/Program/Activity Design Doc	Apr-92	Russia Ukraine	1
PD-ABF-133	Project/Program/Activity Design Doc	Jun-92	India	1
PN-ABM-797	Reference Document	1992	Europe Central and Eastern Europe New Independent States	5

PD-ABH-027	Evaluation Summary	Oct-93	Lesotho	4
PD-ABH-360	Special Evaluation	Nov-93	Central and Eastern Europe	1
PN-ABP-874	Program Planning Document	Jul-93	Czech Republic	1
PN-ABR-416	Other USAID Supported Study/Document	Nov-93	South Africa	4
PN-ABX-992	Conference Proceedings/Paper	Mar-93	General	4
PN-ABS-341	Other USAID Supported Study/Document	Apr-94	Kazakhstan Kyrgyzstan Uzbekistan	1
PN-ABU-147	Program Planning Document	Jul-94	Czech Republic	1
PN-ABU-149	Program Planning Document	Jun-94	Lithuania	1
PC-AAA-681	Non-USAID Evaluation	Dec-95	New Independent States Russia Armenia Georgia Kyrgyzstan	7
PD-ABM-123	Project/Program/Activity Design Doc	Aug-95	Tanzania	2
PN-ABW-664	Conference Proceedings/Paper	Jul-95	General	7
PN-ABX-417	Other USAID Supported Study/Document	Feb-95	General	3
PD-ABN-058	Special Evaluation	Jul-96	Bosnia and Herzegovina	4
PD-ABN-731	Program Planning Document	Mar-97	Bulgaria	1
PD-ABN-956	Program Planning Document	Apr-97	Kyrgyzstan	1
PD-ABQ-053	Final Contractor/Grantee Report	Sep-97	Czech Republic	1
PN-ACA-134	Report to Congress	Feb-97	Europe New Independent States	1
PN-ACA-472	Strategic Planning Document	Apr-97	Kyrgyzstan	1
PN-ACA-473	Strategic Planning Document	Apr-97	Kazakhstan	1
PN-ACD-183	Strategic Planning Document	Jan-97	Croatia	2
PD-ABQ-219	Program Planning Document	Feb-98	Kyrgyzstan	1
PD-ABQ-509	Program Planning Document	Mar-98	Ukraine	2
PD-ABQ-615	Program Planning Document	Apr-98	Bosnia and Herzegovina	1
PD-ABQ-678	Report to Congress	Jan-98	New Independent States	1
PD-ABR-019	Special Evaluation	Dec-98	Tanzania	1
PD-ABR-358	Special Evaluation	Oct-98	Central and Eastern Europe	1
PD-ABR-777	Other Authorized Design Document	Aug-98	India	4
PN-ACC-424	Report to Congress	Feb-98	Central and Eastern Europe New Independent States	7
PN-ACF-130	Periodical/Periodical Analytic	Jul-98	General	1
PN-ACJ-285	Report to Congress	Nov-98	Indonesia	7

PN-ADA-426	Periodical/Periodical Analytic	1998	Africa south of Sahara Zambia Ghana Mozambique	1
PD-ABR-127	Final Contractor/Grantee Report	Feb-99	Palestine	1
PD-ABR-251	Program Planning Document	Mar-99	Romania	1
PD-ABR-256	Report to Congress	Jan-99	New Independent States USA Armenia Azerbaijan Belarus Georgia Kazakhstan Kyrgyzstan Moldova Russia Tajikistan Turkmenistan Ukraine Uzbekistan	1
PD-ABR-265	Program Planning Document	Apr-99	Russia	1
PD-ABR-281	Strategic Planning Document	Apr-99	Belarus	2
PD-ABR-304	Strategic Planning Document	Jun-99	Georgia	2
PD-ABR-391	Program Planning Document	May-99	Bosnia and Herzegovina	1
PD-ABR-433	Program Planning Document	Mar-99	Macedonia	1
PD-ABR-958	Strategic Planning Document	Jun-99	Georgia	1
PN-ACA-923	Special Evaluation	Apr-99	Israel Arab countries South Africa Bosnia and Herzegovina	2
PN-ACE-630	Handbook/Manual	Jun-99	General	7
PN-ACG-105	Report to Congress	Feb-99	Central and Eastern Europe New Independent States	7
PN-ACR-214	Handbook/Manual	Jun-99	General	7
PN-ADG-747	Periodical/Periodical Analytic	Jul-99	General	1
PC-AAA-882	Non-USAID Technical	Jan-00	New Independent States USA Armenia Azerbaijan Belarus Georgia Kazakhstan Kyrgyzstan Moldova Russia Tajikistan Turkmenistan Ukraine Uzbekistan	1
PD-ABS-144	Program Planning Document	Mar-00	Macedonia	1
PD-ABS-166	Program Planning Document	Apr-00	Russia	1
PD-ABS-171	Program Planning Document	Apr-00	Poland	3
PD-ABS-218	Program Planning Document	May-00	Bulgaria	1
PD-ABS-242	Program Planning Document	Apr-00	Bosnia and Herzegovina	7

PD-ABS-384	Report to Congress	Apr-00	Africa Asia Middle East Latin America Caribbean Central America Balkans Europe	7
PD-ABS-451	Final Contractor/Grantee Report	Aug-00	Bosnia and Herzegovina	1
PD-ABS-759	Design/Implementation Workplan	Jun-00	East Timor	1
PD-ABS-910	Final Contractor/Grantee Report	Dec-00	Russia	1
PN-ACK-165	Special Evaluation	Sep-00	Bosnia and Croatia	2
PN-ACL-004	Report to Congress	2000	Central and Eastern Europe New Independent States	7
PN-ADA-242	Periodical/Periodical Analytic	Nov-00	General	1
PC-AAB-010	Non-USAID Technical	Jan-01	New Independent States USA Armenia Azerbaijan Belarus Georgia Kazakhstan Kyrgyzstan Moldova Russia Tajikistan Turkmenistan Ukraine Uzbekistan	3
PD-ABR-269	Program Planning Document	Oct-01	Belarus	2
PD-ABS-946	Strategic Planning Document	Jan-01	Croatia	1
PD-ABT-401	Program Planning Document	Apr-01	Romania	2
PD-ABT-410	Program Planning Document	Apr-01	Macedonia	7
PD-ABT-442	Final Contractor/Grantee Report	2001	Namibia	1
PD-ABT-554	Program Planning Document	Feb-01	Central Asia Kazakhstan Kyrgyzstan Tajikistan Turkmenistan Uzbekistan	1
PD-ABT-555	Program Planning Document	Feb-01	Kazakhstan	3
PD-ABT-710	Final Contractor/Grantee Report	Jun-01	Indonesia/East Timor	1
PD-ABT-819	Periodic Report	Jul-01	Angola	4
PD-ABT-821	Final Contractor/Grantee Report	Apr-01	Namibia	1
PD-ABU-806	Report to Congress	2001	Central and Eastern Europe Central Asia New Independent States	1
PD-ACG-910	Strategic Planning Document	Jul-01	Macedonia	3
PN-ACM-507	Reference Document	Sep-01	Africa south of Sahara	7
PN-ACM-716	Assessment	Jun-01	Ukraine	1
PN-ACP-454	Other USAID Supported Study/Document	Aug-01	Ukraine	1
PN-ACT-641	Assessment	Jun-01	Georgia	1
PN-ADQ-623	Other USAID Supported Study/Document	Dec-01	General	4

PN-CAN-449	Reference Document	2001	Europe Central and Eastern Europe Central Asia New Independent States	7
PC-AAB-088	Non-USAID Technical	Mar-02	New Independent States USA Armenia Azerbaijan Belarus Georgia Kazakhstan Kyrgyzstan Moldova Russia Tajikistan Turkmenistan Ukraine Uzbekistan	1
PD-ABU-903	Program Planning Document	Mar-02	Central Asia Kazakhstan Kyrgyzstan Tajikistan Turkmenistan Uzbekistan	1
PD-ABU-904	Program Planning Document	Mar-02	Croatia	1
PD-ABW-900	Other Program Document	2002	USA	1
PD-ABX-485	Other Program Document	2002	Russia	2
PD-ABX-510	Other Program Document	May-02	Belarus	1
PD-ABY-536	Strategic Planning Document	Apr-02	Montenegro	1
PD-ACA-775	Design/Implementation Workplan	2002	Angola	1
PN-ACP-105	Program/Project Evaluation Guide	2002	General	7
PN-ACR-335	Reference Document	Dec-02	General	4
PN-ADA-928	Assessment	Jun-02	Armenia	2
PN-ADG-604	Assessment	Apr-02	Croatia	1
PC-AAB-124	Non-USAID Technical	Jun-03	General	3
PC-AAB-335	Non-USAID Technical	Jan-03	Central and Eastern Europe	7
PC-AAB-913	Non-USAID Technical	2003	Afghanistan	1
PD-ABX-513	Final Contractor/Grantee Report	Jan-03	Georgia	1
PD-ABX-796	Periodic Report	2003	Dominican Republic	1
PD-ABX-947	Periodic Report	Jan-03	Haiti	1
PD-ABY-004	Final Contractor/Grantee Report	Jan-03	Ukraine	1
PD-ABY-070	Periodic Report	Apr-03	Macedonia Ukraine Tanzania Moldova Jordan Romania East Africa Central Africa Egypt	1
PD-ABY-359	USAID Policy Document	Sep-03	General	3
PD-ABY-944	Annual Report	Oct-03	General	7
PD-ABZ-121	Periodic Report	Apr-03	Kosovo	1
PD-ABZ-122	Periodic Report	Jul-03	Kosovo	1
PD-ABZ-123	Periodic Report	Oct-03	Kosovo	1
PD-ABZ-132	Periodic Report	Jan-03	Kosovo	1

PD-ABZ-153	Strategic Planning Document	Jul-03	Kosovo (Serbia)	1
PD-ABZ-252	Annual Report	2003	Haiti	1
PD-ACA-473	Periodic Report	Oct-03	Kazakhstan Kyrgyzstan Tajikistan Uzbekistan	1
PD-ACA-648	Annual Report	Jun-03	Russia	1
PD-ACE-113	Report to Congress	2003	Central and Eastern Europe Central Asia New Independent States	7
PD-ACE-115	Report to Congress	2003	General	1
PD-ACI-590	Other Program Document	2003	Slovakia	1
PD-ACK-644	Final Contractor/Grantee Report	2003	Macedonia	4
PN-ACR-754	Other USAID Supported Study/Document	Nov-03	0	3
PN-ACR-755	Other USAID Supported Study/Document	Jun-03	Latin America Central America Caribbean	1
PN-ACR-756	Special Evaluation	Sep-03	Bosnia and Herzegovina	1
PN-ACR-757	Assessment	Aug-03	Russia	1
PN-ACT-341	Other USAID Supported Study/Document	Jun-03	General	7
PN-ACT-553	Assessment	Nov-03	Serbia	1
PN-ACU-613	Reference Document	Oct-03	General	4
PN-ACW-638	Assessment	Nov-03	Tanzania	2
PN-ACY-558	Assessment	Jan-03	Bosnia and Herzegovina	1
PN-ACY-872	Reference Document	2003	Europe Central and Eastern Europe Central Asia New Independent States Russia	7
PN-ADE-630	Conference Proceedings/Paper	2003	Haiti	7
PN-ADE-631	Conference Proceedings/Paper	2003	Haiti	7
PN-ADE-632	Conference Proceedings/Paper	2003	Haiti	7
PN-ADE-633	Conference Proceedings/Paper	2003	Haiti	7
PN-ADE-635	Conference Proceedings/Paper	2003	Haiti	6
PN-ADE-639	Conference Proceedings/Paper	2003	Haiti	6
PN-ADI-796	Reference Document	Sep-03	Haiti	1
PD-ABZ-380	Periodic Report	Jan-04	Bosnia and Herzegovina	1
PD-ACA-074	Program Planning Document	Jun-04	Belarus	2
PD-ACA-475	Periodic Report	Jan-04	Central Asian Republics	1
PD-ACE-103	Report to Congress	2004	Central and Eastern Europe New Independent States Central Asia	7
PD-ACF-799	Special Evaluation	Sep-04	Georgia	1
PD-ACF-824	Annual Report	2004	Haiti	1

PN-ACU-777	Assessment	Jan-04	0	3
PN-ACX-549	Assessment	Jan-04	Kazakhstan Kyrgyzstan Tajikistan Uzbekistan New Independent States	1
PN-ACX-726	Assessment	Mar-04	Kosovo (Serbia)	1
PN-ACY-873	Reference Document	2004	Europe Central and Eastern Europe Central Asia New Independent States Russia	7
PN-ACY-933	Special Evaluation	May-04	Montenegro	1
PN-ADC-210	Assessment	Feb-04	Central and Eastern Europe Central Asia New Independent States	1
PN-ADC-377	Assessment	Sep-04	Angola	7
PN-ADD-252	Assessment	Aug-04	Serbia	1
PN-ADE-636	Conference Proceedings/Paper	May-04	Haiti	7
PN-ADE-637	Conference Proceedings/Paper	May-04	Haiti	6
PN-ADE-638	Conference Proceedings/Paper	Jun-04	Haiti	6
PN-ADE-642	Handbook/Manual	Feb-04	Haiti	6
PN-ADE-643	Handbook/Manual	Oct-04	Haiti	6
PN-ADE-644	Handbook/Manual	Oct-04	Haiti	6
PN-ADN-176	Assessment	Jan-04	Kosovo	1
PC-AAB-331	Non-USAID Evaluation	Jul-05	General	3
PD-ACD-437	Final Contractor/Grantee Report	Mar-05	Tanzania [Central America]	1
PD-ACF-434	Final Contractor/Grantee Report	Sep-05	General	1
PD-ACI-795	Final Contractor/Grantee Report	Jun-05	Armenia	1
PN-ADB-834	Assessment	Jan-05	Russia	3
PN-ADC-219	Other USAID Supported Study/Document	Oct-05	Afghanistan	1
PN-ADC-459	Other USAID Supported Study/Document	Oct-05	Indonesia	1
PN-ADC-968	Reference Document	2005	Europe Central and Eastern Europe Central Asia New Independent States Russia	7
PN-ADD-049	Assessment	May-05	Armenia	1
PN-ADE-634	Handbook/Manual	Nov-05	Haiti	7
PN-ADE-641	Handbook/Manual	Apr-05	Haiti	6
PN-ADE-645	Conference Proceedings/Paper	Jun-05	Haiti	6
PN-ADF-157	Reference Document	2005	Europe Central and Eastern Europe Central Asia New Independent States Russia	7

PN-ADU-210	Assessment	Jun-05	Afghanistan	1
NID	Program Planning Document	Jun-06	Belarus	1
NID	Special Evaluation	Oct-06	Ukraine	1
PD-ACG-100	Other Program Document	Jan-06	Afghanistan	1
PD-ACG-624	Final Contractor/Grantee Report	Feb-06	Pakistan	1
PD-ACH-326	Program Planning Document	Jun-06	Azerbaijan	1
PD-ACH-337	Program Planning Document	Jun-06	Kosovo (Serbia)	1
PD-ACH-582	Final Contractor/Grantee Report	Mar-06	Haiti	1
PD-ACH-877	Periodic Report	Jul-06	Central and Eastern Europe	1
PD-ACI-335	Final Evaluation Report	Sep-06	Iraq	1
PD-ACJ-232	Other Program Document	2006	Afghanistan	1
PD-ACK-302	Final Contractor/Grantee Report	Dec-06	Bosnia and Herzegovina	1
PN-ADE-694	Other USAID Supported Study/Document	Jan-06	General	3
PN-ADF-898	Assessment	Feb-06	East Timor	1
PN-ADH-275	Assessment	Aug-06	Bosnia and Herzegovina	1
PN-ADM-481	Assessment	Jun-06	Kosovo	3
NID	Special Evaluation	Oct-07	Ukraine	1
PD-ACJ-739	Activity/Project/Program Overview	Jun-07	Southeast Asia South Asia Middle East North Africa Africa south of Sahara Central and Eastern Europe Central Asia	1
PD-ACJ-880	Final Evaluation Report	May-07	Iraq	2
PD-ACK-482	Final Contractor/Grantee Report	Oct-07	Bosnia and Herzegovina	1
PD-ACK-763	Final Contractor/Grantee Report	2007	Philippines Vietnam	1
PD-ACL-024	Program Planning Document	2007	Tajikistan	2
PD-ACL-044	Program Planning Document	Jan-07		1
PD-ACL-053	Program Planning Document	2007	Serbia	1
PD-ACL-066	Program Planning Document	2007	Haiti	1
PD-ACL-816	Special Evaluation	Feb-07	Kosovo	1
PD-ACL-917	Final Contractor/Grantee Report	Sep-07	Iraq	1
PD-ACM-908	Final Contractor/Grantee Report	Oct-07	Kosovo (Serbia)	1
PN-ADK-502	Reference Document	2007	Europe Central and Eastern Europe Central Asia New Independent States Russia	7
PN-ADK-585	Assessment	May-07	Bosnia and Herzegovina	2
NID	Special Evaluation	Oct-08	Ukraine	1
PC-AAB-834	Non-USAID Technical	Feb-08	General	1
PC-AAC-227	Non-USAID Technical	2008		7

PD-ACL-747	Final Evaluation Report	May-08	East Timor	3
PD-ACL-944	Final Contractor/Grantee Report	2008	Kosovo	1
PD-ACM-143	Activity/Project/Program Overview	Sep-08	Uganda	1
PD-ACM-564	Final Evaluation Report	Oct-08	Kosovo	1
PD-ACM-817	Special Evaluation	2008	Afghanistan	1
PD-ACN-190	Annual Report	Sep-08	Ukraine	1
PD-ACN-202	Final Contractor/Grantee Report	Dec-08	Moldova	4
PD-ACN-796	Final Contractor/Grantee Report	2008	General	1
PD-ACO-881	Annual Report	Dec-08	Ukraine, Belarus, Moldova	1
PN-ADL-961	Other USAID Supported Study/Document	Jan-08	General	3
PN-ADM-482	Assessment	Mar-08	Kosovo	1
PN-ADM-585	Periodical/Periodical Analytic	May-08	General	7
PN-ADM-587	Periodical/Periodical Analytic	Jul-08	General	7
PN-ADM-605	Other USAID Supported Study/Document	Aug-08	New Media	1
PN-ADM-835	Handbook/Manual	2008	Africa south of Sahara	7
PN-ADN-040	Other USAID Supported Study/Document	Nov-08	General	1
PN-ADO-691	Handbook/Manual	2008	General	1
PN-ADQ-659	Handbook/Manual	2008	General	7
NID	Activity/Project/Program Overview	Oct-09	Uganda	1
NID	Activity/Project/Program Overview	Dec-09	Uganda	1
PD-ACM-515	Activity/Project/Program Overview	Feb-09	Uganda	1
PD-ACM-816	Special Evaluation	Jan-09	Afghanistan	1
PD-ACM-929	Special Evaluation	Jan-09	Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Tajikistan, Turkmenistan, Ukraine	1
PD-ACN-128	Activity/Project/Program Overview	May-09	Uganda	1
PD-ACN-462	Activity/Project/Program Overview	Aug-09	Uganda	1
PD-ACN-813	Special Evaluation	Oct-09	Nepal	1
PD-ACQ-886	Special Evaluation	Jun-09	Egypt	4
PN-ADO-804	Other USAID Supported Study/Document	Apr-09	Africa south of Sahara	3
PN-ADO-818	Program/Project Evaluation Guide	Mar-09	General	7
PN-ADQ-500	Reference Document	Oct-09	Arab countries	7
NID	Activity/Project/Program Overview	Mar-10	Uganda	1
NID	Activity/Project/Program Overview	Jun-10	Uganda	1
NID	Activity/Project/Program Overview	Oct-10	Uganda	1
NID	Activity/Project/Program Overview	Dec-10	Uganda	1
NID	Other Program Document	Jul-10	Afghanistan	1

PC-AAC-170	Non-USAID Technical	Sep-10	General	8
PC-AAC-229	Non-USAID Technical	2010	General	7
PD-ACP-747	Report to Congress	2010	General	1
PD-ACQ-769	Activity/Project/Program Overview	Jan-10	Sudan	1
PD-ACR-772	Activity/Project/Program Overview	Nov-10	Sudan	1
PN-ADR-500	Reference Document	Mar-10	Arab countries	7
PN-ADS-200	Reference Document	May-10	Arab countries	7
PN-ADT-899	Other USAID Supported Study/Document	Oct-10	Afghanistan	1
PN-ADW-584	Assessment	Nov-10	Sudan	1
NID	Activity/Project/Program Overview	Mar-11	Uganda	1
PD-ACR-826	Special Evaluation	Jul-11	Serbia	1
PD-ACM-171	Activity/Project/Program Overview	n.d.	Vietnam	1
PD-ACP-124	Activity/Project/Program Overview	n.d.	General	7
PN-ADE-629	Handbook/Manual	n.d.	Haiti	6
PN-ADE-640	Handbook/Manual	n.d.	Haiti	6

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