FORUM medien und entwicklung

Measuring Change

Planning, Monitoring and Evaluation in Media and Development Cooperation

3rd Symposium *Forum Media and Development:*

Measuring Change

Planning – Monitoring – Evaluation in Media Development

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EXECUTIVE SUMMARY

The symposium *Measuring Change. Planning, Monitoring, Evaluation in Media Development* focused on the utilisation aspect of evaluation[1]: The adding of "Planning" to "Monitoring and Evaluation" in the subtitle indicates that emphasis was laid on learning from monitoring and evaluation experiences, to facilitate the improvement of existing projects and programmes at all levels, from planning to implementation and follow-up.

Setting the framework

Setting the framework, Andrew Puddephatt (Global Partners) and Alan Davis (Institute for War and Peace Reporting) introduce various levels and aspects that have to be taken into consideration in monitoring and evaluation in the field of media and media assistance.

Indicators of Media Development

Tool box approach

From desired media devleopment outcome to specific means of verifying how far it is achieved

Andrew Puddephatt shares the main points of his background paper *Defining Indicators of Media Development*, prepared for the UNESCO's IPDC programme. Following the toolkit approach, his paper is structured around five principal media outcomes: (1) the system of regulation and control, (2) plurality and transparency in ownership, (3) media as a platform for democratic discourse, (4) the professional capacity building and supporting institutions, and (5) infrastructural capacity. The structure "can be conceptualised as a process of 'drilling down' from the desired media development outcome to the specific means of verifying how far this outcome is achieved in practice."

In the meantime his proposals have been reflected by the recently published *Paper by the International Programme for the Development of Communication (IPDF): Media Development Indicators: A Framework for Assessing Media Development.*

Media and Governance Index / M&E-Handbook: Twin pillars of M&E in media development

Measuring impact not upon media itself, but upon society outside

From the angle of "a journalist turned implementer" Alan Davis states that "we are still pretty unclear as what makes a good individual project. So too we are unsure of how to make our collective work best supportive of governance generally". Alan Davis proposes what he identifies as *twin pillars of M&E in media development*: an *M&E Handbook* meant to guide individual projects and a *Media and Governance Index*, showing the degree to which media actually report on and possibly influence each of the six components of governance as defined by the World Bank. For him, the decisive step to measuring not "simply the impact media development has upon media itself but upon society outside". His suggestions led to commonly shared proposals for the follow-up initiative mediaME, described in the next chapter of this publication.

Concepts and Tools:

Most Significant Change: A tool to document community radio impact

As the first example for *Concepts and Tools*, Birgitte Jallov, Senior Communication Specialist from Denmark, presents *Most Significant Change: A tool to document community radio impact*. Community radio could be considered as a "hinge" where the concepts of media development and development communication intertwine, as community radio is not only seen as a medium for information but also as a "tool to facilitate participatory development and spurring local action".

Builds on oral traditions
Easy to use for communities themselves
Useful where no baseline studies exist

Exemplified in the evaluation of three African broadcasters, she demonstrates how this dialogical, story-based impact assessment tool, builds on the strong oral traditions usually prevailing in illiterate communities, a tool, easy to use for community groups themselves. *Most Significant Change* is also useful in settings where no baseline studies exist to reflect changes with earlier findings – before and after the establishment of the community station.

Using the Outcome Mapping framework: How to build a reporters' network

Another practical, participatory tool is presented by Nadia El-Awady (Arab Science Journalists Associations) and Jan Lublinski (World Federation of Science Journalists) who were *using the Outcome Mapping framework to build up a reporters' network*. As already implied in the name, Outcome Mapping limits its range to "outcomes" only; but it does also establish a vision of the improvements to which the programme hopes to contribute.

Framework for quality management

The two journalists present the work of the Science Journalists' Cooperative (SjCOOP), aiming to enhance the professional development of journalists in the developing world who cover health, environment, technology and science issues. Outcome mapping was established as a framework for quality management that allowed the group to overcome occurring difficulties, concentrating on the question: "How can we help our partners?" rather than "does our intervention work".

Monitoring a Moving target: Peace building soap opera in Nepal

Multiplying obstacles in countries in conflict or transition

Web of young grass roots monitors as agents of change

Challenges of a different kind are described by Serena Rix Triphatee (Search for Common Ground Nepal). Her presentation of the research surrounding a *Peace Building Soap Opera in Nepal* discusses the "multiplying obstacles" in *monitoring a moving target* that is a country in conflict or a period of rapid transition. Serena Rix Triphatee also demonstrates how the behavioural change of some listeners is as well influenced by the changing context in the country. The presentation gives an insight into how Search for Common Ground tries to be continuously up-to-date on the question, how the changing country is affecting the lives of youths in the villages. With 20 young community focal points – an audience feedback team, and a story gathering team – a "web of young grassroots monitors" has been established that "has been complex and difficult to manage", but yet these field teams became the "agents of change".

The art of conversational interview: Monitoring in the statistical Wild West

Contextual barriers for M&E in Mongolia

When Ondine Ullman (Pact Mongolia) evokes the image of a "moving target" she rather has the interviewees in mind since a significant portion of the Mongolian population is still living a nomadic existence; only one of the "contextual barriers" to Pact Mongolia's monitoring and evaluation process in the *statistical Wild West*. Ondine Ullman shares the experiences of the establishment of a network of information gatherers across the country that allows Pact to undertake nationwide surveys. She also shows why Pact Mongolia prefers to gather data in one-on-one situations, utilising interviewer notations of a conversation style inter-

view, how the Pact team tracks the respondents, and how the interviewers engage with them in their everyday activities, at a watering well with camels or while catching goats for cashmere combing.

BBC World Service Trust: Embedding research into projects

International Research and Learning Group's 4 level approach
Case Study: Elections Training for Journalists in Yemen

In the international Research & Learning Group (R&L), Esther Saville and Anna Godfrey, Research Managers of the BBC World Service Trust, can refer to resources many other organisations could only dream of. With a staff of over 35, R&L is an international group of research professionals from Africa, Asia, the Middle East and the UK, who have been recruited and trained by the Trust to specialise in media and audience research. Esther Saville and Anna Godfrey give an overview of the Trust's approach to monitoring and evaluation at the four levels of intervention – system, organisation, practitioner and public. How the *research is embedded into projects* is demonstrated by a case study on Elections Training for Journalists in Yemen, and they share their findings on when training turned out to be the most effective.

Planning and evaluation of journalism training: A baseline study on radio news in Zambia

Measuring Change at the outcome level based on functions of media in democratic discourse

Planning and evaluation of journalism training is also the topic of Christoph Spurk (Zurich University of Applied Sciences Winterthur). His presentation of a *baseline study on radio news in Zambia* demonstrates how content analysis is used as a tool for discovering training needs, providing at the same time the baseline data against which the changes realised by the training programme can be measured. Based on the functions media should fulfil in democratic discourse, he outlines corresponding quality criteria for journalistic reporting, to best support the functions of information, orientation, being a forum for public discourse and scrutiny (watchdog). Following a normative approach of democracy theory, Christoph Spurk opts for measuring change at the outcome level as being not only more economical and realistic but also more "trustworthy" than many impact studies.

Changing the Perspective

Who evaluates the donors' performance?

A balancing provocation

Finally, Luckson Chipare, an experienced consultant and former director of the Media Institute of Southern Africa (MISA), was asked to change the perspective and reflect on the question: *Who evaluates the donors' performance?* Of course the organisers intended this to be "a kind of balancing provocation", bearing in mind that most evaluations are donor driven. Being external evaluations they tend to "expose the weaknesses of the receiving partners in the planning and implementation of their projects, but rarely ever mention the shortcomings in the policies, procedures and performance of the donors". Luckson Chipare gives a couple of examples of how the Paris Declaration on Aid Effectiveness could be implemented to emphasise ownership, harmonisation, alignment, results and mutual accountability between beneficiaries, external evaluators and donors.

Workshop reports

M&E should be integrated from planning to follow-up

Freedom to fail should prevail organisational cultures

The participants of the symposium shared the concern that M&E should be an integral part of projects from planning to follow-up. To encourage transparency and the sharing of lessons learned, the "freedom to fail" should prevail over the organisational cultures of donors, implementers and beneficiaries (see report on *Workshop 2: Impact of journalism training*, p. 81).

Presentations and discussions also made obvious that the complexity of the context of media assistance requires a diverse toolkit of means and methods for monitoring and evaluation (see report on *Workshop 1: Summarising lessons learned*, p. 80). At the same time there

Diverse toolkit of means and methods required

Need for consensual frameworks

was a commonly felt need for consensual frameworks that many organisations can use, as expressed in Alan Davis's idea of a practitioners' handbook that was further elaborated in Workshop 3. There is no separate report enclosed in the publication on Workshop 3 because the results consisted entirely of ideas with respect to the establishment of a Wiki that finally led to the new initiative mediaME as described on the following pages.

A. Sofie Jannusch

[1] For definitions categorising evaluations by answering the question what they are used for see: Michael Quinn Patton: Utilization-Focused Evaluation. The New Century Text. 3rd ed. 1997

Follow-up

Follow-up

mediaME –

media development monitoring and evaluation

Sharing tools and approaches for M&E in media development

As a direct follow-up to the symposium a new initiative was launched: mediaME – media development monitoring and evaluation. mediaME is a participatory platform for sharing tools and approaches for M&E. It incorporates proposals from two workshops.

Workshop 1: *Summarising lessons learned* (see report on page 80) suggested to:

Create a Media Monitoring & Evaluation expert working group that will carry forward conference discussions.

In response, the mediaME-expert group was established, a think-tank and advisory body of specialists, using D-groups as a collaborative working space, made available through DfiD. A second D-group, named simply mediaME, is an open space to keep participants of the symposium and all interested persons informed about the ongoing process.

Workshop 3: Development of ideas for the practitioners' handbook came along with the concrete proposal to:

Create a Wiki as a resource and a start to proceed with the idea of producing a practitioners' handbook.

The mediaME-wiki is currently "under construction" and will be available soon under www.mediaME-wiki.net.

mediaME aims to:

- provide a resource for knowledge and capacity building in media development and to ensure a wide dissemination of useful tools and learning materials for media practitioners and media development specialists,

- encourage communication and collaboration among those engaged in media development, particularly in improving monitoring and evaluation at every stage of media assistance,

- facilitate the creation of "toolkits" for assessing media, media development, and media development assistance.

The Wiki-website will be accessible for everybody. Users have to register to take part in discussion forums, to change or contribute contents. New or changed contents will only be displayed after administrators have given permission in order to ensure quality control and coherence to the basic orientation of the resource.

As mentioned before, the framework/skeleton for the mediaME-Wiki is still "under construction". In the planning process, the basic orientation, mandated by the participants of the symposium, is taken into consideration to "keep it simple, practice oriented and concrete".

To facilitate the navigation, the **mediaME**-Wiki will be structured around three main sections:

1. Intervention levels (media workers, media organisations/ outlets, media institutions, media environments and publics)

2. Thematic areas (i.e. conflict, democratisation, education, election coverage and monitoring, governance, etc)

3. assessME (theory of M&E; donor relations, impact of evaluations, funding policies and approaches, media research etc.)

As requested during the symposium, CAMECO has taken over the management of the start-up phase. A. Sofie Jannusch is responsible for the overall coordination. Together with Albana Shala from Press Now, Thomas R. Lansner, Columbia University, and Christoph Spurk, Zurich University of Applied Sciences, she administrates the two components of the platform: the establishment of a mediaME-Wiki and the mediaME-Expert group.

This description of the new initiative is not just for your information; it is a sincere invitation to join in to the process.

For further information or to take part in the D-groups, contact: sofie.jannusch@cameco.org

Executive Summary of an IPDC paper:

Indicators of Media Development

By Andrew Puddephatt

Within the United Nations system, UNESCO's mandate is to promote media development. The UNESCO Constitution commits the organisation "to promote the free flow of ideas by word and image". The objective of the *International Programme for the Development of Communication* (IPDC) within UNESCO is "to contribute to sustainable development, democracy and good governance by fostering universal access to and distribution of information and knowledge through strengthening the capacities of developing countries and countries in transition in the field of electronic media and print press".

This background paper has been prepared in order to launch a broad consultation to define indicators of media development in line with the priority areas of the IPDC:

- promotion of freedom of expression and media pluralism
- development of community media
- human resource development (capacity building of media professionals and institutional capacity building)

The paper provides a detailed mapping of the main existing initiatives to develop indicators of media development and their respective methodologies (Section 2.2 and 2.3). It also analyses the existing initiatives in terms of their value and relevance to the priorities of the IPDC (Section 2.4). It should be noted that the mapping exercise includes only those initiatives which are concerned with *measurable indicators,* whether qualitative or quantitative.

Based on this mapping exercise and in line with the IPDC priorities, the paper proposes the retention and further development of five principal media development outcomes (Section 3). The outcomes are broken down into separate categories, each with indicative key questions and sample indicators. The paper further offers guidance on relevant data sources for each category.

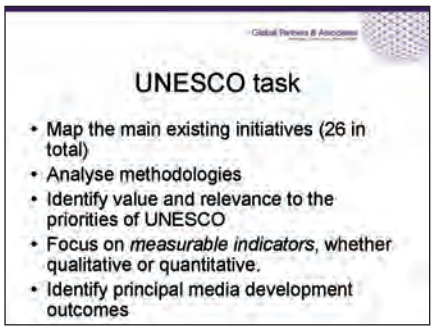
Methodology

The existing initiatives to measure media development employ a diverse range of methodologies. This paper, like some of the existing initiatives detailed in Section 2, does not prescribe a fixed methodological approach, preferring a 'toolkit' approach in which indicators and methods are tailored to the particularities of the national context.

Andrew Puddephatt is Director of *Global Partners and Associates,* an organisation that promotes good governance, democracy and human rights and is a visiting fellow at the *Centre for the Study of Human Rights* at the *London School of Economics.* He chairs the Audit Committee for the Parliamentary Ombudsman in the UK and also chairs an independent transparency panel for Britain's nuclear waste company *Nirex*.
From January 1999 to October 2000 he was the Executive Director of ARTICLE 19, an international human rights organisation that promotes freedom of expression globally.
He has been an expert member of both the *Council of Europe* of the Commonwealth Expert working groups on freedom of information and freedom of expression. He is the Vice-Chair of *International Media Support*, a Danish based NGO that provides emergency support to journalists in conflict areas.
Between October 1995 and January 1999 he was the Director of *Charter 88* which was the UK's leading constitutional reform organisation.

Toolkit approach to defining indicators:

- offers an inclusive list of indicators and methods from which selections can be made according to the requirements of a particular programme or intervention
- offers guidance as to how the selection can be made
- recognises that indicators and methodologies must be customised, using local expertise, to fit the particularities of the national context
- recognises that indicators must be tailored to the correct level of engagement within each national context (e.g. the national media system, the individual media organisation, the professional group)



This paper further proposes some generic considerations in selecting media development indicators, including:

• using quantitative measurements whenever possible
• choosing indicators where measurement data is sufficiently reliable in quality to permit confident decision-making
• disaggregating indicators by gender or other population characteristics whenever possible ensuring that indicators are separated out to address one key issue at a time, so that they can be properly assessed
• considering the practical implications of cost and time for collecting measurement data

The paper suggests key considerations for making media development indicators gender-sensitive and pro-poor, especially in areas where communication systems may be inoperative and illiteracy levels high (Section 1.4).

Context

Central to this paper is the notion that freedom of expression – a core aspiration of the Universal Declaration of Human Rights – underpins all other democratic freedoms (Section 1.1 offers a brief recap of the dominant debates).

The media plays diverse and overlapping roles in any society: it is, among other things, an arena for debate, a disseminator of information, a vehicle for cultural expression, a public watchdog, and a constituent in the democratic process. Media outlets may also, especially in a non-pluralistic media ecology, serve to reinforce the power of vested interests, exacerbate social inequalities or even promote conflict.

The key question for those concerned with promoting good governance and human development, then, is how to nurture a media framework and practice which contributes to these overarching goals. This is a particularly acute concern in new or restored democracies, where media systems have been warped or shattered by oppression, corruption or the effects of war and under-development.

Even in more established democracies, the role of the media is a live issue because of the increasingly converged world of modern communications. The combination of cheap electronic devices linked to digital communications networks opens new opportunities for citizens to exercise their right to freedom of expression. However, the advance of this communications revolution is uneven within and between countries, and new communications platforms can be used to oppress as well as to liberate.

This paper (following Norris and Zinnbauer 2002) argues that any attempt to measure media development must embrace issues of both independence and access. It is not just the absence of restrictions on the media that matters, but the extent to which all sectors of society, especially those which are most marginalised, can access the media and make their voices heard.

The corollary of this analysis is the need for state intervention to promote a media en-

vironment characterised by pluralism and diversity. This requires provisions for public broadcasting, commercial broadcast and print media and community-based broadcast and print media.

Also vital is investment in human resources, specifically in building the professional capacity of media workers, both journalists and media managers, through academic and vocational training, 'on-the-job' development and the development of professional associations.

Infrastructural capacity is also crucial: promoting a diverse media environment requires investment in the means of communication, including the reception of broadcasts, the provision of electricity supplies and access to telephones and the Internet.

Finally, any analysis of the media's contribution to human development must also be situated in the context of the dizzying growth in some regions of new technologies (Internet, SMS, mobile telephony). Assessment tools must consider incorporating these new communications platforms, and embrace the dynamism of the media sector itself.

Analysis of existing initiatives

Taken as a whole, the existing indices which measure media development offer an excellent starting point to define indicators in line with IPDC priorities. However, the very diversity of existing initiatives inevitably gives rise to contradictions both in methodological approach and in consequent research findings.

If the IPDC wishes to adopt any part of the existing indices, it will first have to make explicit its stance on a range of underlying values and assumptions which are implicitly woven into the current array of media development assessment tools. Primarily these are:

Different value systems

Even established democracies do not interpret press freedom in the same way. For example, the Media Sustainability Index describes non-state owned media as "independent" rather than "commercial" or "privately-owned". The choice of terminology reflects the fact that in the US, the market is seen as the prime guarantor of media independence, while Western European countries attach greater importance to state-regulated public service broadcasting models.

These differences should not be over-stated: there is substantial consensus around, for example, the freedom of expression guarantees enshrined in the main international legal instruments. However, the need remains for the embedded values which inform the various media assessment tools need to be interrogated and made explicit.

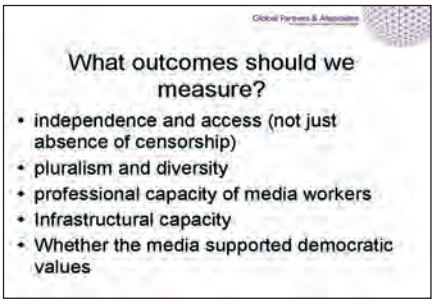
Perceived Western bias

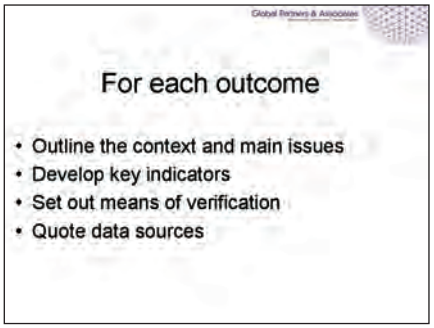
The dominant indices of media development have been developed by U.S.-based organisations. In addition, global indicators of media development drawn up in the West may lack the degree of customisation required to reflect the local media ecology in which they are applied. The perception of Western bias has spurred the development of alternative indices within the developing world, such as the African Media Barometer, based on the principle of self-assessment by African nationals.

Imprecise indicators and inconsistent results

Any attempt to measure media development requires clear and unambiguous indicators. Clarity is lost if the indicators:

• blur the distinction between different units of analysis





• fail to separate out different levels of engagement within a country
• bundle together several elements in one category

Indices which rank countries annually make it possible to track macro-level changes over time. However, the comparative results they produce are sometimes inconsistent. For example, five Middle Eastern and North African countries categorised as "near sustainability" by the Media Sustainability Index (MSI) are classified as "not free" by Freedom House; the Palestinian Territories are, according to MSI, "near sustainability" yet come second to bottom of the Freedom House scale, just above Libya.

Lack of data and subjectivity

All attempts to measure media development are faced with the problem of lack of data sources. For many indicators in many countries, data either doesn't exist, is inaccessible, is out of date, is inconsistent, or a combination of all of these.

One response has been to devise methodologies which assemble panels of media professionals to score countries on the basis of qualitative assessment. However, this methodology carries the evident risk that even the most experienced of panels will produce results coloured by their personal experience.

Absence of new communications platforms

Many existing media development assessment tools do not include indicators relating to new communications platforms such as the Internet, SMS and mobile telephony. This may in some contexts be a deliberate choice. However, the mobile phone is emerging as a key platform in a world of digital convergence, either through the phones themselves or related wireless technologies.

This paper suggests that Initiatives to measure media development should consider including indicators specifically relating to the accessibility and usage of new communications platforms, especially in regions where these technologies are becoming a driving force in social and economic development.

Indicators also need to be developed which measure how far media professionals have the freedom and the capacity to use multi-platform technologies to deliver information or to engage with their audiences.

Measuring the correlation between media and development

Davis (2006:92) observes that "we are presently unable to measure and determine objectively media's influence within societies and specifically its relationship to governance and overall development, country to country". Davis proposes the development of a Media-Governance Index which directly relates to the six dimensions of governance as defined by the World Bank (see Table 1).

This concept is under development by the Institute of War and Peace Reporting (IWPR) and Davis notes that it is designed as a sectoral initiative which could complement and even be built onto existing indices such as the Media Sustainability Index (ibid:92).

It is to be hoped that such initiatives produce collaboration across the media development sector towards the collective goals of good governance and democratic development.

Proposed categories of indicators

Section 3 sets out the categories of indicators which are recommended for further development by the IPDC. The selection of categories aims to capture and build upon the consensus across the existing initiatives about how

the media can best contribute to, and benefit from, good governance and democratic development.

It should be emphasised again that the existing assessment tools for measuring media development offer a great deal of valuable thinking on which to build. For example, the ISAS standards for broadcasters and the press provide specific media organisations with a robust methodology to improve their contribution to social development and to make their progress measurable and transparent.

Other initiatives suggest indicators relating to national level systems of media regulation, licensing, taxation, and so on.

Following the toolkit approach, this paper does not offer a prescriptive list of indicators but rather an organising framework which is adaptable to the needs of particular media development initiatives at various levels of engagement.

It is structured around five principal ***media development outcomes*** which are subdivided into a number of ***categories***. For each category, ***key questions*** are proposed to arrive at potential indicators. ***Sample indicators*** are provided in tabular form: these indicate of the type of measurable data that might be sought. ***Guidance on data sources*** is also listed alongside the sample indicators; this guidance is not exhaustive but offers pointers towards available data.

The structure can be conceptualised as a process of "drilling down" from the desired media development outcome to the specific means of verifying how far this outcome is verifying how far this outcome is achieved in The five principal media development outcomes are:

Outcome 1: the system of regulation and control: existence of a legal, policy and regulatory framework which protects and promotes freedom of expression and information, based on international best practice standards and developed in participation with civil society.

Outcome 2: plurality and transparency of ownership: the state actively promotes the development of the media sector in a manner which prevents undue concentration and ensures plurality and transparency of ownership and content across state, private and community media.

Outcome 3: media as a platform for democratic discourse: the media, within a prevailing climate of self-regulation and respect for the journalistic profession, reflects and represents the diversity of views and interests in society, including those of marginalised groups.

Outcome 4: professional capacity building and supporting institutions: media workers have access to professional training and development, both vocational and academic, at all stages of their career, and the media sector as a whole is both monitored and supported by professional associations and civil society organisations.

Outcome 5: infrastructural capacity: the media sector is characterised by high or rising levels of public access, including among marginalised groups, and by efficient use of technology to gather and distribute news and information, appropriate to the local context.

Defining Indicators of Media Develoment: Background Paper. Prepared by Andrew Puddephatt on behalf of UNESCO is available at: http://portal.unesco.org/ci/en/ev.php-URL_ID=24288&URL_DO=DO_TOPIC&URL_SECTION=201.html

Media Development Indicators: A Framework for Assessing Media Development: Paper by the International Programme for the Development of Communication (IPDC), at: http://portal.unesco.org/ci/en/ev.php-URL_ID_26032GURL_DO=DO_Topic&URL_Section=201.htm

Media and Governance Index / M&E-Handbook

Twin pillars of M&E in media development

By Alan Davis

Alan Davis is currently Director of Special Projects at the Institute for War & Peace Reporting in London where he is also leading work on two projects he designed and launched in Iran and the Philippines. He joined IWPR in 1994 after working as a journalist in the UK, in Asia, the former Yugoslavia and Egypt: As well as designing and implementing programmes across IWPR, he has also worked as a part-time media adviser for DFID from where his interest in the relationship between media and governance originates.

I would like to prefigure that I am not here as an expert or a social scientist. I'm a simple journalist turned implementer. Pretty much all of my time is spent developing, fundraising, managing and then reporting on projects. The rest of my time, I am pretty much engaged in editing and/or commissioning.

I should however add that I was lucky enough to spend a few years working on a part-time basis (on loan from IWPR) as a media advisor to DFID.

As a media advisor then, I was able to look at media development from the perspective of the donor. Usually I worked alongside people who didn't get the idea and thought the limited funds should be better spent elsewhere.

And it is sadly a fact that while many believe a professional media brings innate benefits to society in terms for its support for democracy and the rule of law, we do not presently have any systematic means of evaluating the work we do.

More than a generation on from the birth of the media development sector we are still pretty unclear as what makes a good individual project. So too are we unsure of how to make our collective work best supportive of governance generally.

I thus want to very simply flag my own skeletal framework for what to monitor and why. I then want to suggest the parameters for two possible and practical next steps.

I suggest three basic areas of M&E interest which individually and collectively might help us measure, inform and prove the value of media development – whether it be training, the provision of equipment, media law, information, new alliances or anything else. Simply put, these are:

1) the benefit transferred
2) the benefit applied
3) the benefit beyond.'

These first two are characterised as *macro*-interventions since they can be measured at the individual project level. The benefit *beyond* is deemed a *macro* intervention where M&E interventions focus upon ways of establishing the value of media development *beyond* – that is the impact media development has not simply upon media itself, but upon society outside:

In thinking about this and in talking with others, particularly my friend and colleague Alison Campbell of Internews, I came up with the idea of trying to establish and promote the idea of two initial twin pillars of M&E in media development.

These are:

1) the idea of a media and governance index that would be helpful at the macro level and

2) a monitoring and evaluation handbook that would be used for helping to guide micro interventions – i.e. individual projects.

Other 'key pillars' might perhaps include training curriculum development and too some kind of international training the trainers' school.

The idea behind the handbook is quite simple and follows on a little from what the humanitarian community did in regard to the Sphere project when they got together after Rwanda to establish and codify some common approaches and tools.

Given the development of tools, standards and measurement systems is intended to benefit and be adopted by the global sector, it is essential they be developed through a process of collaboration, shared learning and debate.

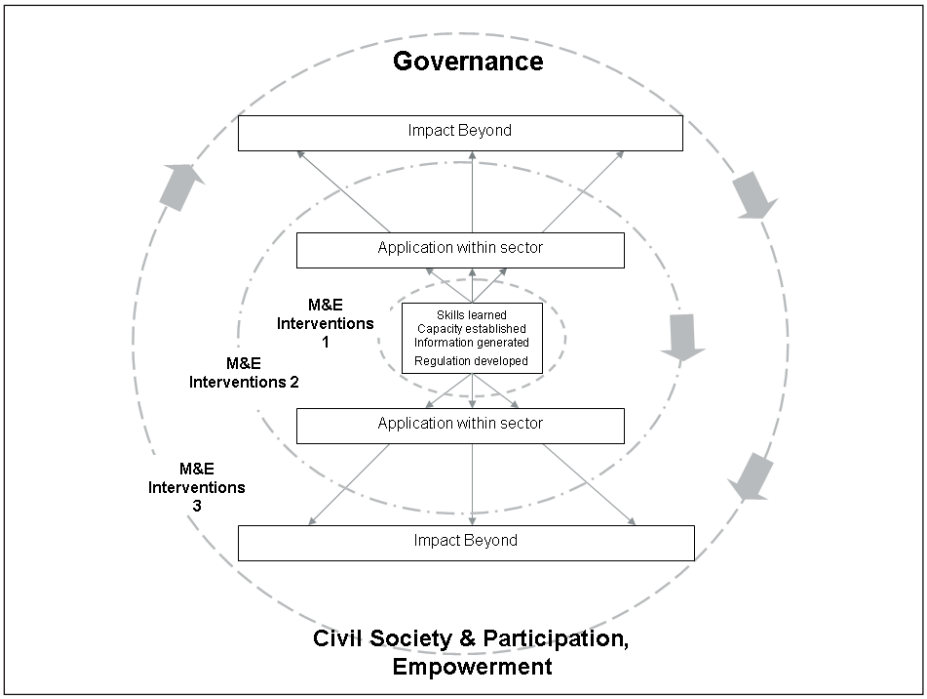
Most importantly, the book itself will be a learning process and will hopefully improve over time.

Such a book would primarily be aimed at those involved in planning and managing individual projects whether training and capacity-based, information-led or legally or technically-driven. It would be designed to help people think more at the planning stage of their projects about what they wish to achieve and why?

It would hopefully get them to check whether they have done enough research into the problem they seek to address and help test assumptions.

It would hopefully provide them with outline ideas, tools, resources, and – wherever possible – generic examples to use and modify in an effort to better evaluate the benefits of their projects.

Of course it would acknowledge the benefits of both quantitative and qualitative approaches and emphasising the value of participatory monitoring – using stakeholder assessments and audience research wherever



relevant. Training sessions could perhaps be built around the book to help with the roll-out learning process.

The book aims to meet the needs of those wishing to measure the *benefit transferred* and/or the *benefit applied*.

It will incorporate ways and means of monitoring impact delivered through new media and communication technologies, not

How
to move forward in practical terms?

Twin Pillars

Media impact on governance index (macro)

Practical & collaborative handbook (micro)

just the traditional print and the broadcast media.

Equally, it would have to be aimed at those with very limited resources and with the knowledge that monitoring and evaluation costs are typically those that are cut first by donors seeking savings.

Most importantly, the book is aimed precisely at general practitioners – those people who ordinarily would never pick up a book on monitoring and evaluation whose projects yet suffer because of it. The book aims to be a well-thumbed guidebook and tool, not a dry piece of academic research. Finally of course ownership of the whole book process would have to be totally open and shared.

The second idea looks at how to better evaluate and guide our work as a collective group and in ways which help us and others – including donors – understand and ultimately influence the impact of media development on governance. It is very important to stress that a good number of governance indices already exist as documented by the likes of the UNDP and the European Commission which jointly produced a comprehensive study.

Similarly, several media-related indices exist and report annually upon issues such as freedom of expression and media sustainability on a country by country basis.

The highly-regarded reports by Freedom House and Reporters Sans Frontiers are prime examples of the former with the IREX sustainability index, the best-known example of the latter. Each of these however seeks to measure what media *is* – rather than what it actually *does*.

The assumption here is that media freedom/sustainability is the end in itself because of a belief in the innate value of a free flow of information. While this view may be very widely held, it does not advance actionable learning nor tell us how that information is or could be used in pursuit of stability, security and democratic development.

I suggest these are the kinds of questions we have to be able to answer if we hope to prove and then *improve* the ultimate benefit of media development.

In contrast to the assumptions behind media freedom and sustainability, the assumption behind a proposed media and governance index is then simply that we need some form of systematic and reliable tool that enables us to measure and understand where, when, how, why – even *if* – this flow of information effects governance. The better we are able to understand and measure media's ability to impact governance, the better able we are to design supportive projects in the future.

What are possible parameters?

Possible Scope of an Index – What Countries?: Whereas Freedom House takes a global view of press freedom and ranks all recognised countries, our interest is more developmental than political and consequently more limited in scope.

There is no real justification for including any of the OECD countries, whereas a case could easily be made for restricting it to those states the World Bank works in. This remains a large number of countries and our focus could be reduced down further according to some development criteria. At the same time, an index could easily be launched as a pilot project looking at a limited number of countries before being rolled out.

Possible Scope of Index – What Media?: While IREX limits its index to the independent sector because of the interests of the donor

and the fact that state-owned media will obviously be sustainable for as long as the government continues to fund them, our interest lies in the overall impact of the media. However, this is not to say there would be no benefit in building the index in such a way that allows us to un-bundle some data according to the kind of media it relates to. This applies equally to ownership and the issue of print, TV, radio and web-based media.

What indicators? This is the crucial part of methodology development and demonstrates the need to engage with social scientists and academics through a formal working group of area experts. Having defined the scope of our interest as far as media and countries are concerned, we need to define what we mean by governance:

Most institutions mean it to be the system of traditions, values and institutions by which authority is exercised for the common good. The World Bank breaks governance down into six component parts:[1]

1) Voice and accountability
2) Political stability
3) Government effectiveness
4) Regulatory quality
5) Rule of law and
6) Control of corruption.

By its very nature, the media has a professional interest in each of these and the more professional they are, the more they seek to act as public guardians and watchdogs for the public good. The degree to which media actually reports on and possibly influences each of these six components are the variables around which we need to develop our indicators. Where media's impact is found to be absent or negligible, we may well find a root problem that needs addressing. Obviously media relate very strongly to the issue of voice for example, and a recent World Bank report on Bolivia found the absence of „voice" to be a key factor in that country's „tepid socio-economic performance."[2] All coding or weighting issues aside for the moment, these six indicators provide us with a logical base around which to focus our examination of the interchange between media and governance.

Looking within these six component parts, the project steering group may have to determine the key stake-holding groups as well as the institutions which are the primary interlocutors with the media. For example, in '5)' this is easy enough – the judiciary, lawmakers, law enforcement agencies and so on. Each of these subsets within each of the six component parts will probably have to be coded and weighted according to a ranking of importance and this ranking would itself probably only come about through careful study.

As with the development of the handbook, the development of any methodology would have to involve the use of a steering/advisory panel consisting of social scientists, researchers and statisticians as well as media development experts and media representatives. In agreeing and working to a clear terms of reference, it would have to begin by looking both at what similar reliable measurement systems are currently in place – as well as determining what are the main levers and areas of influence people most associate with the media.

Risks

The success of any future handbook and media and governance index methodology will obviously be very heavily dependent upon our ability to incorporate full consultation, participation and learning. Any project to build these twin pillars will consequently incorporate know-how and build upon outside

But why another Index?

- Freedom House, IREX, RSF produce excellent indices –but they all focus upon **what media is** – rather than **what media does**
- **They report where and if media is free, media is sustainable – they don't help us understand where, when, how, why –even *if* information flows effect governance**

successes and expertise wherever relevant: As well as having to take full account of the interests and opinions of stakeholders, project leaders would have to consult fully with the donor community. Most importantly, the project will have to pay due regard to the opinions of those who may fear such a strategy will lead to a wholly prescriptive approach that threatens all innovation and creativity within the sector.

Ultimately however, by far the greatest risk is ignoring the clear and pressing fact that we need to move forward on these or similar projects as a matter of urgency if we wish to develop and improve ourselves.

[1] Daniel Kaufmann et al, Sustained Macroeconomic Reforms,Tepid Growth: A Governance Puzzle in Bolivia? (February, 2002). World Bank Research Working Paper: http://ssrn.com/abstract=316863

[2] ibid

The better we are able to understand and measure media's ability to impact governance, the better able we are to design supportive projects in the future.

Most Significant Change:

A tool to document community radio impact

By Birgitte Jallov

Community radio is increasingly being seen as a tool to facilitate not just appropriate and much needed information to local – often rural – communities, but as a tool to facilitate participatory development and spurring local development action. Community radio is thus referred to as a central means to arrive at the Millennium Development Goals, and it is being promoted as a way of ensuring a local population's right to access information and as a channel to realise ordinary and marginalized people's need to express themselves, thus having a chance to influence the development agenda and ultimately impact on decisions important to their own lives.

From a lifetime's experience working with community radio in many parts of the world, I know that all of these positive expectations are, indeed, possible to realise in even very challenging realities. But having said this – in the same breath – it is important to remind ourselves that no „quick fixes" are possible: starting a community radio anywhere in the world, and not least in a poor rural area, requires adequate planning and organisation, facilitating the community to take the lead in this and ensuring that the time needed is available. A couple of years of planning is ideal – and definitely no less than one whole year – organising the community around the identification of future dreams and development orientation wanted by the many „communities within the community", and discussion as well as definition of the role of the radio in moving towards these community development visions. Once this is in place, the equipment can be installed and the 'community radio on air' can be ready to unfold, including the realisation of sustainability plans in all of the central areas, including social, institutional and financial sustainability[1]:

Social sustainability depends centrally upon effective community ownership, meaning

Birgitte Jallov has worked for twenty five years with media development, communication for empowerment and especially community radio in Africa, Asia, Europe and the Middle East. She was a member of the women's section of the steering committee for the founding conference of AMARC in Montreal in 1983 in preparation of which she worked out the first Directory of Women's Community Radio in Europe: *Women on Air* (RUC, 1982), and of the executive committee of AMARC-Europe's Women's International Network for whom she produced *Women's Voices Crossing Frontiers* (AMARC, 1996), a directory of women's community radio in Europe. She co-initiated one of Copenhagen's first community radio stations in the early 80's and was a producer in two of the first local TV stations in Denmark. She furthermore taught at Roskilde University and Malmö University's Communication for Development course, directed the Baltic Media Center's Information Department and was from 1998 to 2004 Chief Technical Adviser, responsible for the leadership and management of the UNESCO/UNDP Media Development Project in Mozambique. Through recent years she has been increasingly involved in impact assessment, evaluations, design and strategy advice concerning planning, implementation and evaluation of community radio for development in Africa and Asia.

that the community with all of its segments – „the communities within the community" - is represented in the work with the radio, the processes, ideas and resulting plans; development of local content in local languages and anchored in local cultural traditions of how to tell a story and news to each other – and relevance.

Institutional sustainability including adequate legislation and policies, overall strategic and action plans with overall as well as internal policies, internal democracy, training and participation, appropriate democratic structures, management and supervisory bodies, appropriate technologies, belonging to relevant networks.

Financial sustainability including a variety of aspects, from building up realistic budgets to identifying local, national and international financial opportunities and the desired funding mix, etc.

One of the central issues for the sustainability of a community radio – and the value of it in general – is to ensure that it has the impact desired. Impact assessment is important in relation to all of the sustainability areas of a community radio: It is important to know that all of the many 'communities within the community' are actually involved with the radio, it is important that the programmes are relevant and respond to the community development needs identified at the onset etc. In terms of organisational sustainability, an impact assessment reflects also the internal climate of the station: is it actually functioning as initially desired? Is the radio a community meeting space, open to the community, having a desirable work environment for women and men, young and old, people with different backgrounds? And finally: is the radio financially viable? Does it have a variety of sources of income, a manageable budget and a sound management structure for all this?

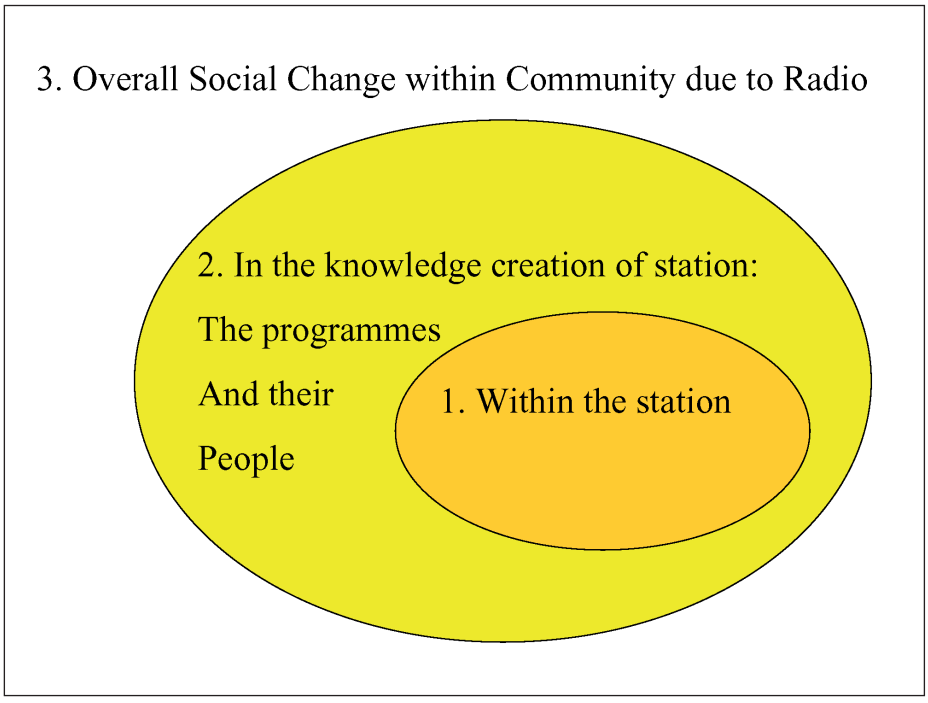
When looking at the radio as an organism, three levels to assess impact are: First of all internally within the station: how is the climate and the organisational impact? Are the producers representative of the community and do they have a sound community involvement?

Secondly, in terms of what the radio produces and sends out to the community, its programmes, its others activities (like children's festivals at the weekend, „radio on the road" programmes in villages etc.), and the role of the community broadcasters in the community. How is this all perceived? Is it on track, well received and meeting the objectives and directions set out in the strategic plans?

Finally – the meaning of it all – is the desired real community change taking place? How? How can one tell that this is caused by the radio?

Seen in this way, impact assessment has many different functions and roles. It is a way

Impact assessment needs to be carried out at these three levels: 1. internally in the radio; 2. of the programme content and impact on production teams; and 3. the impact on community change and development, that can be attributed to the advent of the radio



for the community broadcasters to get a feedback on how successful they are in their work with the implementation of the overall community aspirations for the radio. It is a way for the management committee to see whether the organisation as such, i.e. the radio station, has a good and sound management and organisation. It is a way for the community to voice their sentiments and comments about the radio to the producers. And it is a way for partners, including funding partners, to see the impact of the station. A methodology responding to these issues raised is the 'barefoot impact assessment' developed during the early 2000s in Mozambique[2].

Evaluation and impact assessment of media products, including community radio, has been discussed over many years in the past, and apart from time consuming and expensive processes driven by forces external to the medium – e.g. community radio – itself, little experience exists. But the body of knowledge and experience is slowly but surely growing.

Impact assessment can be seen to be an important part of the more general methodological field of monitoring and evaluation. But when we look at these more general practices we find „on the one hand, areas where a vast amount of experience and literature exists on the subject (e.g. the evaluation of projects aimed at reducing poverty in the developing world), and other where little evaluation at all has been attempted (e.g. community radio)" (Lewis, PM).

New research has considered the use of ethnographic research methods (including in-depth interviews, participant observation, diaries and surveys – Slater & Tacchi 2004) and the community radio impact assessment methodologies often take inspiration from these and other social science research methods, all the time keeping in mind on the one hand the questions to which we needed answers, and on the other hand the need for the methodology and its techniques to be practical and sustainable in real-life settings.

While much discussed my experience is that such methods – to be sustainable – need to be not just participatory, it should be possible for the volunteer community radio producers to carry out this work and its analysis themselves without the (expensive) involvement of external researchers. Furthermore, this calls for techniques the programmers themselves find interesting to apply and work with, as well as producing understandable results, encouraging motivation and providing an incentive to keep up the work.

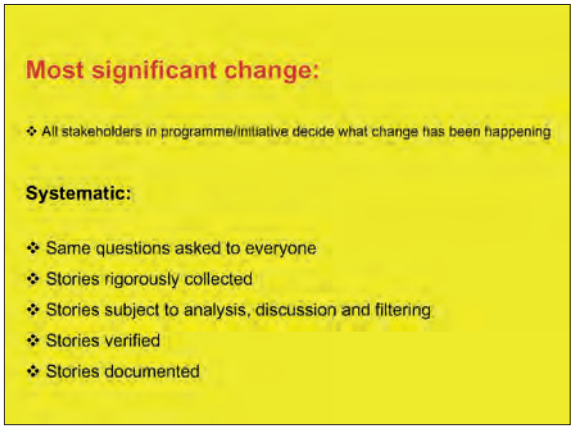
Documenting community radio impact

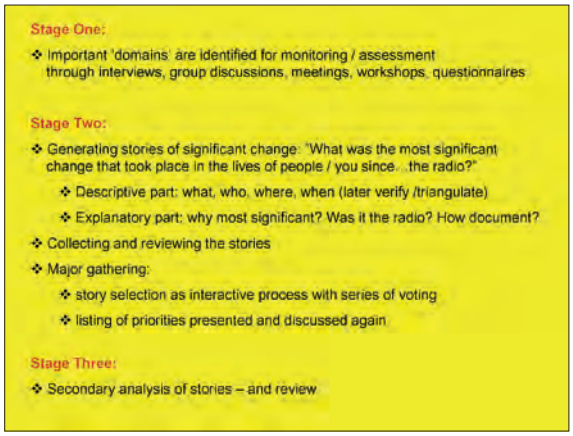
Most of the participatory evaluation and impact assessment methods require the comparison with an existing baseline or with earlier research findings. Often, however, such baselines do not exist.

The Most Significant Change methodology has been developed to meet exactly such situations and settings[3], providing a tool easy to use for community groups, where the most important and overall question will always be: What is the most significant change that has taken place in your life – or in the life of the community – since the advent of the community radio station?

Most Significant Change is a dialogical and story-based impact assessment tool, systematised by Rick Davies and Jessica Dart (2005), which builds upon the strong oral traditions usually prevailing in communities with low levels of literacy – some of the communities where community radio as a development tool has a very special role to play.

The Most Significant Change method has been further elaborated by the Communi-





cation for Social Change Consortium, which has produced the publication „Who measures change? An introduction to Participatory Monitoring and Evaluation of Communication for Social Change" and „Communities measure change. A reference guide to monitoring communication for social change".

To ensure that the findings are valid, it is important that the method is used in a systematic and stringent manner.

Depending upon the objective of the assessment, all of the relevant participants and stakeholders should in principle be involved.

The work then falls into three stages, as mentioned in the map on the left.

When all of the stories have been collected, discussed and organised, the community prioritises which of the changes registered are the most significant.

The effect of the MSC impact assessment process

The final results of using the Most Significant Change method (MSC) is a set of carefully collected, discussed and prioritised stories of change and evidence of how and why this change was caused by – in our case and situation – the local community radio. The selected central changes generated by the three community radios in East Africa will be presented below.

Apart from these results, a number of subsequent results emerge from such an extensive community research process[4]. These include:

✓ Increased skill within community to capture and present impact
✓ Explore and share values and preferences among stakeholders
✓ Better understanding among all stakeholders of role of radio – an important proces
✓ Gain a clearer understanding of what IS and what IS NOT being achieved
✓ Thus good for focusing and reorienting process, including access to debate and speaking up.

While collecting and presenting the most significant change, you need to be alert to:

• Different ways of expression: listen carefully to all
• Method could become one more tool to create consensus around external agendas
• How to handle contradictory stories? Systematisation of both positive and negative
• Process of "winnowing" stories down to smaller number: well planned, agreed upon
• Positive stories in one context could be negative in another . . .
• Need for triangulation / digging
• Feeding the stories back needs to be vital part of process.

When the MSC analysis process is finalised and the results presented as per the above, what happens next? The skill to carry out the process – and the excitement of seeing the results of the community work and change emerging – makes it obvious to continue using the methodology as part of a process of ongoing monitoring, continuing the process of empowering the communities to take part, think, analyse and prioritise the development orientation of the community radio.

But when concluding the MSC assessment, it is also obvious that even with the many stories of change at hand, the results provide no evidence as to the sustainability of the

station and as such whether the station will be able to continue to generate the powerful changes documented. For this reason it is recommended to use the MSC methodology in combination with other assessment methods including a sustainability assessment coupled with information and communication audits.

Let us now move on from this level of general presentation of the MSC methodology to a brief case of the use of it in the regional context of East Africa: three community radios making up a regional network. No less than 111 stories of „Most significant change" emerged from a two months process[5].

Using the MSC – a case from Eastern Africa

The objective and key purpose of the Impact Assessment study in Eastern Africa was very broad, aiming at getting a holistic assessment and documentation, including the request to **identify changes in people's livelihood** (among others health, food security, personal security, infrastructure, water/sanitation, education etc.); **changes in people's participation**, including empowerment, rights and awareness of rights; in the **sustainability of people's institutions and their activities**; and to provide **evidence of how change** in all of these diversified areas **can actually be attributed to** the presence and work of the **community radios within the media centres.**

The impact assessment study focused on three community radios developed and working within the East African Community Media project, EACMP. EACMP is a sub-regional initiative of four partners: the coordinator EcoNews Africa, an NGO based in Nairobi; Uganda Rural Development and Training Program's community radio (KKCR) in Kagadi, Uganda, covered by this report; the Institute for Orkonerei Pastoralist's Advancement – IOPA – in Terrat, Tanzania; and the communities around Nthongoni in Kenya, home of the Mang'elete women's community radio.

As the first part of the impact assessment study, three individual impact assessments had been produced focusing each on one of the three radios, with the objective of feeding the lessons learnt simultaneously back into the community, where each of the studies originated, and to the regional collective of the EACMP.

To meet the objectives of this study, the Most Significant Change methodology[6] was employed to answer the questions relating to the community change and poverty related aspects, gender equality and empowerment aspects; information and communication audits[7] were carried out to assess the degree to which the community has actually had its information and communication needs met by getting a „voice".

These audits, furthermore, informed the assessment of how it is that the radio has con-

cretely managed to create this change, which has also been answered through the information extracted in group meetings with radio producers and in key informant interviews. Finally, the institutional sustainability assessments were carried out based on desk studies of materials provided prior to the field trips, collection of additional relevant documentation on site, and through all of the above-mentioned interviews, as well as interaction and observation.

The assessment fell into two parts: the first thorough field work was carried out by a regional researcher, working with several communities (see below) to establish the

MSC: Identifying the most significant change – the process

During the first field research process the assessment team consisted of a regional researcher with local research and translation assistance, of persons knowledgeable of the local area and language. Criteria for selecting communities and segments of the population, which were to be visited by the assessment team, were progressively identified: first we wanted to hear as many different voices as possible.

A combination of tools and approaches including gender and age disaggregated focus groups, semi-structured dialogue methods rooted in the participatory tradition, were used to derive the information from a cross-section of community groups, local governments, populations benefiting from the programmes – and the producers and managers of the community radios. All information was triangulated in order to gain consistency and richness.

The community discussions generally examined how community media, in particular community radio, and its availability to especially the disadvantaged groups affected people's livelihoods either positively or negatively and what the most significant changes in such circumstances were. The research worked to ensure the involvement by disadvantaged groups, to strive to actually disclose the impact of the radios towards also these most marginalized groups and to monitor the extent to which their information and communication needs were met. These disadvantaged groups were defined as those living on the margins, usually in the rural countryside. They are often over-represented by women and youths, as well as people living in especially difficult circumstances, such as disabled people, people with mental illnesses, ethnic minorities, excluded people, etc.

Once the stories were gathered from a variety of communities, groups and individuals, a larger community group was gathered. This group was constituted in different ways from country to country – in one case it was the community radio producers, who did the systema-

most significant changes since the start of the community media – and especially the community radio. Thereafter these identified change-stories were systematised and the community assisted in the important prioritisation: which is the MOST important. The regional researcher wrote up his findings in a first field study report.

After this first part of the work, the team leader visited the communities again one month later to consolidate and validate the findings, ascertaining that these were, indeed, the community changes caused by the radio. The team leader worked with the producers to identify how and why the impact had been generated by the radio and car-

tisation (also community members). Thereafter – in all cases - the result was triangulated and reconfirmed later. During the work of the large community group, the stories were treated in two steps: first of all a validation of the individual stories took place: Each story was discussed, its general value and importance weighed: "Now, this is not my own story. But does this particular story reflect well the changes that our radio is causing in our lives?" Some stories were found to be too specific, marginal or maybe simply not containing any representativity. Other stories were kept because they reflected an important aspect well – also when not of general importance. Finally, some stories were simply general: "Yes, this is what the radio does to all of us!"

The next step in the process was then to see how the individual stories could be grouped together in clusters of significant community change: "Would this particular story fit into the category of improved governance? Or would it rather belong in the group of changes identified as improving the rights base for women?" Some discussions were lengthy and not all of a final systematic logic which the researchers would have employed. But based on good arguments, the final grouping of stories followed the lines set by the community members. In some instances the community was organised in groups to discuss this systematisation, in some instances this took place in plenaries. But in all three communities, there was a great level of unanimity as to the final selection of individual stories, the grouping of these, and their final prioritisation. This is described in more depth in the individual impact assessment reports.

When the team leader visited the EACMP partners, their radio stations and some communities one month later, the result of the above process was again re-validated and discussed and the resulting 111 stories of most significant change selected in the three communities were found to be the core impact of the radios.

ried out an information and communication audit: What are the community's needs? And are they adequately met? She also worked with the management of the community media centres / radios to understand the issues pertaining to institutional (and the related financial) sustainability. After this she wrote up the set of four reports: Three impact assessments of the three radios and a summary report including an impact and sustainability assessment based on a cross analysis of the findings in the three communities around the three community radios / media centres.

Kenya:

„The radio has created a very good feel about ourselves – I am saying this with particular reference to the status of women in our community. We might not be rich or powerful. We might not even be famous. However, we have all of a sudden gained recognition, starting from the family and household level all the way up to the district and national levels".
(Chairperson of the women's group Ivingoni village)

In the impact assessments' final discussion, four areas of community change caused by the radio were identified by the different groups as having constituted the most significant change[8], namely:

1 Social and economic equality of women and their ability to "voice" their issues and concerns;
2 Communication which has led to improved awareness;
3 Poverty reduction; and
4 Governance and reduced corruption and related abuses.

Tanzania:

"Given that we do not have effective political representation in any of the key sectors of governance or development, and in light of the significant environmental, social, and economic threats, more creative ways have had to be found to stop the problem from growing.
The radio provides two complementary solutions to the problem, namely, creating space for dialogue and discussion among the community on one hand, and communicating our feelings to authorities and other development practitioners on the other".

In the summary list the following were agreed to be the most significant changes:

1 The ability to listen to one another as people of the same culture and community, who face similar problems and who have a similar destiny – united by one main purpose: enhancing pastoralists' livelihood and culture;
2 The preservation and promotion of positive Maasai culture and traditions, through story telling, song, etc;
3 Attitude change and adoption of education of Maasai children especially girl children
4 Increased awareness of people's human rights, especially the rights of women;
5 Improved efficiency in managing livestock;
6 Improved governance at all levels;
7 Increased awareness about environment and conservation;
8 Improved health status especially among women.

Uganda:

„If it was not for the URDT and its radio KKCR I would be dead today. I fell ill before the radio went on air and I would not have dreamt about telling people around me that I was HIV positive. But the radio brought empowerment, and after discussing time and again with the people there, I gained the courage to take charge of my own life. KKCR gave me time and I started doing a regular programme, telling about HIV and AIDS. Four years ago I took the step to say out loud that I was HIV positive."

Out of the numerous changes which were identified as being significant for the people of Kibaale, three were finally filtered out by a combined group of listeners, presenters and volunteers. They are:

1 Improved knowledge and recognition of people's rights and voice

2 Increased awareness of values and access to information

3 Increased mobilisation capacity leading to increased livelihood options.

One of the aspects not immediately emerging from the MSC methodology, is the aspect of those producing the changes: the community broadcasters inside the station:

How do radio producers see their role?

„I have worked with my colleagues to mobilise the community to work with us, to take part in the life of the radio and to trust the radio. And I think it works. We see people come to us, and to use us in the big challenges they meet in life. Many have come to see the radio as their mediator in conflicts. This is a huge challenge – and actually we are often able to make things work better!"

Lucas Kariongo, ORS FM

„We know how important our work is. We have seen it and we hear it almost every day. That is why we work hard to improve from day to day. We see our role and function to assist the community in its development. And maybe we don't carry out regular research as such but we are very conscious to ensure that we provide the information the listeners need. "

Young male radio producer, Radio Mang'elete

„If it was not for the URDT and its radio KKCR I would be dead today. I fell ill before the radio went on air and I would not have dreamt about telling people around me that I was HIV positive. But the radio brought empowerment, and after discussing time and again with the people there, I gained the courage to take charge of my own life.

KKCR gave me time and I started doing a regular programme, telling about HIV and AIDS. Four years ago I took the step to say out loud that I was HIV positive."

Omuhereza Katende, KKCR producer, Director of BUPHA, org. PLWA

When referring to the objectives of this impact assessment, the following systematisation demonstrates the many different aspects of "most significant change" recorded and documented in the three communities:

paper/presentation is actually documented and supported by these three impact assessments in East Africa.

Poverty alleviation in Sida's definition encap

The "Most Significant Change"
Categories identified and prioritised by the communities

	Changes in people's livelihood	Changes in people's participation involving empowerment and change	Changes in sustainability of people's institutions and their activities
Tanzania, ORS FM	Improved health status, especially for women and girls	Listening to one another as people of the same culture & community	Increased awareness about environment and conservation
	Improved efficiency in managing livestock	Preserve & promote Maasai culture & tradition through story telling, songs	
		Attitude change & education of Maasai children, girls esp.	
		Increased awareness of people's human rights, especially women's	
		Improved governance	
Kenya, Mang'elete	Poverty reduction	Socio-economic equality of women: ability to voice their issues & concerns	
		Communication leading to improved awareness.	
		Governance and transparency	
Uganda, KKCR	A wider range of livelihood options	Knowing value of information	
	Reduced crime & tension	Recognising people's rights	
		People's voice	
		Promotion of people's participation	
		Society's transparency and accountability	
		Gender equity and empowerment	

Most significant change – for what?

When looking at the above community impact stories, all representing Most Significant Change in their communities, the assumption that community radio would and could be central to community development and change as presented at the opening of this

sulates a lop of the changes registered (see slide next page).

Lessons extracted from working with the methodology included at least the following:
- Powerful way to document impact
- Powerful way to empower and mobilise community

• To provide more than that, for instance assessment of sustainability: combine with other methods – easily and unproblematically done
• Obvious to use in connection with community radio: easily distinguishable event: „what is the most significant change since the arrival of the radio…"

The challenge:

Right now more development players are ready to move into this area of development action. Many more community radios will be established – some 'overnight'. Many of these radios will be able to generate positive development results "just like that" - but unless an organisational framework is established there is a great risk that the radio:

✓ will not be sustainable
✓ will have difficulties attracting partners,
✓ the community – or parts of it – will not feel that they belong, that it is theirs
✓ that the radio will not be representative – all communities within the community will not be part of it
✓ financial management will be difficult – likelihood that it is too tempting: funds will disappear (small scale – or big)
✓ could aggravate differences and tensions in the community
✓ …

Getting the "software" in place, however, can do all of the opposite:

✓ Generate sustainability
✓ Attract partners
✓ Community will feel it is theirs
✓ The radio will be representative
✓ Financial management will be easy and transparent
✓ Existing differences and tensions in the community can be mended
✓ …

What is poverty???

Sida's definition:

Poverty: lack of *power*, *choice* & *material well-being*

- Empowered (through info on rights, governance, dialogue and debate)
- Given *choices* (becoming subjects of own development processes)
- Facilitated a *strengthened livelihood* (income, health, security..)

To get the right voices on air, for empowerment to be generated (individual and community empowerment), and for the marvels resulting to be long-lasting and sustainable, a set of pre-conditions should be in place:

• Besides the enabling (legal +) environment at national level
• a firm, clear, transparent and accountable organisational framework of radio, including an effective participatory impact assessment, monitoring & evaluation framework
• an understanding that such an effort takes time – if it is to be done right

From practice:

Carrying out an MSC process for a community radio or the like – similar to the one presented here - would require a total of 1 – 1½ months of work and coverage of travel costs. If using a similar construction, one could have a team leader setting up the process, a national consultant coming in to do the field research, collecting stories and doing the first treatment and selection of them. One month later the team leader could come in to carry out a validation process, including possibly an analysis of approach, i.e. thinking and practice of the radio producers, generating the change identified.

• this sets a condition to partners including donors of having a minimum 5 year perspective, but if you also want to ensure effective impacts – this takes 10 years.

When this is so, then community radio can be the important facilitating framework for community dialogue and debate – fostering empowerment and reduced poverty.

[1] While all the many aspects of starting a community radio would merit an article of their own, this is not the subject matter of this presentation. Aspects of this are covered in: http://www.comminit.com/pdf/ImpactAssessment-Final-RadioJournalVersion.pdf and in the recent evaluation of the first community-run community radio in Lao PDR: "Turning plans and dreams real: The community leads the way" from Matthias.Meier@undp.org or birgitte.jallov@mail.dk. This way of presenting the different kinds of sustainability challenges is inspired by: Alfonso Gumucio-Dagron and Hezekiel Dlamini: "Sustainability of CMCs" in "How to get started and keep going, A guide to Community Multimedia Centres": http://www.unesco.org/webworld/world/cmc/handbook/full_book_pdf.

[2] http://www.comminit.com/pdf/ImpactAssessment-FinalRadioJournalVersion.pdf and a manual on community radio research: "Manual de pesquisa para radios comunitárias": http://www.mediamoz.com/CR/crmanuals/ManPesq%20.pdf

[3] http://www.mande.co.uk/docs/MSCGuide.htm

[4] This presentation form is inspired by: "Who measures change? An introduction to Participatory Monitoring and Evaluation of Communication for Social Change" by Will Parks with Denise Gray-Felder, Jim Hunt and Ailish Byrne. CFSC 2005.

[5] More details to be found on: www.globala.sida.se/shared/jsp/download.jsp?f=EACMP+Impact+Assessment+Report-FINAL+REPORT.doc&a=33466

[6] http://www.mande.co.uk/docs/MSCGuide.htm

[7] As presented in: http://www.undp.org/governance/docs/A2I_guides_communicationforempowerment.pdf

[8] The impact assessment to which reference is made here was carried out using different methodologies, including the "Most Significant Change" methodology.

Using the Outcome Mapping framework:

How to build a reporters' network

By Nadia El-Awady and Jan Lublinski

In this paper we report on the first experience – to the knowledge of the authors – using the Outcome Mapping approach in media development. This approach consists of a participatory, flexible methodology that helps to build a culture of learning into projects. We have adapted Outcome Mapping to the needs of SjCOOP (Science Journalism Cooperative), a mentoring programme that builds an international network of journalists who specialize in reporting on health, environment, science and technology. SjCOOP supports individual as well as organisational relationships of journalists in developing countries using a blending of strategies including a dedicated web-based technology. With this overview of the project and of our ongoing monitoring activities we make the case that Outcome Mapping can be used in many other projects in the field of media development.

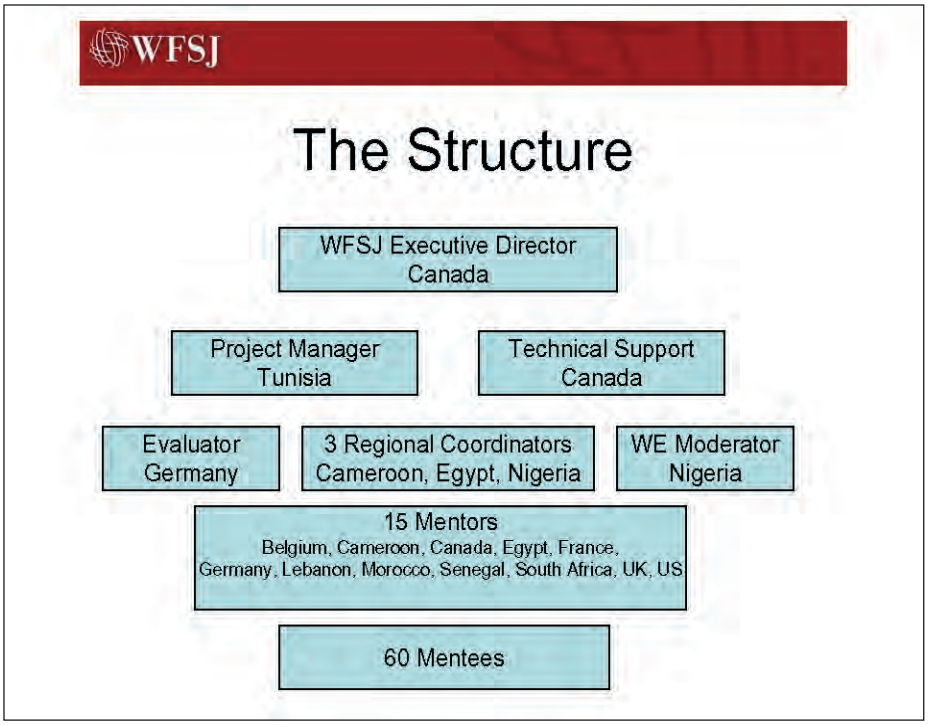
The Mentoring Programme

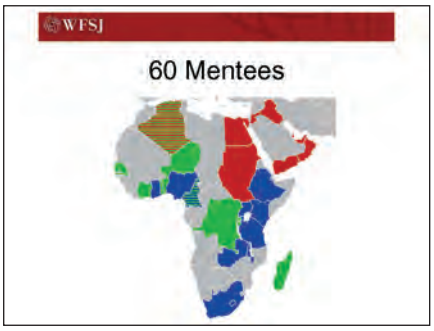
The SjCOOP mentoring programme (**S**cience **J**ournalists' **Coop**erative) builds on the idea that journalists in general are willing to help and cooperate with their colleagues world wide. The programme establishes mentoring relationships between science journalists from different countries with the objective of enhancing the professional development of journalists in the developing world who cover health, environment, technology and science. While in many other programmes journalists from poor countries are trained outside their working environment (e.g. through scholarships, workshops or university courses), this programme supports the journalists while they work in their normal working environment.

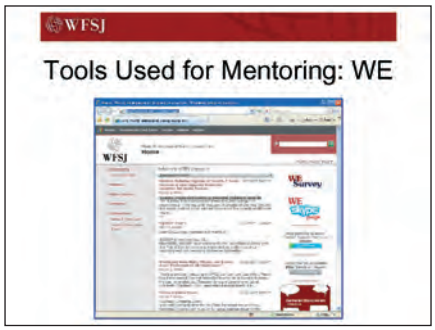
SjCOOP was started in 2006 by the World Federation of Science Journalists (WFSJ), a federation of national, regional and international science journalists' associations world wide. The WFSJ promotes the role of science journalists as key players in civil society and democracy. Thus its goals are to improve the quality of science reporting, promote professionalism and support science journalists worldwide. SjCOOP has been made possible thanks to more than US$ 2 million in grants from Canada's International Development Research Centre (IDRC), the United Kingdom's Department for International Development (DfID) and the Swedish International Development Agency (SIDA). SjCOOP has started in Africa and the Middle East, and an expansion of the project to Latin America and Asia is currently being planned.

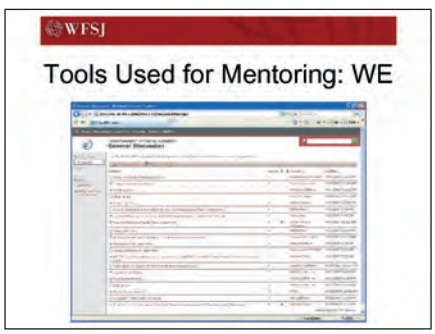
Nadia El-Awady is the Middle East regional coordinator of SjCOOP, the World Federation of Science Journalists' mentoring program for science journalists in Africa and the Middle East. She is a board member (treasurer) of the WFSJ and the president of the Arab Science Journalists Association. El-Awady is an award-winning journalist based in Cairo, Egypt who has been employed since 2002 by IslamOnline.net. She worked most of this time as the English website's managing science editor and deputy editor-in-chief. She is currently involved in several projects within the organization that focus on media development and training. El-Awady also freelances for several international media organizations.

Jan Lublinski is a science journalist, trainer and consultant based in Bonn, Germany. He is in charge of the internal evaluation of the SjCOOP project, a mentoring programme for science journalists in Africa and the Middle East run by the World Federation of Science Journalists (WFSJ). As a journalist he reports for German Public Radio and for GEO magazine. As a trainer he works with young journalists from all over the world at Deutsche Welle, Germany's international broadcaster, where he has been the science editor for five years. He is also one of the two co-editors of the world's first online course in science journalism run by the WFSJ and the Science and Development Network, SciDev.Net.









In the first stage of the project there are three groups: Anglophone Africa, Francophone Africa and the Arab world. The activities are coordinated by three regional coordinators, respectively based in Abuja (Nigeria), Yaoundé (Cameroon) and in Cairo (Egypt). The general management of the project is done at the headquarters of the WFSJ in Canada. Another member of the team is a consultant from Germany who acts as an internal evaluator and who is in charge of building Outcome Mapping into the project.

During its first two years of operation the project brought 60 aspiring science journalists (mentees) from some 30 countries in Africa and the Arab world together with 16 experienced science journalists (mentors) from Africa, North America, Europe and the Arab world. Mentoring is done at a distance, mainly via a dedicated online platform, as well as by email and telephone. Mentors assist with all aspects of the work of a science journalist: identifying good stories and sources, helping with contacts to scientists, commenting on writing and editing, finding outlets for freelancing, as well as advising on career moves and how to deal with editors.

Web-based Resources and Face-to-Face Meetings

Numerous activities and strategies are required to support distance mentoring. Mentees can use a collection of web-based resources on the project's online platform. They are also encouraged to use internet communication tools like Skype, Skypecasts or Yahoo! messenger. And they can benefit from an online course in science journalism for which eight lessons have already been written and made publicly available. This course covers major practical and conceptual issues in science journalism, such as how to find and research stories, exposing false claims, how to pitch to an editor, turning crisis reporting to advantage and so forth – topics that are relevant to beginners in journalism as well as more experienced reporters and editors in all regions of the world. The authors of the course are experienced journalists from many different countries and many mentors and mentees of the SjCOOP project are involved in developing and improving the course.

At least once a year, during the two-year duration of the programme, all participants meet face-to-face. This meeting is a chance for mentors and mentees to work closely together and to become better familiar with other participants in the programme and with the tools that the programme makes available to them. The meeting also includes field visits to scientific institutions, press conferences or a major scientific meeting in order to hone skills related to covering science on the ground. (The first such face-to-face meeting was held during the U.N. Climate Summit in Nairobi in November 2006; the second will be held in 2008 in Qatar in cooperation

with the Qatar Foundation and Aljazeera Network). Moreover, participants take part in special regional workshops which include various contacts and exchanges with scientists and journalists.

Supporting New Associations in Developing Countries

Another major SjCOOP component is providing support for the establishment of national associations of science journalists. Associations are a major step towards the professional development of journalists who cover special subjects like health, environment, technology and science. SjCOOP supports associations mainly through the partnering, or "twinning", of newly established science journalists' associations with long-established ones. One example is the twinning between the Arab Science Journalists Association – which was established in December 2006 – with the National Association of Science Writers in the United States, which was established in 1936. Another example is the twinning of Cameroon's science journalists' association with France's Association des Journalistes Scientifiques de la Presse d'information. In addition, Kenya has been twinned with the Canadian Science Writers' Association, Nigeria with Germany's Science Journalists' Association, and Uganda with the Association of British Science Writers. SjCOOP supports the twinned associations by providing means for consultancies, exchanges and the organization of select activities such as training workshops and attending conferences.

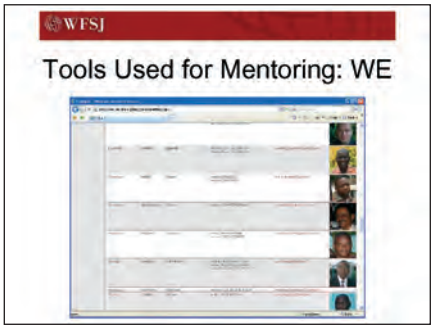
Success Stories and Major Difficulties

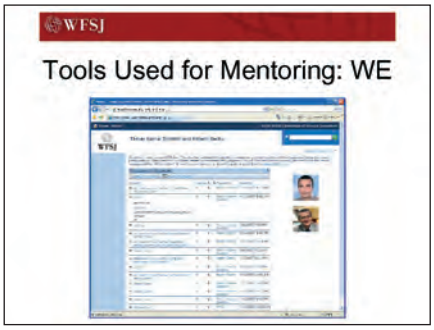
After one year of operation we can say that the programme has seen its first positive results. A large majority of the mentees appreciate exchanges with other colleagues and mentors. They have profited from the practical help their mentors gave them to improve their journalistic skills. Several mentees have found new freelancing opportunities thanks to the contacts of their mentors. Many of them have extended their journalistic activities within their own news organisation. Some have won scholarships. Several groups of mentees have also had the opportunity to attend conferences, travel for field trips in other countries and meet as groups. At the same time all mentors have gone through a process of intensive learning in using modern web-based technologies and have been involved in discussions on approaches to science journalism. Even more importantly, they have received a practical training of trainers through their involvement in the programme.

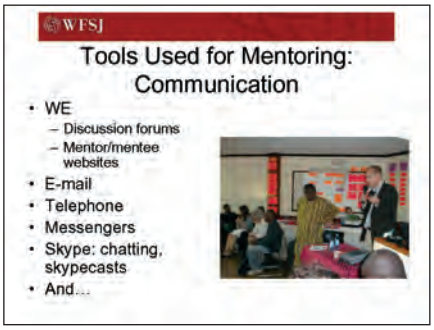
Also, the relatively large-scale of this project in science journalism in Africa and the Arab world has had regional consequences. The newly founded Arab Science Journalists Association has been and is being introduced to important partners and foundations in the Middle East.

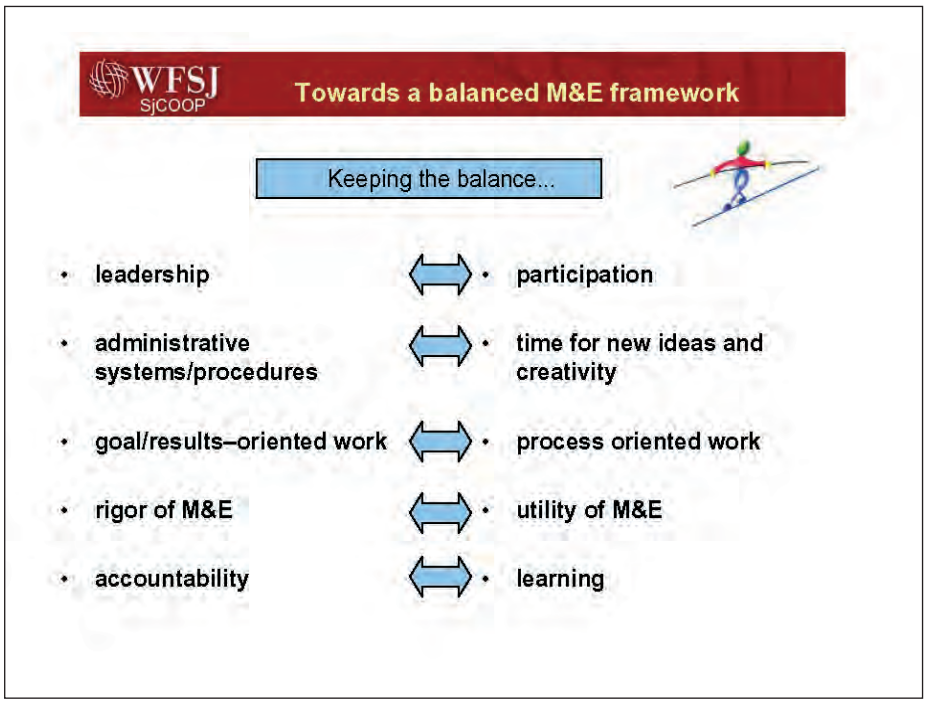
There is increased likelihood that the SjCOOP project will have led to strengthening Arab science journalism on a regional scale. In Africa, there is now a conversation between the African Science Academies and the African science journalists and their associations. The African Science Academies have asked the World Federation of Science Journalists and its African members to organize a half-day session of their 2008 meeting. This conversation is already showing the way to greater quality and sustainability in science reporting in Africa.

At the same time the project has encountered a number of difficulties. Two examples shall be given here: Thirteen mentees and three









mentors did not show the involvement that was expected of them. Also the online platform has caused problems of various kinds: Several participants faced difficulties in accessing and using the platform, mainly due to lack of knowledge but also due to real technical problems. Also, as in many other e-learning projects, the traffic on the online platform decreases as time passes after a face-to-face meeting.

The project management team was able to deal with these difficulties through regular monitoring activities which had been built into the project from the very start. The data which had been collected throughout the first year allowed the team to become aware of problems, ask the right questions and react accordingly. So in the cases of the difficulties mentioned above the team decided to replace some mentors, devote more resources to a smaller number of mentees and to intensify the online tutoring activities.

This kind of quality management was made possible through an evaluation framework based on the Outcome Mapping approach which will be briefly outlined in the following paragraphs.

Dealing with Complexity: Outcome Mapping

Outcome Mapping is an integrated method of planning, monitoring and evaluation which takes complexity of developmental problems into account. The environment most projects work in can change due to factors that are beyond the project team's reach. Things that were taken for granted at the outset of a project may have changed by its end. Things that caused big concern at one point may turn out to be less important at a later stage. Thus a tool is needed that enables a project team to react quickly to changing situations. Outcome Mapping provides for a participatory process that builds a culture of organizational learning and evaluative thinking into a project.

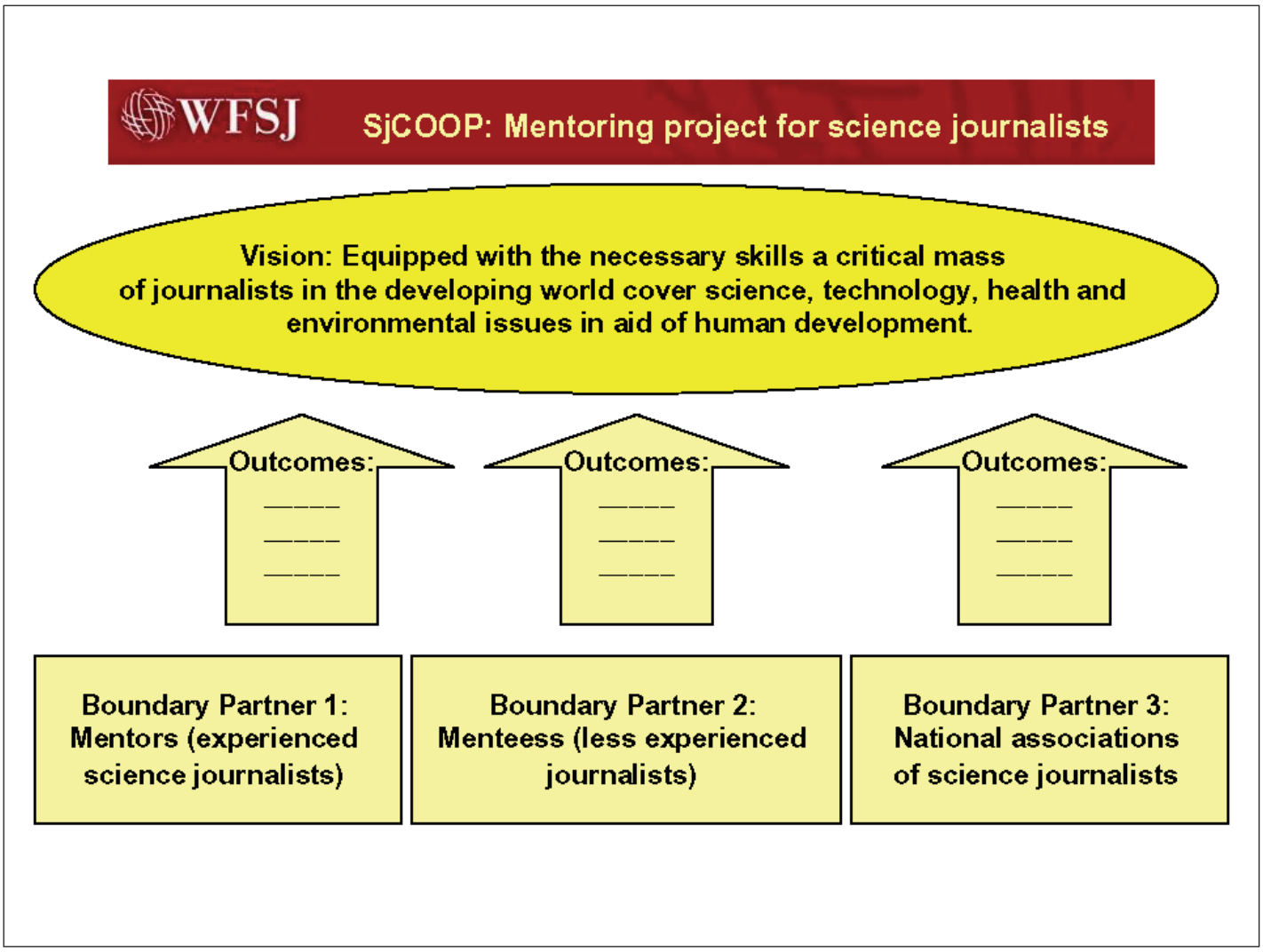
The main focus of Outcome Mapping is to measure changes in the behaviour of people and organisations with whom a development initiative works with most closely. So it is not enough to create information, disseminate it and raise awareness. It is the action people take that counts; in other words behavioural change that can be observed through a monitoring and evaluation process. These measured "outcomes" of the project's partners are considered to be a guiding "map" in the complex, changing and at least partially unknown territory the project team chooses to be active in.

While many evaluation frameworks urge the project team to prove that its activities have major societal impact, Outcome Mapping takes a more modest approach. It takes into account the fact that development processes are difficult and that the sphere of influence of a project team is somewhat limited. External actors or unexpected effects may have

positive or negative influence. But by working closely with the partners and understanding their actions a project team can learn to continuously adapt strategies and monitoring procedures – and thus hopefully help change the situation.

Outcome Mapping was first established by a group of Canadian evaluation experts working for the International Development Research Centre (IDRC) who developed this framework in opposition to the commonly used Log Frame Analysis (LFA) or Results Based Management (RBM) approaches. They had encountered many practical as well as theoretical difficulties in their evaluation work with LFA and RBM. These and other related tools very often imply oversimplified linear cause-and-effect relations between the project output and the societal impact.

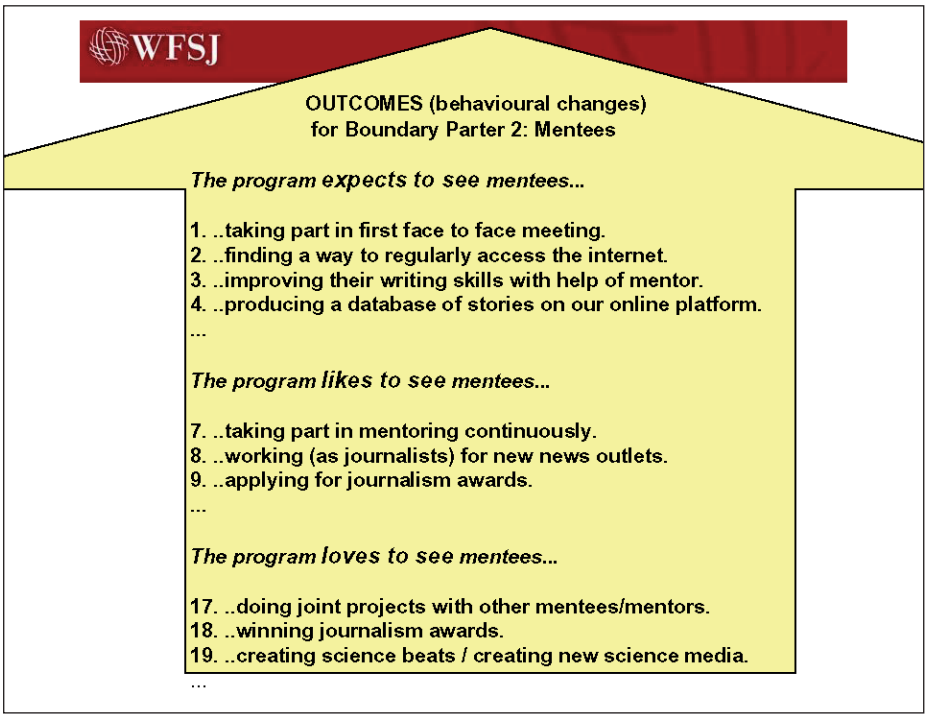
All monitoring and evaluation activities here eventually try to prove that a specific intervention has caused the impact desired. Very often the accountability requirements of these frameworks lead to unnecessary bureaucracy or misuse of the frameworks. Meanwhile Outcome Mapping is more partner focused; the main question asked is not "Does our intervention work?" but rather "How can we help our partners?" (However there is an ongoing debate among experts on whether and how it is possible to combine Outcome Mapping and LFA in a fruitful way).



Although Outcome Mapping limits its measurements to outcomes only (i.e. behavioural changes of partners), it does, at the same time, establish a vision of the human, social and environmental betterment to which the programme hopes to contribute. This vision statement is created through a participatory process with the people the project team works with; or the "boundary partners". However, the people involved in the project are not held accountable for actually reaching this vision. Instead they create a list of future outcomes (again, behavioural changes) which are used as a basis for monitoring and evaluation. These guiding outcomes (so called "progress markers") are the building blocks of a flexible project theory which gives orientation to all the people involved.

Monitoring Behavioural Changes in SjCOOP

In the case of SjCOOP, the project team works with three "boundary partners": the mentors, the mentees and the national associations of science journalists. A vision statement was developed through intensive discussions with these boundary partners. Also long lists of "progress markers" were suggested, revised and adapted several times. For example, in the case of the mentees the project works with some 20 "progress markers", which include a wide range of outcomes indicating that a certain change process is actually happening, e.g. "finding a way to regularly access the internet", "improving their writing skills with the help of the mentor", "applying for journalism awards", "creating science beats or new science media".

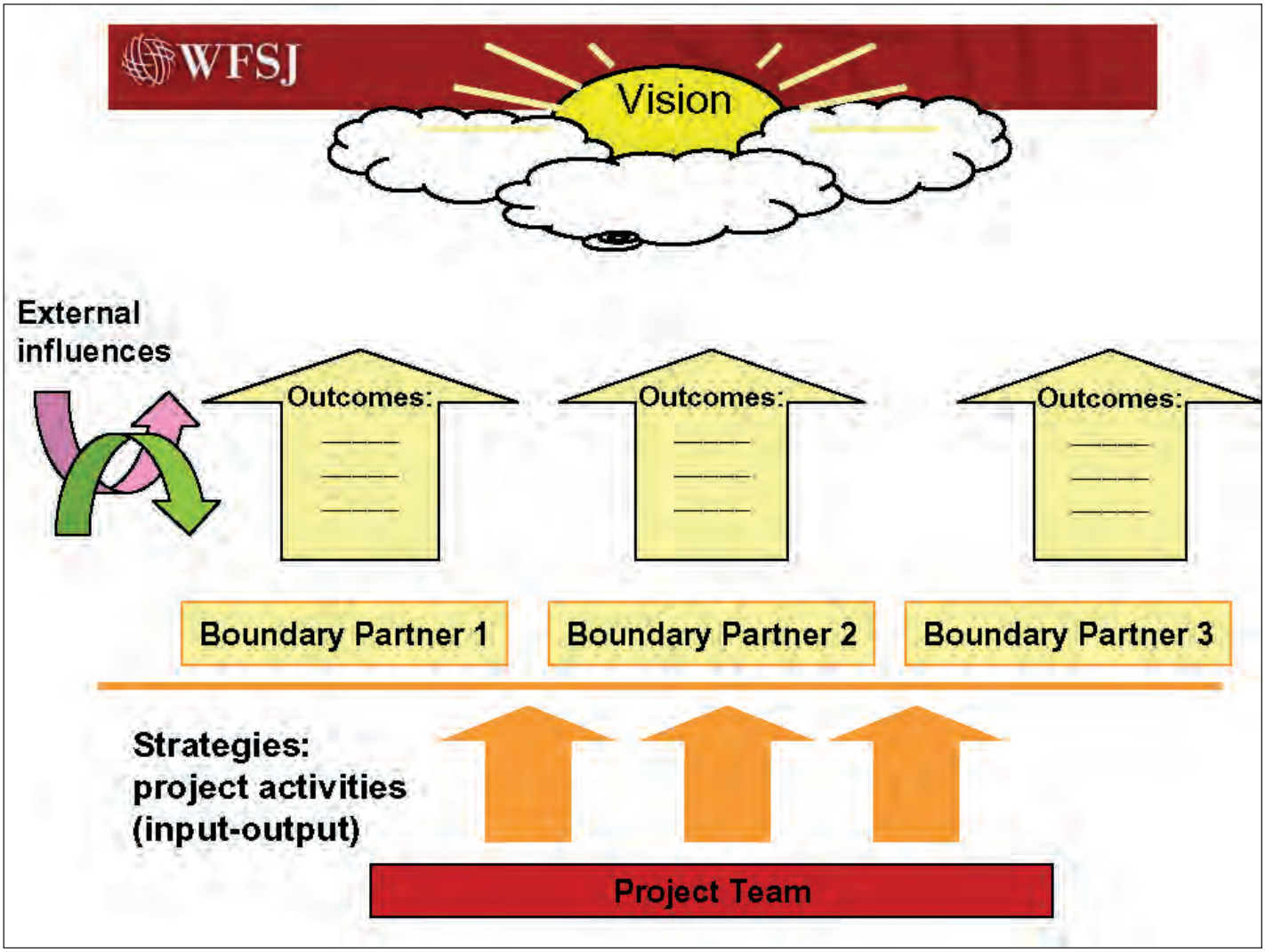


A selection of these "progress markers" are being monitored using four different methods: mentees are interviewed on the phone, mentors fill in questionnaires regularly on their work and the progress of their mentees, the content on the online platform is analysed and the tutors of one of SjCOOP's components, an online course, write regular status reports.

It is through the combination of these methods that the project team is able to understand data, learn where the difficulties of the project are and take decisions based on insights from different angles.

In addition to monitoring "progress markers", Outcome Mapping also provides very useful tools for strategy development. The different project activities mentioned in the first part of this paper have been developed and revised on the basis of an Outcome Mapping element called the "strategy map". It cannot be described in detail here but the basic idea is to systematically combine a variety of activities on different levels that help the mentors, mentees and associations achieve their outcomes.

It should also be mentioned that we experienced Outcome Mapping to be a very time-consuming endeavour. Keeping the debate alive and yet structured is not always easy, as



is taking the right choices and finding good compromises.

So far the project's evaluation resources were mostly spent on participatory planning as well as data acquisition. A more detailed data analysis remains to be done – possibly by an external evaluator.

The general conclusion, however, is very positive: mentees and mentors do not mind participating in the monitoring requirements as they have been involved in it from the onset of the programme. In fact, the monitoring process gives them a feeling of ownership of the mentoring programme, as they know that their reports, interviews and discussions help their own learning process and the project's success.

Outcome Mapping in Media Development

In monitoring and evaluation it is a challenge to keep a good balance between sometimes conflicting issues like leadership and participation; administrative systems and creativity; rigor of evaluation and utility of evaluation; product-oriented work and process-oriented work; accountability and learning. Outcome Mapping certainly starts on the participatory/creative/utility/process/learn-

ing side of the balance (see viewgraph). However, as a project evolves, it is possible to steer the monitoring and evaluation efforts in such a direction that the other side of the balance gains more weight. Once the creative, participatory process of designing a project is under way it certainly is important to tackle issues like rigor of monitoring or questions of accountability. This certainly holds true as Outcome Mapping can be combined with many other methods that the evaluation practitioners as well as communication scientists have to offer. We can safely say that Outcome Mapping as a process is something that works well for journalists or media-practitioners in general. They can be easily convinced by a monitoring and evaluation approach that is about interaction, quick reaction to situations, and creating ambitious visions, while at the same time involving a down-to-earth method for collection of useful data.

An important concept behind Outcome Mapping is avoiding jargon and putting certain aspired outcomes into clear and specific terms that are easily understood by everyone involved. This, again, is something media professionals enjoy doing. In fact, they can be energized by it.

For further reading:

Sarah Earl, Fred Carden, and Terry Smutylo (2001): Outcome Mapping. Building Learning and Reflection into Developmental Programs. http://www.idrc.ca/en/ev-26586-201-1-DOTOPIC.html

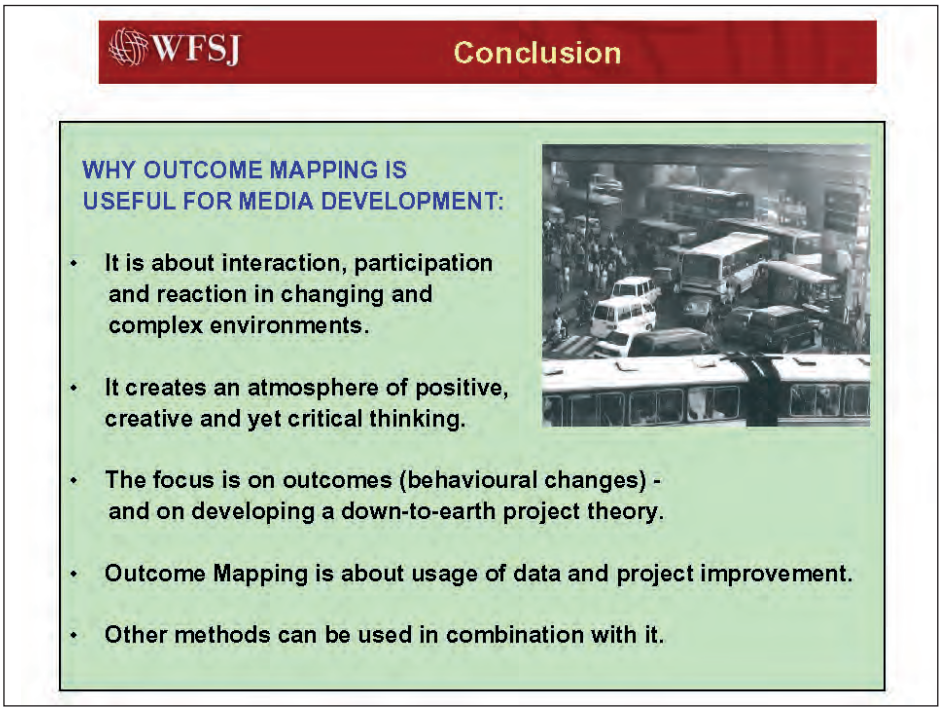
Oliver Bakewell and Anne Garbutt (2005): The use and abuse of the logical framework approach, Swedish SIDA, November 2005. www.sida.se/shared/jsp/download.jsp?f=LFA-review.pdf&a=21025

Further resources:

The World Federation of Science Journalists: http://www.wfsj.org

The International Development Research Centre, Evaluation Unit www.idr.ca/en/ev-26266-201-1-DO_TOPIC.htm

Outcome Mapping online community: www.outcomemapping.ca



Monitoring a Moving target:

Peace building soap opera in Nepal

By Serena Rix Tripathee

" We are all faced with a series of great opportunities, brilliantly disguised as impossible situations." Chuck Swindoll

Those of us using the media for social transformation face multiple challenges, not only in finding the best ways to cause social change, but also to develop rigorous methods to measure the success of what we do. When a country is in conflict or a period of transition, obstacles multiply. How do we measure the changing environment and its impact, how do we ensure that what we are doing is relevant to the new context, and when we start to see results – how do we understand the alchemy between what we have done in our project, the contribution of other organizations working on similar goals, and the impact of the unpredictable external circumstances. Monitoring and evaluation has been largely donor-driven, and perhaps one of the greatest challenges is not only to understand and measure the results of what we do, but also to ensure that we interpret and learn from those results in a meaningful way.

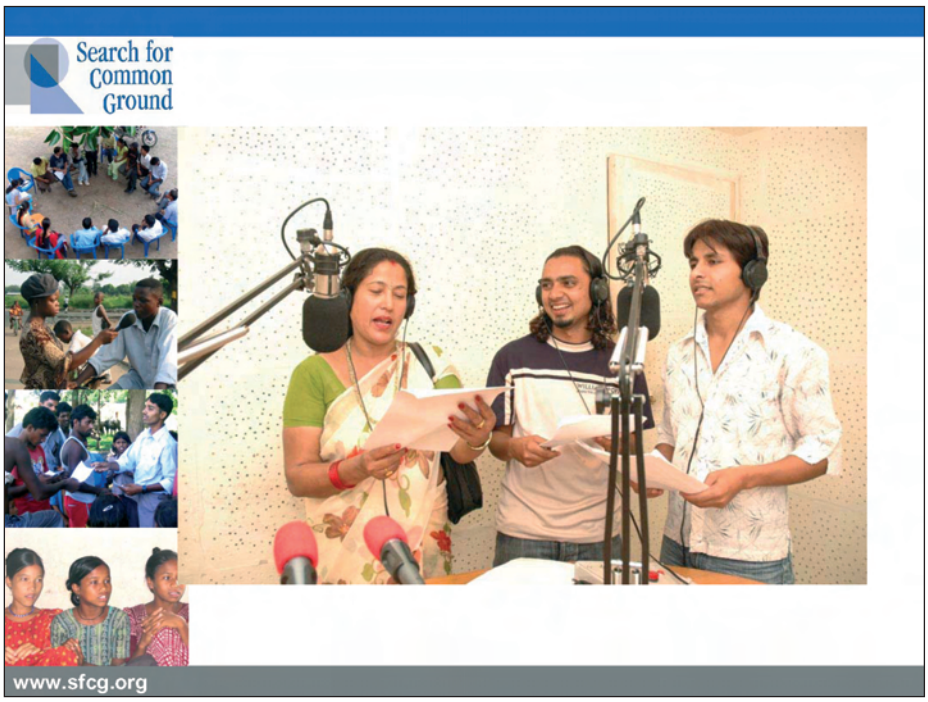
Search For Common Ground (SFCG) is a conflict transformation organization, working in 17 countries around the world. The mission of SFCG is to transform the way the world deals with conflict, away from adversarial approaches, towards cooperative solutions, and in 2007 we celebrated our 25th anniversary as an organization working in peace building. SFCG is not a 'media' organization, however, we do work extensively *with* the media – both to produce content that serves as peace building tools, or to work with media practitioners on how they can play a role in peace building. At the beginning of 2006 we started up a program in Nepal – one of SFCG's newest offices with a particular focus at that time on the role of youth in peace building.

The program we began had two core components. The first component was a radio soap opera, produced in partnership with local NGO Antenna Foundation Nepal. The drama, called 'Naya Bato Naya Paila' (NBNP) or 'New Path New Footprints' was to have all the wonderful dramatic ups and downs of life that a soap opera should have, but must also provide role models to youth on how they could play a role in peace building, in decision making in their communities, and to foster intergenerational dialogue. The second component was community peace building work, working directly with rural youth leaders to understand con-

Serena Rix Tripathee is the Country Director of Search for Common Ground (SFCG) Nepal. Focussing on facilitating the participation of key sectors in peace building, SFCG Nepal is currently working with youth, media, and civil society organisations, on leadership development processes and capacity building activities. Serena Rix Tripathee is also a filmmaker and used to work as facilitator and professional life coach. Working primarily in Nepal and Australia, she has produced educational videos on child health, participatory development, and organizational capacity building. She has been working with Search for Common Ground since the start up of the Nepal Program in February 2006.

flict, and develop practical solutions that they could implement at the community level, to address the root causes of the conflict.

When we began, we dreamed of one day walking into a village and hearing people say ' I listen to the drama with my whole family.' ' We feel it is truly our story', and of course the holy grail of behavior change communication – we dreamed of hearing listeners tell us of how they had been inspired by the drama to make changes in their lives.



After 18 months of broadcasting the soap, my colleagues and I were meeting with some young listeners in a hot tin schoolroom in the far west of Nepal. One of the boys was quiet for much of the discussion, but then suddenly he spoke up.

"I was in the Maoists. We were working for social change. Then in the cantonment I started listening to the drama, and I heard the story of the character Khadga, who left the Maoists and went back to his village, and worked for change through his youth group instead. I realized if Khadga could do it, I could. So I left. Now my identity has shifted from being Comrade Raju, to being Raju of Nepal Youth Club."

Measuring a moving target

Raju is now cycling across Nepal in a peace rally with some of his fellow youth club members. And, whilst we love his story, and the others like it that we hear, how much can we actually claim credit for? The push from donors to be more accountable for results, to monitor not only output but outcome and impact, is important. However, it can also tempt us at times to claim all the credit, without stopping to analyze the contextual changes that have also contributed to the 'change'. Whilst Raju was listening to 'New Path New Footprints' from the Maoist Cantonment, Nepal was undergoing a transformation. A peace agreement between the Maoists and the Government was signed, the Maoists eventually entered Government (and then left, and then entered again), elections were scheduled (and postponed, and rescheduled, and postponed, and rescheduled), the UN set up a mission to monitor the peace agreement and arms, and much of the fear that had surrounded the Maoists during the conflict lifted. This also created an environment in which 'Comrade Raju' could make the choice to leave, a choice that, whilst it still may hold dangers for him, which I will come back to later, is not nearly as risky had he made it 12 months earlier.

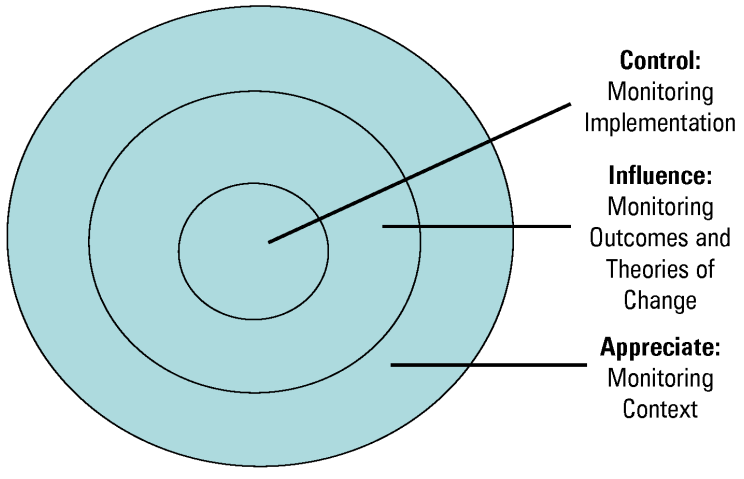
I share this story, because it is a story of paradoxes. It is a reminder of the power of behaviour change communication (BCC), and the importance of stories. But it is also a reminder to be humble about claiming credit for 'outcomes' or 'impact', because in a changing environment, there are so many different factors working together to influence the result. As media practitioners, or people who work with the media, we must improve our abili-

ties to demonstrate the power of our work – both qualitatively and quantitatively. But as we seek to tell the story of our work, we must also tell the parallel story of the context, and accept that whilst we aim to find ways to 'prove' our impact, we can in fact never truly do so, because so much of what influences human behaviour is beyond our control. Social transformation is also something that can take generations. We need to develop systems that help us to understand and monitor that which is influencing our work, but is beyond our control. We also need to be wary of trying to measure 'impact' in one or two years, for a project that is working on generational change.

Lewis (2001) simple diagram sheds light on the three dimensions that, ideally, we should be monitoring. This model's relevance to peace building work is further explored by Lederach, Neufeldt and Culbertson (2007) in "Reflective Peacebuilding, a Planning, Monitoring and Learning Toolkit." The central circle represents what we can control, our project implementation, for example the number of episodes of a soap opera, number of youth leaders participating in a workshop. At the next level, we have some influence, but so do many other organizations and stakeholders. Monitoring at this level requires us to look into what level of influence our project is having – are the listeners understanding the messages, what are they doing with those messages, what do the youth leaders do after they participate in our workshops? For the two inner circles, the monitoring system may focus on 'what result is our project causing?' The outer circle represents the broader context, be it the changing political, environmental or structural context. At this level, the question is reversed – it may be unrealistic (though desirable) to ask whether we are causing any result on the wider context, but we must ask what impact the changing context is having on our project.

Monitoring at the grass roots: Context, accountability and identity

A recent survey of 50000 people by BBC World Trust found that 27% of respondents listened



Three Dimensions of the Working Environment. Lewis (2001)

to 'New Path New Footprints'. The feedback we consistently get, now, is that rural youth *do* feel that it is their drama, that it contains stories of their lives. Recently a young woman from the West of Nepal said to me "in my village, people of all ages listen to the soap. Grandmothers, youth, parents. We all stop and listen to it, we all hear ourselves in it." This kind of feedback has been made possible through a network of youth 'community focal points', grass roots monitors who feed information to the writers on the three different dimensions in Lewis' diagram.

The soap is written in Kathmandu, far away from the setting of the drama, and indeed from the target listeners. It is about a village in the mid west of Nepal, and focuses on the youth in the village, the ups and downs of life, with the backdrop of the peace process and the changing scenario of the country.

The young people come together through the youth club, which is a vehicle for them to create responses to the problems in their community – from the return of young soldiers, to land disputes, to manipulation by political parties, to migration and other issues.

The 5 writers, who work for our partner organization, Antenna Foundation Nepal, are all under 25 years old, from various parts of the country, and were selected through an open competition. The situation in Nepal has been changing so rapidly that we needed to find a way to ensure they could keep their fingers on the pulse in terms of how the changing country was affecting the lives of youth in the villages. 20 young community focal points were hired, 2 in each of our 10 working districts. Their ages range from 16 to 27, some of them work part time in between studies, some of them full time. They are in 4 teams – story gathering, listener feedback, outcome monitoring, and Youth Facilitators.

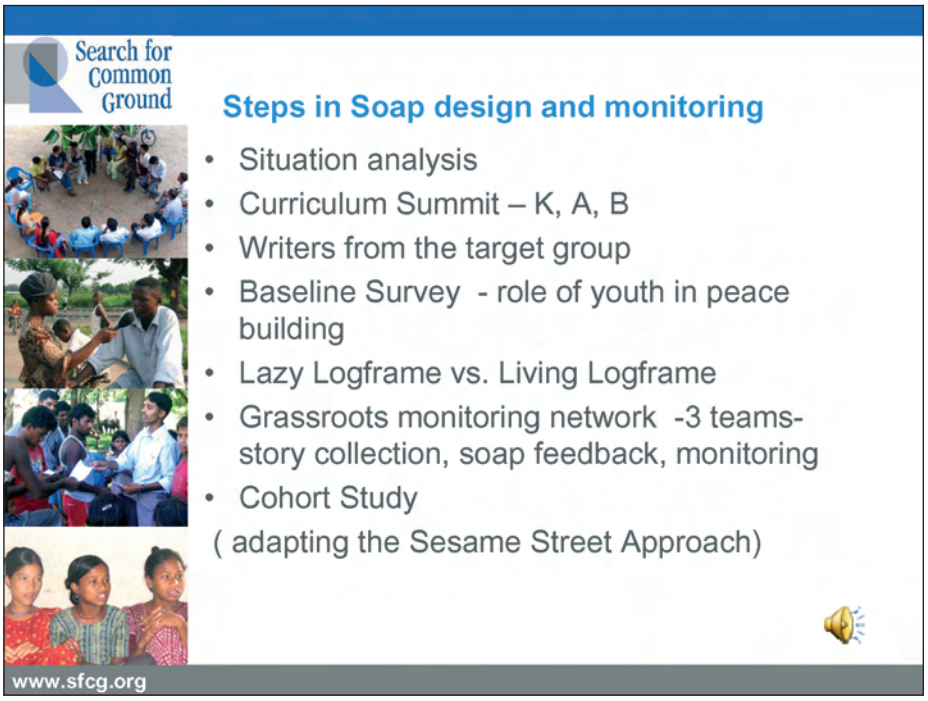
The audience feedback team survey diverse groups to find their responses to particular characters, storylines, technical aspects such as sound effects, and language. They reported for instance, that young people gathered around the radio with their whole families, but since one of the characters sometimes used swear words, they found it embarrassing. Since one of our intended outcomes of the drama is to foster intergenerational dialogue, using language that makes young people embarrassed to listen with their parents is obviously counter productive. The Maoists are also important listeners. A field discussion with local Young Communist League members found that they felt that the Maoist character in the drama used language that was too 'high brow', it was not the village-accessible language that the local Maoist leaders used.

The story gathering team goes from village to village, and gathers stories that they think will be relevant to the soap opera. They also let the writers know about changes happening at the local level. For instance, after the peace agreement was signed, the story gathering team started to report two new trends. One was about public drunkenness – the

Maoists had formerly banned drinking in public, and one of the side effects of the ceasefire was that people started to drink in public again, and domestic violence and other drink related issues increased. Another trend that the field staff in different districts reported was that after the ceasefire, young people started going to the district headquarters to finish their schooling and to take their school leaving certificate exams, as security had increased. The unforeseen consequence of this was a rise in unplanned teenage pregnancies, particularly with girls doing their exams in district headquarters and getting involved with police / army who were stationed there, and had little to occupy their time with since the ceasefire. If we had simply conducted irregular field visits and asked listeners what was happening in their villages, these issues, had they been voiced, would have sounded to us more like health issues, which is not the topic of the drama. Having staff rooted in the community helped us to understand that these were in fact conflict issues, consequences of the peace process and the shifting context. Issues such as public drunkenness and unintended pregnancy, and other things the field monitors have reported were woven into the script of the radio soap. The result of this feedback loop is that when the writers get a chance to travel into the field, they are often asked 'How come you always know what is going on in our lives?'

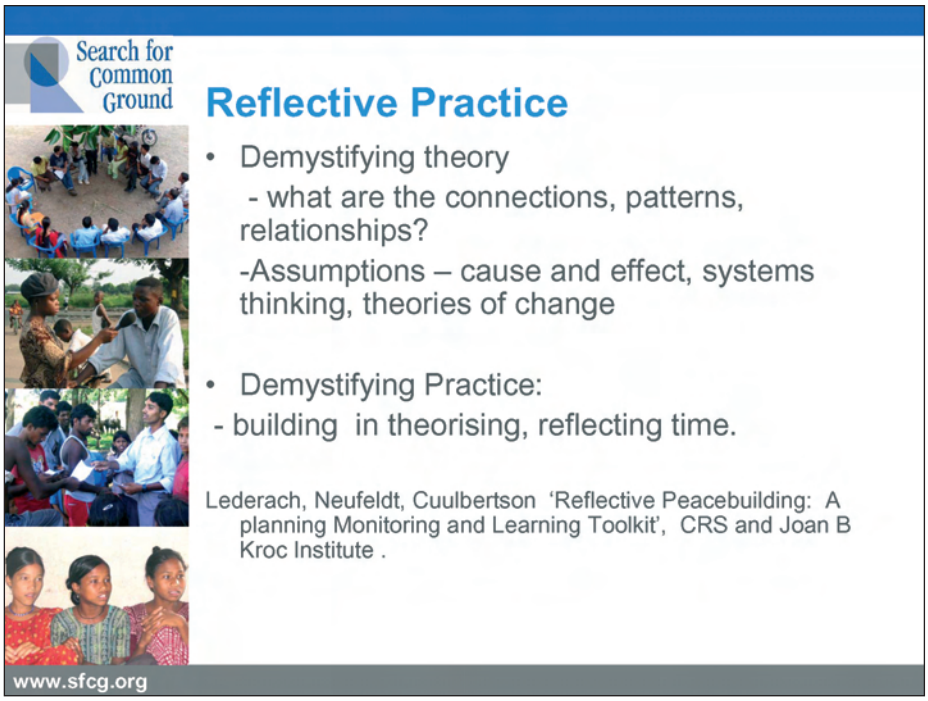
Having a web of young grass roots monitors has been complex and difficult to manage. As they are not technical researchers, sometimes their feedback has not been useful. It's hard to monitor the monitors when they are spread out over the country. There have been challenges to ensure that information is properly shared with both SFCG and our partner Antenna Foundation Nepal. Despite the difficulties, it has also had profound benefits beyond the functions of monitoring. It causes us as drama creators to be more accountable to the community. If there was anything in the drama that upset local Maoists or other groups, the safety of our field staff could be in jeopardy. They are known as 'NBNP sister/brother' in their communities, and they hold us accountable for delivering a product that people want to listen to and relate to, but also something that is inclusive and does not sideline or marginalize any group.

One of the challenges in conflict transformation is to work at the level of identity. Just as the former Maoist combatant Raju is in a process of shifting his identity from comrade to peace activist, the radio drama and parallel community peace building work aims to support people to create an identity of being a peace builder. The opportunity to contribute stories and feedback directly into the drama has given those listeners a deeper sense of ownership of the show, and an experience



that it is a two way communication dialogue. The field staff become not just monitors, but the agents of change, and the show becomes more than a radio drama, it becomes a way of being that listener's identity themselves with.

Quantum physics tells us that simply the act of observing has an impact on that which we are observing. The discovery that energy could behave as a wave and a particle at the same time, and that it is in the moment of observing it that it becomes one or the other,



holds important lessons for peace builders and communicators. Simply the act of asking questions of our audiences, contributes to causing change. We will never be able to really document all the things that cause change in an individual, a community, or a country. But we must always continue to ask the questions.

Cohort study

Gathering ongoing audience feedback, monitoring and stories helps guide and shape the soap opera. What is missing from this approach is a tool that would enable us to directly observe the outcome of listening to specific episodes of the soap on a sample audience. In an ideal world with unlimited time and money, every episode would be audience tested before going to air. However aside from money, the cost of this would be a longer turnaround time between script and broadcast, thus making it harder for the soap to be so current.

After 8 months of broadcast, we conducted a 'cohort study' – an intensive 'listening' week, where one group listened to the soap and had discussions, and another group did neither. The purpose was to trial the cohort methodology, with a view to using it longitudinally in the future, tracking the same group over time. The methodology is useful in gaining audience feedback and responses, however it was limited in being able to draw conclusions of the actual knowledge, attitude or behaviour changes, since firstly, these take time, and secondly, the changes that did occur could have been a result of the discussions that were taking place as much as they could have been due to the soap. Once again, wave particle theory intervenes. Sesame Workshop (who produce Sesame Street) have used this methodology extensively, and it is a methodology that needs more work and experimentation to enable it to be a helpful tool for entertainment education programs that work on soft skills and shifting long term behaviors.

The non-magic bullet

Communication theorists mid way through the 20th Century proposed that one way communication, such as radio or TV programs, could carry messages like a torpedo carries gun powder, which were dispatched through the airwaves to their intended audience. The resulting explosion would be a preplanned change in knowledge, attitude and behaviour in the listener. This 'magic bullet theory' though convenient, does not hold in reality. Human behaviour is complex, and understanding how people move from a shift in attitude to a shift in practice is not a well understood science. If it was, HIV would no longer be transmitted, teenagers in the West

wouldn't smoke, speed or have unplanned pregnancy, 30,000 kids wouldn't be dying annually of preventable diseases in Nepal, and obesity and high cholesterol would be a thing of the past.

Truly effective behaviour change communication needs to be participatory, multi directional, and part of an integrated approach that stretches beyond media products. It is surprising, then, that there is a pressure to evaluate media-based projects as though the magic bullet theory still held strong. The push from donors to be more accountable for results is an important one. However, it is crucial that there be space to acknowledge that there are many influences on behaviour change. Why are we trying to measure the impact of a soap opera, talk show, or information campaign, when we know that the communication product does not and should not stand alone? For a health communication campaign to be successful, it should be supplemented with face to face health advice, access to medicine, advocacy and sometimes policy changes. Whilst we know for instance that our radio soap opera has caused shifts in behaviour in some listeners, we also know that the impact of the changing context in the country cannot be underestimated, and we also see that the effects of the program are greater in areas where there is also a community peace building component.

Raju, the former Maoist combatant, made the decision to return to his village after listening to NBNP. At the same time, our field staff were working with youth leaders and youth clubs in the community Raju came from, on how they could play a role in supporting the reintegration of former combatants. When Raju returned to his community, the youth group was ready, the environment receptive, and he was able to make the transition relatively smoothly. Raju himself attributed his decision to 'reintegrate' to the radio soap opera. This makes a lovely story for conferences, reports and donors, but the truth is that the soap opera was one piece of a puzzle that included massive contextual changes, as well as work in the community that had low visibility but a high impact on the communities receptivity.

Allowing for contradiction: Guns and Marigolds

After the focus group discussion of listeners in the village school room was finished, our local Youth Facilitator, who knew Raju, told us there was more to his story, and called him over to talk to us. He told us shyly that he had been chosen by the youth group to welcome us at the airport the previous day with garlands of marigolds. He said that as he had waited for us, the regional Maoist commander had arrived with his guards to board the incoming flight. One of the Maoist body guards recognized Raju from the cantonment, and, when he needed to take a quick toilet break, handed Raju his AK 47. At that moment, the

SFCG team emerged from the plane, and Raju hid in the shadows, holding flower garlands in one hand, and gun in the other.

This final piece of Raju's story poignantly illustrated to us the challenges of reintegration and shifting identities and contexts. Peace building is a field of contradiction. The same person can be both a combatant, and a peace builder. Conflict is rarely black and white.

In our log frames and monitoring systems, we need to build in space to let there be paradoxes, and reflect and learn from them. Having a web of people who are from our target group, who live in the communities that we intend to impact, helps to draw out the real stories of peoples lives, and to ensure that the work we do is not a one way communication product, but is a multi directional dialogue. As media practitioners, as peace builders, as agents of social change, we are privileged to work with people to facilitate their own transformation. Learning how to monitor and measure that transformation is a great opportunity, brilliantly disguised as an impossible challenge.

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The art of conversational interview:

Monitoring in the statistical Wild West

By Ondine Ullman

Ranked 116th on the Human Development Index, Mongolia is a vast landlocked Asian country situated between China and Russia. It is three times the size of France, with a total population of just over two and a half million people, and is home to the coldest capital city in the world, Ulaanbaatar. The official language of the country is Khalh Mongol, and the majority of the population is Buddhist. Mongolia has the oldest protected area in the world, the Bogd Khaan Mountains, so declared in the 1700s. Livestock in Mongolia outnumber people 14:1. Under Soviet rule herds of animals were a lifestyle. There was no imperative to over stock, state income was a given. In the market economy, the herd is a cash cow. Fluctuations in family income, once non-existent, are now mitigated by sound business decisions.

Pact has been active in Mongolia since 1999. Its activities and partnerships are constantly evolving to combine locally developed initiatives with the priorities of international cooperation and corporate social engagement priorities. Our work is embedded in Mongolia's continuing journey to a fully democratic state. Our mission is to contribute to the building of a robust democracy in which citizens and their networks have the knowledge and skills to participate in and influence development priorities, livelihoods and quality of life issues.

Framed by a theory of behavior change that uses multi-media as a delivery mechanism, Pact Mongolia produces communication products that facilitate development in a wide range of programmatic areas. These include rural business news and information packaged for radio, television and a quarterly print magazine, a monthly newspaper for young herders who have often been taken out of school to tend herds, campaigns on animal to human transmission of zoonotic diseases, the use of mercury in small scale mining, TV dramas focused on HIV/AIDS and rural agricultural and veterinary practice. By any measure of a small media organisation, our output is huge and our process standards are high.

Pact Mongolia's operating ethos matches sensitized professional expertise to community based approaches. We facilitate community benefit through professional input and seek outcomes that are characterized by community ownership. The locus of control lies with

Ondine Ullman has been working in Mongolia since 2002. For the last three years she is Program Manager and Technical Advisor for Education of Pact Mongolia. Her activities include the provision of technical assistance for the creation of media for development – planning, implementation and monitoring and the management of Monitoring, Evaluation and Reporting processes for all Pact Mongolia programs, including the development of survey tools, conducting focus groups, organizing, planning and conducting countryside trips, basic budget development, database management, data analysis and report compilation.

the communities we serve, and reaching these communities, regardless of the distance or difficulty in doing so, is essential in accessing their collective voice. It is this 'voice' that guides our creation process.

Pact Mongolia has refined a reality based monitoring and evaluation system that is appropriate for measuring impact in Mongolia. The development of this monitoring system lies with Tracey Naughton, our current country director, who has consulted to Pact since 2003. Two years ago her brief was to create a structure that monitors and evaluates the media that Pact produces. The design methodology was developed in consultation with Pact Mongolia staff, and a strong emphasis was placed on keeping the design simple. A training workshop conducted with field research coordinators strengthened the call for the simplification of tools and again highlighted the logistical factors that may impact on the process.

The result was the creation of a monitoring, evaluation and database system that is robust and useable in a country where very few organizations use SPSS or alternate database systems, and in an organization where capacity in statistical analysis is being developed. For this reason, statistical analysis stools such as Chi square have not yet been introduced.

A continual process of development and refinement has resulted in a system that allows Pact to garner information from rural and urban areas across the country. This facilitates access to a wide range of people, including nomadic groups, ethnic minorities and those living in remote parts of the country, many of who are target beneficiaries of Pact's work. Data received is compiled and analyzed and the feedback is utilized in the creation of new materials and the continual improvement of ongoing project activities. Pact's ability to monitor impact and to assess both the quantitative and qualitative aspects of behavior change communications has put Pact Mongolia at the forefront of innovative monitoring and evaluation in the country.

Mongolia is a unique country with a specific context that strongly influences the data collection process. Landlocked, largely untouched and with a significant portion of the population still living a traditional nomadic existence, there are a number of contextual barriers that have provided challenges for Pact Mongolia's monitoring and evaluation processes.

Spread throughout a land four times as large as the United Kingdom, Mongolia's 2.5 million citizens live in the least densely populated country in the world. In the Gobi region, population density is as low as 0.2 people per squared kilometer, which can make finding survey participants a long and difficult process. The challenges are further compounded by the extreme climate of the country, with temperatures falling below minus thirty degrees Celsius in the winter, and often above plus thirty degrees Celsius in the summer.

Snow, windstorms, dust storms or rain adds to the challenges.

A sturdy four wheel drive and a driver who can navigate by the heavens, or, more commonly nowadays, by GPS, are essentials in covering the vast distances in this largely road-less country. There are very few paved roads outside of the larger urban areas and even where there was Soviet built infrastructure, it is now more often than not, in decay. In all of Mongolia, only 3.5 percent of roads are paved.

Mongolia is experiencing an internal migration phenomenon where almost half of the country's population has come to live in the capital city, Ulaanbaatar. The city is ill-equipped to deal with this massive influx and the resulting social, economic and health issues include air pollution from burning coal and an increase in urban crime. With around fifty percent of the population in the city, vast distances need to be covered over a massive expanse of land in order to source the remaining rural population. In ensuring a balanced respondent base, Pact Mongolia strives to gather data from a proportion of rural, peri-urban and urban residents that represent the demographic of each province.

Mongolians living in the countryside, i.e. everywhere other than Ulaanbaatar, remain largely nomadic. They move with their herds, and move their entire ger (felt tent) every autumn and spring. This makes finding participants for follow up data gathering exceptionally difficult and very often impossible. It does, however, allow Pact Mongolia access to different respondents in the same areas at different times of the year and thus expands the resource base from which data can be gathered.

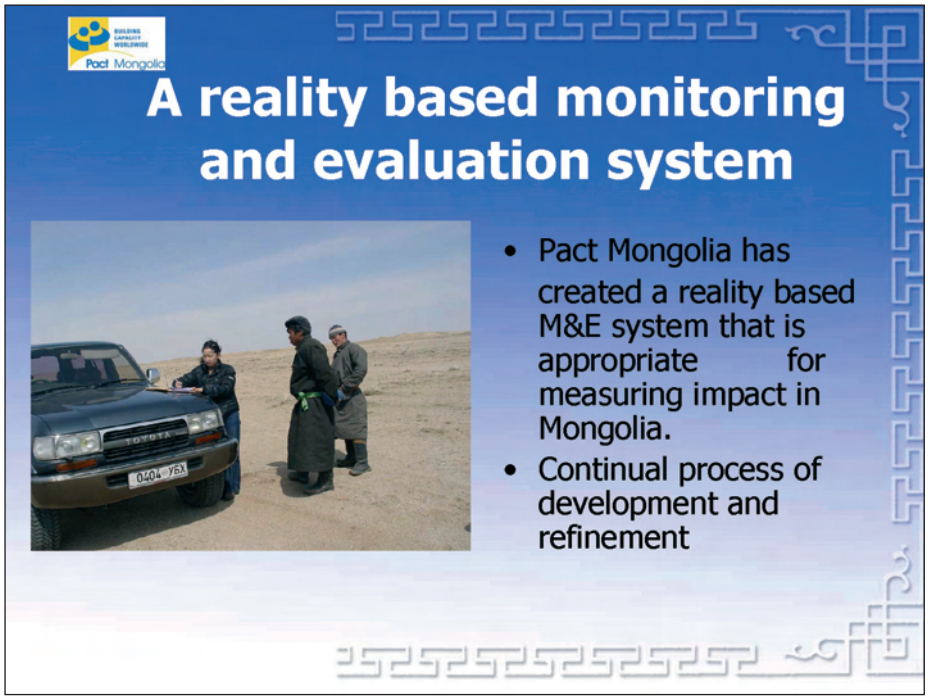
Mongolia has exceptionally high literacy rates, another legacy of the Soviet era. Approximately ninety-eight percent of the population

is literate, the exception being the women of the Kazakh minority in the western area. Women enjoy an almost equal rate of literacy to men. As is the case in Lesotho, very often it is young boys who are withdrawn from education in order to tend the herds, and the girls who are sent off to school. Another impact of the Soviet system in Mongolia is the lack of conceptual thinking and the fear of expressing opinions, predominantly amongst the older generations, and especially in group settings. Pact Mongolia therefore prefers to gather data in one-on-one situations, utilizing interviewer notations of a conversation style interview and ensuring anonymity.

Within the soviet context, meeting quotas was of the utmost importance, and this mindset is still dominant in Mongolia today. The quality of monitoring undertaken by the national radio and television broadcaster, as well as smaller electronic media stations, is often compromised by the quest to meet the quota – in terms of audience numbers, over quality measurements such as audience segments attracted by local content. The importance of accurate data gathering is currently

lost in the challenges of transition from a state broadcaster to a public service broadcaster. The audience appreciation of quality local content rates highly in our monitoring but the Mongol National Broadcaster surveys are under-funded and confined to small sample numbers, primarily urban viewers, so we cannot compare data sets. Figures received for viewership and listenership are often highly exaggerated and incredibly difficult to substantiate. In the absence of accurate nationwide viewership figures Pact Mongolia has developed a tactic of accessing sets of data that were not intended for a media audience extrapolation.

Mongolians love technology and embrace its applications in their lives. It is not uncommon to come across satellite dishes and solar power generators dotted across the countryside. Mongolians have also embraced cell phones and other communication technologies. Pact has an established network of commodity price gatherers who are also part of our monitoring network, and are based in every provincial centre. The commodity prices that they gather daily are sent to the Pact office via sms, and the compiled information is accessible to users nationwide via text message. There are now six cell phone providers and the rural network of coverage is experiencing a rapid roll out. Pact Mongolia has started to incorporate cell phone technologies into our monitoring activities, using instant messaging to gauge immediate reactions and responses to key messages and topical information delivered through our products. A short question banner across the bottom of a television screen will evoke responses.



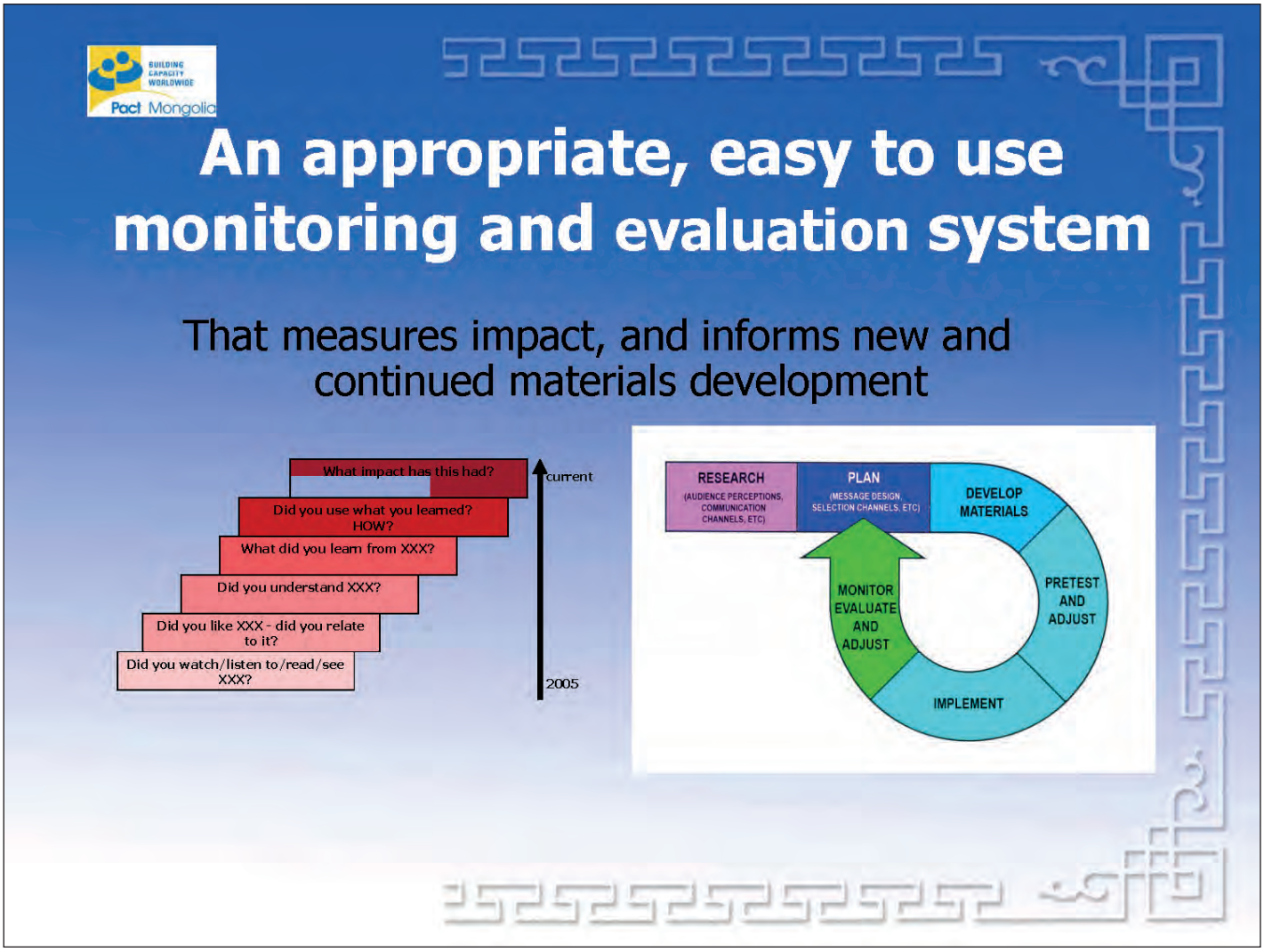
The technique was trialed in three episodes of an HIV edutainment drama, posing questions about homosexuality and friendship, whether or not it was OK for the girlfriend of a newly diagnosed HIV carrier to leave him when she found out about his status, and if it is right for a colleague with HIV to be dismissed from his job.

This proved to be a highly effective, economical method for gauging instant reaction to freshly received information. It is interesting to note that the question regarding homosexuality, which deals with a subject seldom touched and even less often publicly addressed, elicited far fewer responses than either of the other questions. The fact that responses to this question accounted for only five percent of the total replies received is in itself indicative of the uncertainty surrounding the concept of homosexuality and the underground nature of the subject in Mongolia. Messages received also indicated that a large portion of viewers were based outside of Ulaanbaatar, highlighting the reach of the series.

Pact Mongolia conducts almost all of its monitoring and data gathering outside of Ulaanbaatar, the capital city. An established network of information gatherers exists in every

aimag (province) across the country and this allows Pact to undertake extensive nationwide surveys if required. Most of the data gathering is done by the Pact Program Officer or Technical Advisor for Education. Careful route planning and extended trips allow for a maximum number of data sources to be reached. In order to do this, the Pact team very often engages with respondents in their everyday activities – be it at a watering well with their camels, seated in their gers or catching goats for cashmere combing. In the design of data collection tools and conducting data collection processes, Pact is mindful of the cultural and gender sensitivies that exist, especially amongst minority ethnic groups.

Pact Mongolia has undertaken extended monitoring activities that have spanned the life of twenty six part edutainment television series. Pact worked with a network of Peace Corps volunteers stationed in rural areas across the country. Baseline knowledge, attitude and practice information was gathered prior to broadcast. Focus groups constituted of students, colleagues or women at home in the same area, gathered together to watch an episode of the program every week as it was broadcast nationwide. Discussions were then held focusing on the key information introduced in each program. Diaries of these sessions were kept by the Peace Corps volunteers and formed key qualitative input to the evaluati-



on. Post-broadcast surveys, as well as a nationwide survey, completed the monitoring cycle data set.

The results brought to light a number of human rights related issues. Over half of the respondents, for example, agree with the statement that "those that are HIV positive should not be allowed to have children", and that "If an HIV positive woman falls pregnant, she should be forced to have an abortion". Findings also demonstrated an increase in the knowledge of the respondents, and qualitative data illustrated growing empathy and understanding of and for those living with HIV or AIDS. The findings of this survey, as with all the monitoring that Pact conducts, will be used to inform the creation of future projects and materials.

The development and continual refinement of our monitoring system has brought with it many lessons and insights. Here are some of them:

• Monitoring and evaluation requires an adequate budget line in projects where an M & E process has meaning and purpose in terms of Pact Mongolia's program; and adds value in terms of measuring the intended, sometimes even unintended consequences of projects.

• Pact Mongolia produces media and, in terms of organization, has distinct programming and production work units. The two processes are practically very different, but it is essential to ensure clear communication an all aspects of the project so the team values every link in the production chain – from conceptualizing to production to measuring the impact.

• Data gathering based on conversational interviews requires an interviewer who understands the art of listening and unobtrusive, noninvasive and culturally sensitive data collection practices.

• Data that informs is a vital component in the continual, cyclical process of quality behavior change communication materials, and allows the voice of the target audience to be heard in the continued development of products they will receive. This is especially important in a country where the people are learning to express themselves, and take ownership of their learning process.

Mongolians have a saying "A man falls seven times and rises eight times". Pact Mongolia's monitoring and evaluation journey has been filled with challenges and with learning curves that have stretched the ingenuity and resources of a small core staff. We have emerged after every monitoring process a little wiser and little more confident and so much more in tune with the communities we work together with. Our monitoring team is young in terms of practice and experience, and under the mentorship of Tracey Naughton, we are evolving along with our process. At Pact Mongolia, the desire to know more; to understand the people that we work for, and our quest to continually improve the quality of the materials that we produce has led us to transverse the vast steppes, desert, and mountains to assess the impact of our products and to listen to voices that are not often heard.

BBC World Service Trust:

Embedding research into projects

By Esther Saville and Anna Godfrey

This paper is a summary of a presentation given by the BBC World Service Trust's Research and Learning Group (R&L) at the 3rd Symposium Forum Media and Development 'Measuring Change – Planning, Monitoring and Evaluation in Media Development' Conference in Bad Honnef in September 2007. It includes an introduction to the BBC World Service Trust and it's Research and Learning Group (R&L), outlines R&L's approach to using research to support media development and development communications projects and illustrates this approach using a case study from the Trust's Media Development Project in Yemen.

The BBC World Service Trust

The BBC World Service Trust is the BBC's international development charity. It aims to reduce poverty and promote human rights in developing countries through the innovative and creative use of the media. Access to information, empowerment and 'voice' are at the heart of what we do. The Trust works in partnership with local and national media, using a variety of formats (including TV and radio drama, 'soaps', discussion programmes and public service announcements) to help provide greater access to information, rights and services. It also helps strengthen the media sector by training journalists and rebuilding radio and TV stations that have been destroyed or damaged through conflict.

The Trust has worked in over 43 countries across Africa, Asia, the Middle East, the Former Soviet Union and Europe. The work is clustered around three primary themes: *Governance and Human Rights, Health and Humanitarian Response.* In addition, the Trust has two emerging themes: *Learning for Livelihoods and the Environment.*

Effective design and implementation of development programming and media development projects requires a grounded understanding of the economic, social and political factors that either block or drive change within a country. Understanding the interdependencies between different social systems, media and audiences are integral to understanding how audiences use and interpret information from media.

Acknowledging these interdependencies, and also recognizing that they exist within the media sector and across all of the Trust's thematic areas, the Trust's Four Levels approach serves to clarify and focus the Trust's interventions and their impact.

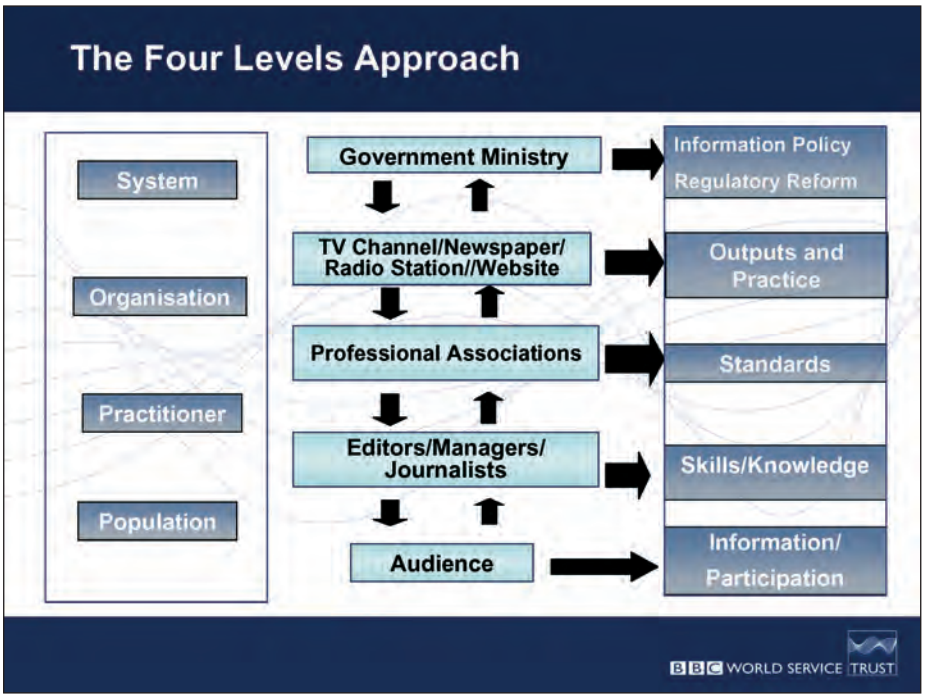
Esther Saville and Anna Godfrey are Research Managers at the BBC World Service Trust.
Esther Saville joined the Trust in July 2006 and has responsibility for projects in the Middle East, Afghanistan and Pakistan. Esther has worked in Government social research for six years where she held research positions at the Home Office and the Department for Enterprise, Transport and Lifelong Learning at the Scottish Executive, also working as a researcher for three years at Glasgow University. In these positions, she worked on a wide variety of social policy areas, developing research and evaluation projects to shape and assess the impact of Government policy and Government media campaigns.

Anna Godfrey joined the Trust in January 2005 with special responsibility for research and evaluation on Media Development projects. She also manages audience research for two Development Communications projects in Nigeria. Anna Godfrey was formerly Senior Research Analyst with the Ministry of Defence where she specialised in the creation and implementation of methodology for measuring the effectiveness of communications activities.

The Trust believes that change and development can and does occur on four different levels: the **system level** with policy and decision-makers; at the **organisation level** with state, commercial and not-for-profit entities; at the **practitioner level**, with professionals; and at the **individual level** with different target audiences. While the levels are naturally interdependent, the *Four Levels of Engagement* approach focuses the Trust's interventions and their potential impact across all thematic areas. Certain projects are designed to target one of the levels specifically, while others are cross-cutting.

Research and evaluation

The use of media and communications for development is increasingly challenged by a lack of attention to accurate impact measurement. For many practitioners, the production of programmes has often been an end in itself. While this has resulted in creative radio and television outputs, the question of whether and how it has contributed to behavioural or societal change has not been adequately addressed.



In addition, although there have been attempts to measure how journalists have enjoyed their participation in journalism training courses, there have not been any systematic attempts to measure the impact of this training on audiences or audiences' perception's of change in output quality. There have also been few systematic attempts to measure the impact of this work on the quality and standing of the broadcasters or media houses themselves.

To address this situation, the Trust has made a substantial investment in its own research and measurement capacity. In the context of the BBC World Service Trust's four-level approach to media development and development communications, the Research and Learning Group was established in 2005 to work with projects to clarify levels of engagement and expected outcomes at each of the four levels.

The Research & Learning Group

All of the BBC World Service Trust's work is underpinned by rigorous research methods to inform each stage of project delivery and to measure impact. This work is undertaken by the Trust's Research & Learning Group (R&L). R&L is an international group of over thirty five research professionals from Africa, Asia, the Middle East and the UK, who have been recruited and trained by the Trust to specialise in media and audience research.

To deliver innovative media solutions to development challenges, the R&L team focuses on four key activities:

- Providing **audience and market insights** to inform project development throughout the project cycle;
- Conducting qualitative and quantitative research studies to **assess impact;**
- **Building capacity in audience research** skills in country;
- Documenting and **disseminating** what has been learned.

The Group draws on cutting-edge thinking from academic and commercial media research, and international development studies, and adheres to a strict set of ethical and professional standards. To date, the R&L Group has delivered research in 22 languages across 39 countries in Africa, Asia, the Middle East and Latin America.

The group uses techniques common within the private sector and applies them with rigour across its projects. These techniques include the following:

• **Formative Research** helps to establish the general parameters and content of a project. It is conducted during the project development phase.

• **Pre-testing** occurs when media content has been produced, but not yet broadcast. Pre-testing helps to refine output in terms of tone, language, relevance and appropriateness.

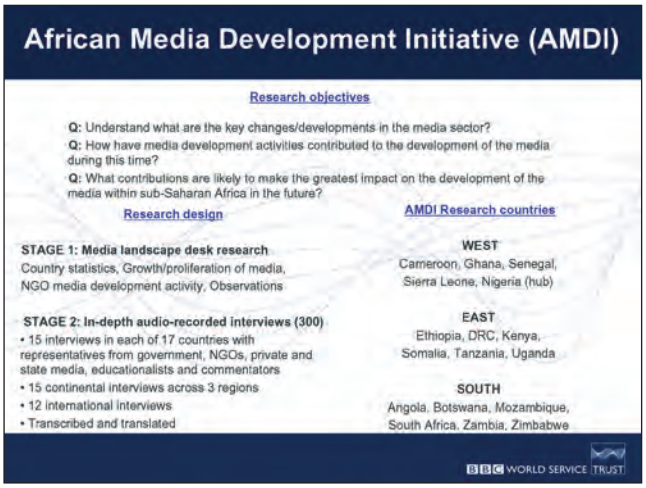
• **Audience Feedback** occurs during the project delivery phase, once an output is being broadcast. The purpose is to assess how audiences are engaging with and interpreting the output, after having seen, heard or used it in their usual media environments.

• **Impact Evaluation** is conducted to determine how much influence a project has had on those who have engaged with it. It seeks to discover if there has been any association between exposure to outputs and changes in knowledge, attitudes and behaviours.

For activities designed to build professional capacity and media infrastructure, it aims to establish if the project has resulted in the desired changes in the media sector.

The R&L Group uses a diverse range of quantitative and qualitative methodology, employing various data collection methods (face-to-face, telephone, online) and making use of both primary and secondary data.

The Group has undertaken **research with a number of leading academic institutions.** For example, the Oxford Internet Institute at the University of Oxford on webometric network analysis to understand the online impact of the Trust's Persian language magazine website ZigZag. Another example is the group's collaboration with Ahmadu Bello University in Nigeria and Rhodes University in South Africa to produce the Africa Media Development Initiative (AMDI). This was a pan-African study which aimed to better understand the state of the media across 17 sub-Saharan African countries.



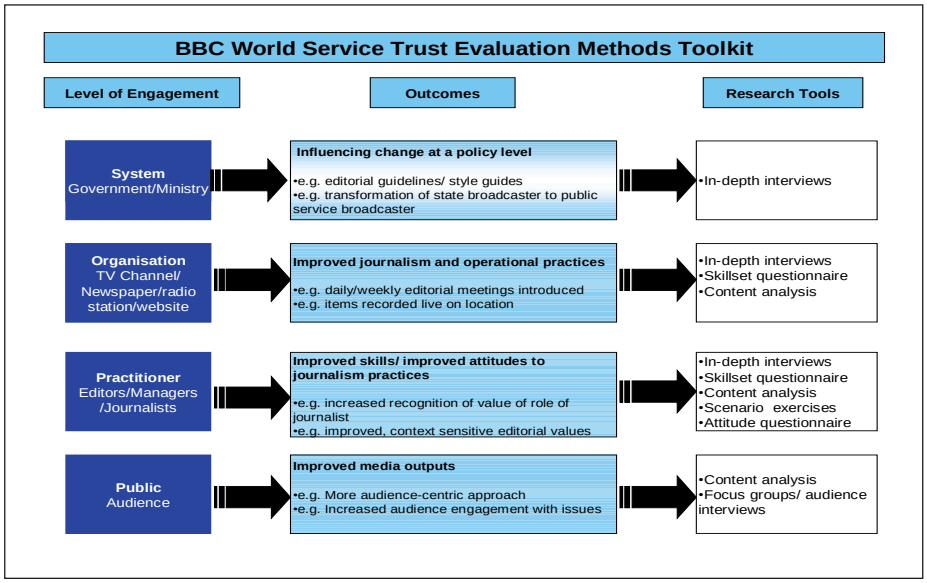
In order to draw on the most advanced thought leadership in research methodology to capture meaningful measures of knowledge, attitudes and practice, the R&L Group has developed an advisory panel. For example**,** this includes Shelia Murphy, Associate Professor at the University of Southern California Annenberg School of Communications. Dr. Murphy specialises in how people make decisions and the factors that influence them. She has also undertaken research into health-related information conveyed in a number of primetime US TV programmes.

Using research to support media development projects

The remainder of this summary will focus on R&L's approach to the evaluation of media de-

velopment projects and a case study of content analysis, applied to assess the influence of a journalism training project in Yemen. R&L has piloted a number of research techniques over the last four years. Its media measurement toolkit of methods captures the impact of media development interventions at the system, organisation, practitioner and public (audience) levels.

To date, efforts to capture the impact of journalist training programmes have focused on self-reported improvements in skills. Typically, this involves qualitative follow-up interviews with journalists to explore, for example, views on training content, the professional and personal impact of training and examples of where training impacted on working practices.[1] Although valuable, this approach is a limited way of capturing impact.



The 'toolkit' from which methods can be selected, based on the requirements of the project or programme, includes pre and post training questionnaires, scenario exercises, in-depth interviews, trainee logs and content analysis. We have also used a range of online research techniques including webometrics, social network analysis and online focus groups.

Skills and attitudes questionnaires completed by trainees pre- and post-training capture shifts in attitudes as well as perceived improvements in skills and knowledge. Scenario exercises developed with experienced journalist trainers test whether trainees are able to put new skills and knowledge into practice in a classroom environment. In-depth follow-up interviews and trainee logs allow further understanding of the participants' views of the training, the challenges faced working as a journalist and the trainees' personal experiences applying the skills and knowledge obtained though training in their day-to-day jobs. Content analysis allows researchers to analyse media output systematically, objectively and reliably by measuring the content or format of print or broadcast material. It provides evidence of actual changes in media outputs after training has taken place.

Case study: Elections Training for Journalists in Yemen

Project design

The BBC World Service Trust ran an extensive training programme for journalists in Yemen to improve the standard of reporting for the local and presidential elections, which took place in September 2006. Over 300 journalists, editors and managers from a range of media organisations participated in refresher courses and workshops, run by both international and local trainers, for print, broadcast and online journalists. The training consisted of week long classroom-based courses and on-the-job training, where a trainer worked with the reporters/presenters in the newsroom. The intensity of training differed for participating organisations (see Table 1) in order to meet their specific needs.

Methodology

The media development intervention in Yemen aimed to influence not only at a **prac-**

titioner level by improving the skills of individual journalists but also, ultimately, at an **organisational level**, by improving the output produced across the participating media organisations. For the purposes of this paper content analysis is presented as a method for measuring changes to output before and after training.

A Toolkit Method: Content Analysis

Content analysis was employed in order to provide a systematic assessment of media output. The study included samples of participating organisations' output prior to and after training. Analysis of the output pre-intervention provided valuable insights to the project team both in terms of the Yemeni media landscape and the organisations' training needs. By comparing output before as well as after the intervention, content analysis demonstrates quantifiable changes to published/broadcast output.

Samples of output (news bulletins, front pages of newspapers and on-line news stories) from a selection of participating media organisations were collected for every day of January 2006 (pre-training) and for a 31 day period during July/August 2006 (post-training). Organisations for which the intensity of training was, respectively, high, medium and low, were included, which enabled the measurement of impact by differing levels of intervention (see Table 1)[2]. (Intensity of training was defined to reflect a combination of: percentage of staff trained, time spent working with media organisation and range of training activities delivered.) The website and the two weekly newspapers were chosen as further examples of organisations where BBC World Service Trust had a heavy involvement, delivering both formal training and on-the-job mentoring.

The table below provides details of the participating media organisations, the type and intensity of the training delivered, the percentage of staff trained at each organisation and the type of output analysed.

The samples were analysed by means of carefully designed code frames[3] used to reduce data into classified categories. The code frame was completed by two coders fluent in Arabic and familiar with the media landscape in the Middle East. The data were reduced into classified categories to cover the three components of journalistic quality targeted by the training[4]:

Table 1: Scope and scale of training and data collection activities

Media Organisation	Type of Training	% of Employees Trained	Level of Intensity of BBC WST Training	Output Analysed
Daily Output				
Television (one of two main state controlled stations)	– Face-to-face training – On-the-job training	50%	High	Daily news bulletings
Radio (one of two main state controlled stations)	– Face-to-face training – On-the-job training	30%	Medium	Daily news bulletins
Newspaper (leading government daily)	– Face-to-face training	Less than 5%	Low[2]	Front page daily and all stories on elections/ political issues
Weekly Output				
Newspaper (leading independent with pro opposition writers)	– Face-to-face training – On-the-job training	70%	High	Front page weekly and all stories on elections/political issues
Newspaper (the leading opposition party's paper)	– Face-to-face training – On-the-job training	70%	High	Front page weekly and all stories on elections/political issues
News Website (state-controlled)	– On-the-job-training	70%	High	All stories on elections/political issues

- content of output
- presentation of output
- production elements

Examples of Key Findings from Content Analysis

For the purposes of this summary, a selection of key findings from TV (content and production elements), are presented to demonstrate the value of using content analysis as both a tool to guide the implementation of media development interventions and to monitor and evaluate their efficacy.

1. Content of Output

Context

Coverage of news in the Yemeni television largely focuses on listing 'diplomatic meetings/events' with reports on the President dominating the first story regardless of other news. As a result, the Trust's training for TV organisations had two key objectives:
– to reduce coverage announcing diplomatic events/meetings
– to promote more balanced distribution of themes covered

To measure whether the training achieved its objectives, content analysis recorded:
– thematic coverage
– frequency of Presidential coverage

Findings

Thematic coverage

- Coverage of 'diplomatic events/meetings' decreased from 59% of coverage to 11% of coverage after training.
- 'Political reporting' increased substantially after training from 17% of coverage to 36%.
- 'Election stories' increased from 4% to 9% after training.

Comparison of output pre- and post-training demonstrates that the training delivered against its objectives; 'political stories' and 'election coverage' increased at the expense of items announcing 'diplomatic meetings/events'.

Frequency of Presidential coverage

Without training, an increase in coverage of the President was anticipated as the elections were imminent. However, after the training news items featuring the President decreased substantially from 83% to 55% post-training. Instead of the first news item/story being dominated by coverage of the President, reports post-training covered other Ministers, the High Commission for Elections and the Supreme Court.

2. Production elements

Context

Prior to training, the TV news bulletins included sound bites but lacked on-location interviews (live or recorded) and studio or phone interviews. Videos of reporters live on location were also rarely used. Instead, stills or pre-recorded video with live voice overs were common (see Tables 3 & 4.).

Technical face-to-face training, as well as on-the-job training and support with the television station, aimed to encourage journalists to:

- reduce use of stills or recorded video with live voiceovers
- increase the use of interviews – particularly on location interviews
- increase items recorded live on location

To measure whether the training achieved its objectives, content analysis recorded:
- the mean number of specific sound and video devices present in each news bulletin (see Table 3)
- type of video sourcing in bulletins (see Table 4)
- the mean number of specific sound and video devices present in each news bulletin

Findings

Changes in output post-training indicate that the training achieved its objectives in relation to technical quality. 'Live voice-overs' decreased (6.7 to 1.3 per bulletin) post-training and the use of 'on-location interviews' (0.3 to 3.7 per bulletin) and 'live on-location' footage (0.1 to 0.7 per bulletin) increased. Phone and studio interviews are still not used in news bulletins post-training (see Table 3).

Video sourcing in TV Bulletins

Before training, there was little use of reporter-led packages with primary shot video tape (i.e. footage of the journalist reporting a story) and heavy reliance on pictures purchased through the TV feed from wire agencies. After training there was an increase in news gathering, and reporters appeared in their packages (1.5% pre-training and 26% post-training). Images from the wire service decreased from 29.3% to 7% after training.

Summary of Key Learnings

The overall findings from this research revealed the complexity of delivering journalism training and the challenges involved in capturing evidence of impact. Content analysis is a useful tool for capturing change in media output. It can both inform training delivery and provide evidence of improvements to output after training has taken place. The detailed and systematic collection of data captures changes in content, presentation of output and production elements that might not be captured by other research techniques.

Although content analysis provides evidence that the output has improved, it cannot be claimed that this is a direct result of the intervention. Content analysis records media output – it does not measure the conditions under which the news is produced. For example, during the training period managers might have introduced editorial guidelines or style guides to the organisation, independent of the training intervention. Changes in output might be attributable to the actions of management rather than the training experience.

Content analysis is also limited to measuring changes to output only – not to the skills acquired by particular trainees. For example, one trainer worked with the newsroom team to produce a TV package – at the last minute the management refused to broadcast the piece due to editorial policy. Although the improved content was not broadcast, and therefore not included in the content analysis, journalists acquired skills in the production process. This would not be captured through content analysis. Additional research tools such as in-depth interviews, questionnaires and trainee logs should be used to provide a more complete understanding of the changes that have taken place and the role of the training in this process. The results from the research undertaken on media output in Yemen have shown that:

Table 3: Mean number of sound/ interview types present in TV news bulletin

Sound/interview types	Pre	Post
Live voice-over	6.7	1.3
Sound bite	3.3	2.9
Pre recorded on location	2.2	1.7
Live on location	0.1	0.7
On location interview	0.3	3.7
Phone interview	0.1	0.0
Studio interview	0.0	0.0

Decreased significantly after training *Increased significantly after training*

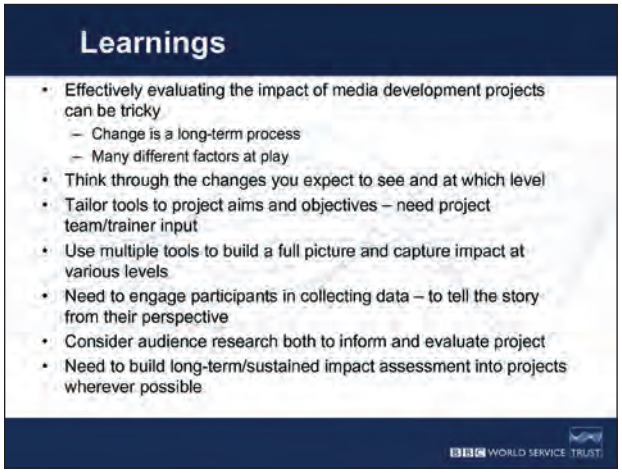
Table 4: Video sourcing in TV bulletins

Video sourcing in TV bulletins	% (N=65)	% (N=77)
Staff reporter/photographer	67.7	63.2
Wire Service	29.3	7.0
Other media	1.5	3.5
Reporter	1.5	26.3

1. Content analysis can be an effective tool for capturing evidence of changes to media output

• At the practitioner level post-training, journalists had a better understanding of how to produce news bulletins – live on-location interviews increased (TV), news bulletins contained more live on-location footage (TV). The content analysis revealed that after training producers and field reporters worked together to produce more on-location live video footage instead of using stills and voice-overs in the studio.

• At the organisational level, the media organisations were producing improved output in terms of content diversity and production elements. This indicates that change occurred at an organisational level (e.g. introduction of new skills and practices resulting in improved organisational output) and management supported these change. For example, Editors-in-Chief agreed to publish/broadcast improved output post-training – the reduction in lead news items featuring the President's daily engagements is evidence of a change in the organisation's editorial approach.



2. Content Analysis can provide insights on best practice for journalism training

By comparing the results of different intensities of intervention across organisations, content analysis reveals training is most effective when:

• Management of media organisations fully support the training programme and have an understanding of the principles being taught to trainees.

• The intervention includes a 'package' of training activities. The greatest changes in output occurred when on-the-job training complements face-to-face training.

• The majority of the news production team participate in the training.

Embedding Research into Projects

It has been widely recognised that the media development sector needs to strengthen its research or monitoring and evaluation capacity. For the Trust, investing in its own research capacity by training researchers to work alongside project implementers, has not only informed each stage of project delivery, it has also helped to capture lessons learnt to guide future projects and initiatives. The R&L Group actively disseminates its research findings and methodological insights through its Research Dissemination Paper Series .

[1] Becker, L.B. & Lowrey, W. (2000). Independent Journalism Training Initiatives: Their impact on Journalists and Journalism Education. Presented to the Proessional Educational Section, International Association for Media and Communication Research, Singapore.

[2] Practical considerations such as the ease with which samples of output could be collected also influenced selection.

[3] This was used as a 'control' against which to compare results from media organisations where the intensity of World Service Trust training activities was medium and/or high.

[4] Essential to the development of the code frame was collaboration with the project team comprising media professionals, trainers, social scientists and other stakeholders with relevant expertise and involvement in the training programme. This is an iterative process where values must be defined, tested, evaluated and redefined in several rounds of explorative coding. This process ensured that the specific criteria included in the code frame directly matched the changes in output anticipated as a result of the training.

[5] A central problem of content analysis lies in the data-reduction process by which text is classified into content categories. Reliability problems can stem from the ambiguity of meanings and category definitions. To minimize this problem, the coding frame was trialled with the coders against samples from Yemeni media and was subject to several rounds of revisions in consultation with the project team.

Planning and evaluation of journalism training:

A baseline study on radio news in Zambia

By Christoph Spurk

Introduction

Assistance to independent and pluralistic media is an important approach in international cooperation. It gained momentum since the beginning of the 1990s, when due to the end of the Cold war 'good governance' and 'democratisation' went higher in the priority lists of major donors in development cooperation.

Establishing independent and pluralistic media is generally seen as an instrument to enable people to take their own decisions by providing a diverse range of information about the relevant events of the day, a diversity of topics and its respective viewpoints. The final aim is to enlarge the audience's knowledge and strengthen its participation in public affairs.

Media assistance has taken various forms, using different entry points to improve the media sector, ranging from training journalists over supporting single media outlets to improving economic conditions and the status of media laws and regulations.

However, it is still a problem to demonstrate the positive effects of such media programmes, and donors were very demanding in the last years to know more about it (Davis 2005). Thus, the need for measuring change in media assistance is quite pressing. On the other side, this is not a simple task, easily added in current programmes without additional funding. There are very few studies that 'measured change' in media programmes, and up to now 'easy to use' tools are not available. The high attendance to this conference demonstrates quite clearly that the media assistance community is urgently looking for instruments.

My presentation today invites you to know about the tool of content analysis for planning and evaluation of journalism training, one of the major activity lines in media assistance. My main argument will be that content analysis:

- is a milestone in measuring change, because it is very close to the journalistic practice that needs to be improved by journalistic training

- is not only monitoring directly after a training but also on the longer term

- is targeted at the outcome level of media

Since 2004 Christoph Spurk has been project leader of "Media in International Cooperation" at Zurich University of Applied Sciences. He started his career as a journalist before working as a media consultant in Kenya. Christoph Spurk is also a member of the "Forum Medien und Entwicklung" (Forum Media and Development) and one of the administrators of the newly launched mediaME-platform.

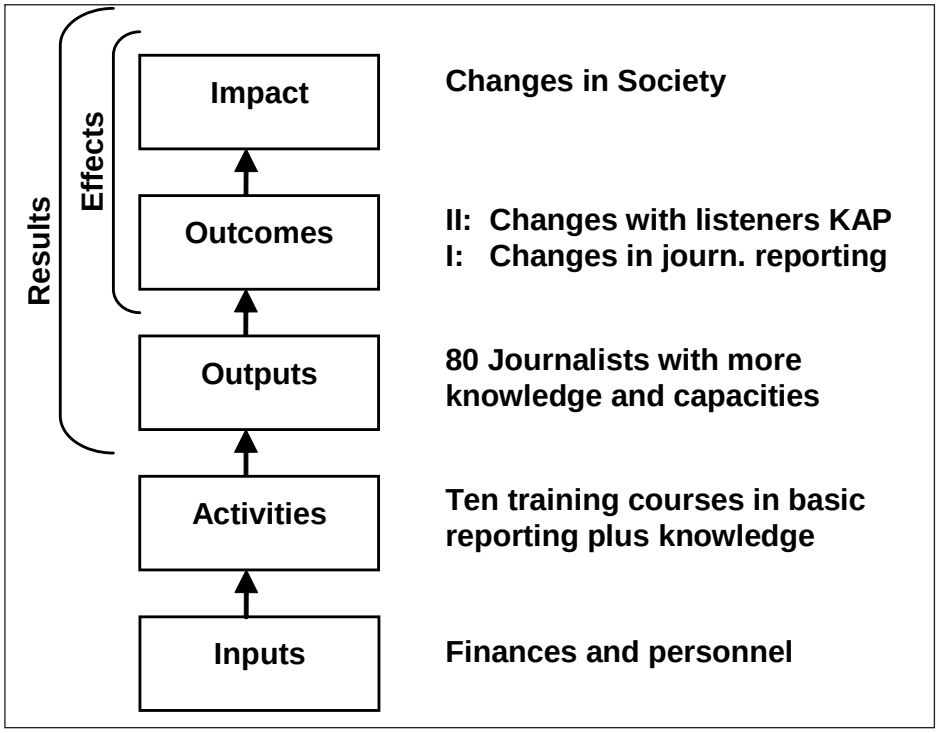


Figure 1: Results chain

programmes, which is the appropriate level to gain reliable data, to interpret and attribute the stated effects to the programmes involved, as well as to convince donors of the effectiveness of programmes.

What is evaluation?

To set the framework let me introduce some basics of evaluation and measuring change.

Evaluation is the systematic assessment of policies, programmes or institutions. It can take place in the whole process from planning over implementation, up to the larger effects of programmes or policies. Usually, evaluations have two different objectives, one of improving the policies or programmes (formative evaluation), the other one judging or controlling the programmes (summative evaluation). In practice evaluation often combines these two aspects in different variations.

From this general definition it becomes quite clear that any evaluation needs as a pre-condition a proper planning (defining needs, formulating clear objectives, setting an impact hypothesis) and proper baseline data against which to measure later the change realized by the programme.

Terminology

Let me clarify the terminology I am using by showing you an imaginary results chain for a journalism training programme in country XYZ.

Thinking in a traditional project or programme set-up one usually provides inputs (financial and personnel) that enable activities (for example a number of journalism training courses in basic journalism) that will lead to a number of different results. The immediate results of these training courses, supposed they were conducted appropriately, are a number of journalists with more knowledge and better capacities to report. This is called the 'output' of the programme.

However, the programme should have larger effects. The first of these envisaged effects is that the journalists trained will improve their 'real life' reporting and raise the quality of their published articles or broadcast news. This is called 'outcome I'.

Through its accomplishment media users (readers, listeners and viewers) shall gain more knowledge from reporting and/or shall have larger opportunities to form their opinion or shall discuss more or initiate debates on political level. This effect – changes in knowledge, attitude or practice of media users (KAP) – is called 'outcome II'.

And finally outcome II should even have an effect on the level of society at large, like establishing or improving democracy, good governance or other high level goals (called 'impact' in figure 1).

On every result-level (output, outcome I and II, impact) one can do an evaluation and measure changes. However the difficulties of measuring are increasing when stepping from output towards impact.

The evaluation criteria of development cooperation – the best known are the criteria set by the Development Assistance Committee (DAC) of the OECD: relevance, effectiveness, efficiency, impact and sustainability – describe the relations between the inputs/activities and various result-levels.

Proper planning as pre-condition

So far we have seen that for measuring change one has to be very clear about the situation before any project (like training) starts, about the results one wants to achieve and about the processes how to get there. Only then it will be possible to measure change, i.e. what has been achieved. This requires as well being clear about the objectives and norms behind the project.

Needs analysis and planning in journalism training projects

Regarding journalism training it is therefore necessary to be transparent on the norms underlying the training. One option is for example to base journalism training on the role and functions democracy theory attributes to the media. According to this approach mass media work as an intermediary with the special role of organizing the public discourse.

From this normative point of view the media system works as an independent observer (and platform) of all actors in society. In contrast to other intermediaries – like political parties, associations and social movements – media should refrain from having a special purpose or their own strong message.

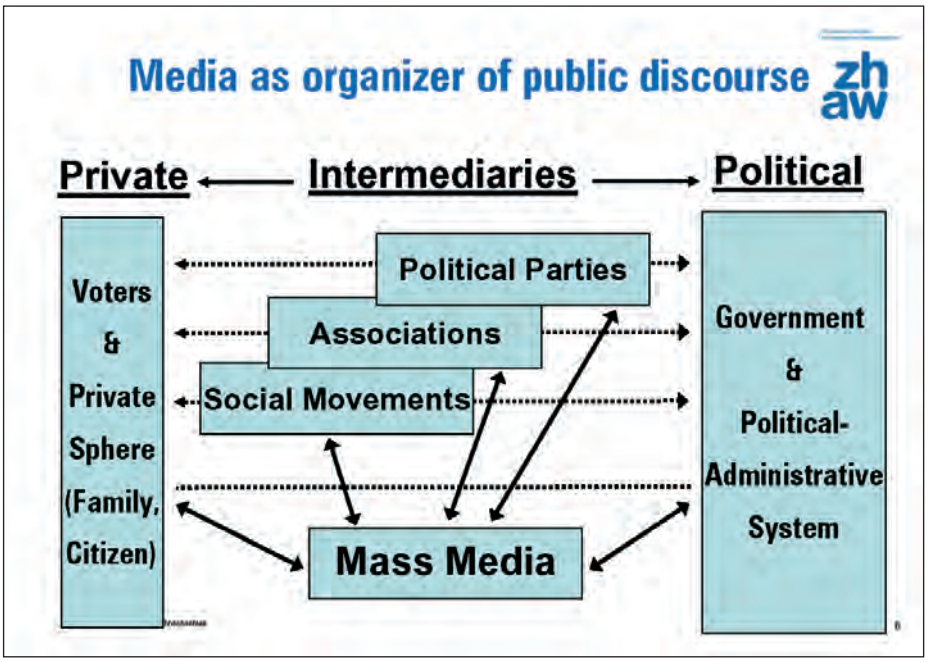


Figure 2: Role of media as organizer of public discourse

Analysis of media sector

Based on this ideal, an analysis of the media system should precede any planning of a media project. This analysis detects shortcomings, needs and potentials, and delivers possible entry points for projects.

The media sector assessment reviews all factors that influence journalism. The levels to be analyzed are:

- Individual journalists and their knowledge/capacities
- Media outlets, their organization (hierarchies)
- Media institutions (press councils, training institutions)
- Media economics (printing, distribution, purchasing power of the people, broadcasting infrastructure etc.)
- Media laws and legal reality (freedom of expression, freedom of information etc.)
- Societal beliefs and cultural values

Focus on content

Journalism, influenced by all factors of the media sector, delivers a final product, i.e. the

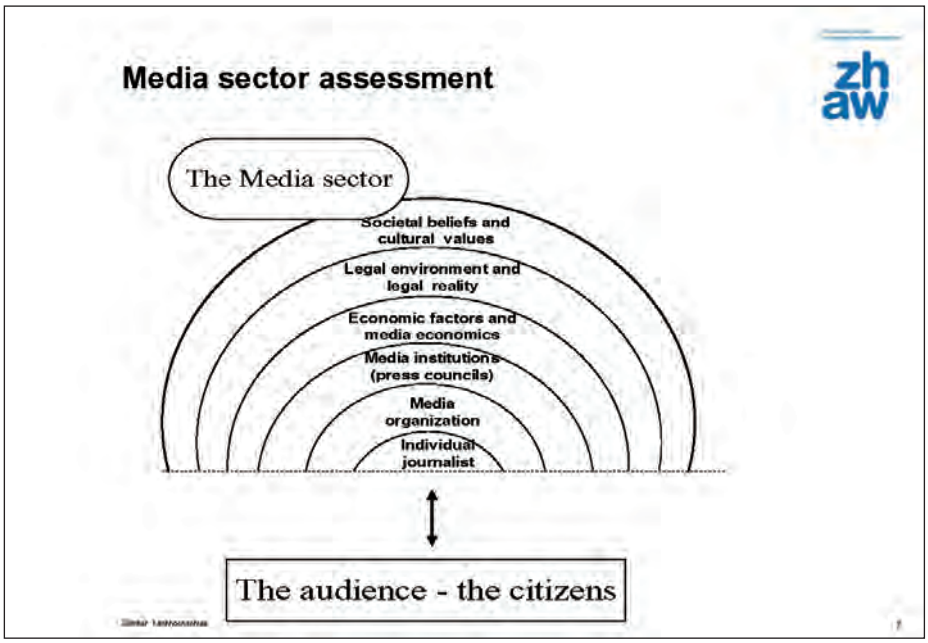


Figure 3: Media sector assessment

content of newspapers, radio and TV to the audience (the arrow in figure 3). Based on the overall goals of democratisation development cooperation is finally interested in improving that content and thus to better serve the audience.

Based on the norms set out earlier (Figure 2 – media as organizer of public discourse) we can derive various functions media should fulfil and formulate specific quality requirements for journalistic reporting in order to support those functions. Exactly those quality criteria we can detect and observe later in texts and thus 'measure' them.

Table 1:

Mass Media Functions	Quality Criteria
Information	• Diversity of **topics** • Diversity of **actors** in stories • Diversity of **sources** • Comprehensiveness of information • Truthfulness and verification
Orientation	• **Background** information and analysis • Diversity of **perspectives**
Forum	• Diversity and balance of **viewpoints** • Diversity of **sources** • Diversity of **opinions**
Scrutiny	• **Level of own journalistic inquiry**

Based on democracy theory there are basically four democratic functions for the media which you all are familiar with: Information, orientation, forum and scrutiny (or watchdog). In discussions with practitioners in various countries we have come to the conclusion that there are various characteristics of journalistic texts that demonstrate whether the specific function is supported or not. This is summarized in table 1.

It can be assumed for example that the higher the diversity of topics in a newspaper or news broadcast or the higher the diversity of actors and sources in a single story or in all stories the better the information function is fulfilled.

The more background information is given in a single story and the more perspectives are provided the better the orientation function is served. And the higher the diversity and balance of viewpoints in a single story, and the higher the diversity of actors, sources and journalistic opinions, the more the forum function of this media is supported.

The watchdog function is served when journalists do own inquiries supposing that own efforts of journalists support a critical and checking role.

Based on this analysis of the media sector and a quality analysis of media content we can discover needs as well as potentials. How does this work in practice?

Content Analysis as a tool to discover needs – An example from Zambia

I like to show you an example of such a (partial) needs assessment we have done in 2006 in Zambia. It comprised

Step 1: reviewing desk studies on Zambia's

media situation (media law, economic factors, media structure)
Step 2: exploring current journalistic role models, editorial policies and working conditions of various radio stations by interviews with radio journalists and editors, and
Step 3: conducting a content analysis of the main news of four different radio stations and thereby detecting their quality.

Results of desk studies and interviews

The main results of the first two steps were quite clear. Based on our interviews with editors, editors-in-chief, owners as well as reporters from all types of radio stations (state, private, religious, community) we found a strong – and for us surprisingly high – consensus on 'Western' basic journalistic quality criteria: Facts should be checked, news and reports should have more than one source, news should be balanced, enabling the listener to make his own opinion, facts should be clearly separated from opinion, all sides and actors should be given an opportunity to utter their voice etc. This made us believe that our quality criteria – explained above in table 1 – are not alien to the situation in Zambia. On the other side – the working conditions in the news rooms were far from facilitating this kind of quality in reporting.

A high workload for every reporter (covering more or less five to six stories per day, including going to places, sourcing and writing) went hand in hand with a weak infrastructure. Equipment is scarce, transport hardly available, staff resources are limited, and awards for good reporting missing.

Additionally there are hardly any formats beyond news to provide the audience with background information and longer reports about specific issues. Only talk shows and discussion rounds might deliver some more information beyond the news broadcasts.

Results of content analysis

Sample

For the content analysis we had chosen a politically wide spectrum of broadcasters: Phoenix is perceived as the opposition broadcaster, ZNBC is the state broadcaster, Q-FM is a commercial and Radio Yatsani a religious broadcaster. We have recorded the main news casts of all four broadcasters between June, 8 and 16, 2006, transcribed them and analysed them according to the quality criteria mentioned above. Totally 196 news items were investigated.

From the content analysis we can see not only the shortcomings regarding various quality indicators but also differences in quality between the various broadcasters.

Table 2: Sample of newscasts for the content analysis

	Phoenix	ZNBC	Q-FM	Yatsani	Total
N	43	46	62	45	196
%	100	100	100	100	100

Sources

In journalism a large number of sources usually count as a quality indicator. The more sources the more probable it is to obtain a broader spectrum of information, additional opinions and reliability checks. Thus, source diversity seems to foster democracy and enlightening of the people.

As our interviews with journalists and editors in Zambian radio stations demonstrated journalists are quite aware of the basic quality criteria in classical journalism. Asked for 'what constitutes quality in journalism?' almost everybody stressed that every article or news

should have at least two sources. Thus the requirements are well known and also well accepted by Zambian journalists. Therefore we investigated the news for the number and other properties of the sources.

Table 3 shows that all news is based on at least one source – a fact not to be taken for granted as studies from other developing countries demonstrate. However, the vast majority of radio news is backed by only one source. This fact contrasts sharply with the declarations of Zambian journalists in the interviews agreeing that it is necessary to provide more than one source for the sake of reliable information. Among the stations Yatsani operates with the lowest average number of sources: 72.4% of their news carries only one source in comparison to the other stations ranging from 56.7% to 59.4%. Furthermore Yatsani has no news in the sample with three or more sources.

Table 3: Diversity of sources

Sources number	Phoenix	ZNBC	Q-FM	Yatsani	Ø	N
1 source	56.7%	59.4%	58.1%	72.4%	61.2%	82
2 sources	33.3%	28.1%	30.2%	27.6%	29.9%	40
3 sources	6.7%	12.5%	11.6%	0%	8.2%	8
4 sources	3.3%	0%	0%	0%	0.7%	1
	100%	100.0%	100%	100%	100%	
N	30	32	43	29		134

Percentage of number of different sources, N = all news, excluding purely international ones

Leaving aside Yatsani, two or more sources are used in roughly 40% of the news. Phoenix has 43.3% of such news, followed by Q-FM with 41.9% and ZNBC with 40.6%. Thus, it can be said that in roughly 40% of the news the stations manage to cope with their own basic standard concerning minimal number of sources. Keeping in mind the difficult working conditions one might say, this is rather good. However, aiming at improving journalistic quality there is a need for increasing this percentage.

More differences between the stations become visible when we look at who the sources are.

Table 4: Who are the sources?

Source groups	Phoenix	ZNBC	Q-FM	Yatsani	Ø	N
Executive government	27.1%	55.3%	39.1%	43.2%	**41.2%**	**81**
Political parties	10.4%	6.1%	15.6%	21.6%	**13.1%**	**26**
Parliament	10.4%	.0%	1.6%	.0%	**3.0%**	**6**
Independent institutions	.0%	6.1%	4.7%	5.4%	**4.0%**	**8**
Civil society national	14.6%	8.2%	6.3%	10.8%	**9.6%**	**19**
General public	4.2%	4.1%	6.3%	10.8%	**6.1%**	**12**
….	….	…	….	…	….	…
N	48	49	64	37		198

Percentage of different number of sources, N = all 136 news, excluding purely international ones. All sources mentioned (up to three per news item = 198 sources mentioned

According to table 4 the state broadcaster ZNBC relies in 55.3% of all its news – and thus to a much higher extent than the other stations – on executive government related sources. Additionally it gives hardly (6.1%) any space to political parties; by contrast Yatsani includes the parties more frequently (21.6%).

On Phoenix the four most frequently quoted source groups add up to 66.7% of all sources in comparison to ZNBC (85.9%), Yatsani (86.4%) and Q-FM (75%). Thus, Phoenix definitely has the widest range of different source groups and thus fulfils the requirement of diversity better than the other broadcasters in the sample.

Another remarkable aspect is that Yatsani gives a voice to the general public (10.8%), i.e.

the ordinary people, more frequently than the others.

Good news for the Zambian radio broadcasters is the fact that most (around 90%) of their sources are transparent, i.e. identified by name and function. This adds to transparency in the listeners' perspective.

Reporting style:
Completeness of news

Another quality indicator when examining news is the completeness. According to this model news can potentially cover four different levels of reporting (called 'depths' of reporting)

1. The first level is a simple description of the event or problem (what happened?)
2. The second level is the description of the immediate reason or trigger of the event (why?)
3. The third level is the description of the background or history of that event or problem
4. The fourth level is the description of potential consequences

It is assumed that the more levels are covered the better is the quality of the news. The background level (third level) can be seen as a specific indicator for enhancing people's understanding of issues.

Table 5 indicates that almost all news contain a description of the event or problem. Usually the immediate reason for an event or problem (why?) is also given, though less frequently on ZNBC (73.3%) and Phoenix (80.6%). On the other hand it is striking that – according to the sample – to provide information on background is rather uncommon in Zambian radio news (average of only 16.5%, without any notable divergence among the stations).

Table 5: Completeness

News contains…	Phoenix	ZNBC	Q-FM	Yatsani	Ø	N
What?	100%	100%	95.2%	100%	98.2%	107
Why?	80.6%	73.3%	88.1%	100%	86.2%	94
Background?	16.1%	13.3%	19.0%	14.3%	16.5%	18
Consequences?	67.7%	46.7%	64.3%	47.6%	59.6%	65
N	31	15	42	21		109

Percentage of news covering different levels of reporting; base of N = all news, excluding purely international news and excluding the news analysed by one coder due to obvious bias.

This fact is worrying, as no other radio formats offer background information and analysis.

Consequences (like 'what will happen to the problem in the near future?' of news are generally provided to a larger extent than background. Almost 60% of the news treats this question; Phoenix and Q-FM deal with it more frequently than the others (67.7% and 64.3%, compared to 46.7% and 47.6% on ZNBC and Yatsani).

Reporting style:
Perspectives

Another quality indicator is the diversity of important perspectives:

Many developing countries face the challenge of progressing from formal to 'true', well established democracies. Against this background it is interesting to see whether and to what extent the news covers the political struggle or discourse around issues and do report on that political debate (in contrast to just describing what the government said, omitting other voices and opinions).

As democracies should mainly address the concerns of the ordinary people it was additionally important to see whether and to what extent the news covers the concerns

of ordinary people in contrast to those of the elite. By reporting on those concerns the media emphasize them in the course of political processes. Thus we examined whether the news were written under any of those two perspectives.

From this analysis we see that Radio ZNBC as state broadcaster deals with the perspective of political discourse in only 13.3 % of its news in contrast to the three others ranging between 33.3% and 38.7% each. This indicates that Radio ZNBC does hardly document the political debate.

Table 6: Perspectives in radio news

Perspective	Phoenix	ZNBC	Q-FM	Yatsani	Ø
Political discourse	38.7%	13.3%	35.7%	33.3%	33.0%
Ordinary people perspective	22.6%	26.7%	26.2%	19.0%	23.9%
N	31	15	42	21	109

Percentage of news covering two pre-defined perspectives; base of N = 109 news, excluding purely international news and one coder excluded for bias

On the other side the 'ordinary people's perspective' is a little more represented with ZNBC and Q-FM than with Phoenix and Yatsani. One might presume that this result shows that ZNBC is inclined to show what the government does for the people, but this would need further investigation.

Table 7: Number of different viewpoints

	Phoenix	ZNBC	Q-FM	Yatsani	Ø
No viewpoint	6.5%	11.8%	16.7%	17.2%	13.2%
1 viewpoint	64.5%	73.5%	47.6%	58.6%	60.3%
2 viewpoints	22.6%	11.8%	26.2%	24.1%	21.3%
3 viewpoints	6.5%	2.9%	7.1%	0%	4.4%
4 viewpoints	0	0	2.4%	0	0.7
Total	100%	100%	100%	100%	
N	31	34	42	29	136

Percentage of number of viewpoints in news reports N = all news reports, excluding purely international news

Viewpoints

For supporting democratic attitudes among the populace the media are expected to provide not only facts but also a wide range of different opinions and viewpoints regarding the facts. 'Viewpoints' are defined as opinions or statements expressed by the actors of the news. Thus, it was assessed whether the news contained actors' opinions, whether there were many viewpoints and whether they were balanced.

Regarding quality the assessment assumes:

a) More viewpoints can be seen as a quality criterion of news reports as they encourage the listener to apply different perspectives while reflecting a subject.

b) A balanced report showing the two sides of a problem (pro and contra) is better than a report that just demonstrates different aspects of only one position.

Table 7 shows that a majority of the news reports (average: 60.3%) contained one viewpoint, most distinctively ZNBC (73.5%).

ZNBC rarely presents two or more viewpoints per news report (11.8% + 2.9% = 14.7%). Yatsani (24.1%) performs better, topped by Phoenix (29.1%) and Q-FM (35.7%). It seems that ZNBC reproduces mainly the viewpoint of the government, whereas the other stations render different viewpoints in their news reports.

Balance of political viewpoints

Concerning the viewpoints one relevant question is also whether there exists a political

balance between government and opposition; it though does not make a sense in every case, for example when discussing environmental damages or reporting on a cultural event.

From this analysis we see that Phoenix, Q-FM and Yatsani are rather balanced in their political reporting: They mention the viewpoints of government and opposition in almost similar shares (compare the two first lines in table 8).

By contrast, ZNBC reports unbalanced in this regard (11.1% vs. 2.8%), although it has in general less 'political' news as shown by the fact that ZNBC's viewpoints were in 86.1% not under the 'pro and con government lense'.

Table 8: Political direction of viewpoints

Viewpoint	Phoenix	ZNBC	Q-FM	Yatsani	Ø	N
Pro government	20.9%	11.1%	16.7%	11.4%	15.5%	26
Pro opposition	18.6%	2.8%	14.8%	11.4%	12.5%	21
Not applicable to govt or opposition	60.5%	86.1%	68.5%	77.1%	72.0%	121
N	43	36	54	35		168

Percentage of news reports with specific viewpoints. Base of N = all news (137), excluding purely international ones, with a total of 168 viewpoints (up to three viewpoints per report)

Table 9: Soundbite provider groups

Soundbite group	Phoenix	ZNBC	Q-FM
Executive government	29.0%	50.0%	47.6%
Political parties	12.9%	16.7%	9.5%
Parliament	6.5%	0%	0%
Independent	0%	0%	9.5%
Civil society	19.4%	16.7%	9.5%
Economy	6.5%	.0%	4.8%
Professionals	6.5%	.0%	4.8%
General public	6.5%	.0%	9.5%
…	…	…	…
Total N	31	12	21

Percentage of soundbite provider groups; base = all news, excluding purely international news; N = 64 soundbites (up to three soundbites per news report), media (own correspondents and other media excluded as soundbites)

Soundbites

Especially for radio news it is interesting to know who is allowed to utter his/ her voice directly to the public. Who is considered as a soundbite by the radio?

Our analysis used in this section the same groups as for actors and sources. From table 9 we see that Q-FM and ZNBC give much weight to the official government sources which they include as soundbites. Official sources are directly quoted in almost 50% of all soundbites. By contrast Phoenix is more balanced. It has the largest variety of soundbite providers. Moreover it provides more soundbites than the others. The general public hardly gets a word on any of the four stations, it is represented only with a few soundbites on Phoenix and Q-FM.

Source context

The source context gives information about the occasions in which journalists contact sources. The main aim is to find out, whether journalists gather information at events and press conferences or whether they act independently in order to get in touch with a source.

Table 10 shows that press conferences and press releases play a marginal role as source context; regarding this aspect there are almost no differences between broadcasters. For a considerable number of news items (on average: 21.5%) the source context remained unknown, i.e. the listener does not receive any information about the source context. A

Table 10: Source context

Source context	Phoenix	ZNBC	Q-FM	Yatsani	Ø
Press conference	6.3%	3.9%	0%	5.4%	**3.5%**
Event itself	54.3%	**62.5%**	50.0%	46.9%	**53.5%**
Own inquiry	**31.4%**	17.5%	16.0%	18.8%	**20.4%**
Quote from news agency	0%	7.8%	23.4%	18.9%	**13.0%**
Quote other media	2.1%	0%	1.6%	2.7%	**1.5%**
….	…	…	….	….	….
N	**35**	**40**	**50**	**32**	**157**

Percentage of news with specific source context; based on N = all news, excluding purely international ones. [200 different sources mentioned (up to three sources per news item); thereof 43 belonged to the category 'Source context is unknown'; thus 157 sources remaining.

common way to gather sources is at events, where they can be approached easily (average: 53.5%, whereby ZNBC with 62.5% exceeds the others).

Yet a remarkable difference could be stated in the category 'Own inquiry'. This is when a radio station calls on a source by its own efforts and mentions that ("...in an interview with radio X…"; or: "…speaking to us this morning Mr Y mentioned…"). With 31.4% Phoenix proved to be more active than the others. This can be seen as an indicator for good journalistic quality. On Q-FM on the other hand own inquiries amount to a mere 16.0%.

From these results it can be derived that Zambian radio journalists rather seldom approach sources by their own effort. This might be due to working conditions which make it necessary to rely on 'easily approachable' sources. Therefore a big potential for improvement in this aspect can be stated.

Table 11: Topics

Regrouped topics	Phoenix	ZNBC	Q-FM	Yatsani	Total
High politics	35.5%	20.6%	37.2%	44.8%	34.4%
Law issues	3.2%	2.9%	7.7%	0%	3.6%
Social development	25.8%	32.3%	16.3%	20.7%	23.4%
Events	9.7%	11.8%	9.3%	6.9%	9.5%
Economics	22.6%	29.4%	30.3%	27.6%	27.8%
Religion	0	2.9%	0	0	0.7%
Others	3.2%	0	0	0	0.7%
Total	100%	100%	100%	100%	100%
Total N	31	34	43	29	137

Base of N = all news, purely international news excluded (137 news reports)

Topics

Regarding the topics of radio broadcasting our sample was not large enough to go into details. However we have done a tentative analysis.

After attributing to every news item a topic out of a list, the single topics were re-grouped for better analysis. According to table 11 "high politics", consisting of political reform, elections, security, history and foreign affairs, is the most relevant topic group with an average of 34.4% of all news reports, except on ZNBC that covers this issue less than the others. The lower share on ZNBC is due to a comparatively low reporting on the coming elections.

The second largest group with an average of 27.8% is 'economics' consisting of finances, industry, business, infrastructure, agriculture, development co-operation, regional integration and economy in general.

Social development-related issues such as health, education and environment, are the third largest group (23.4%). With 32.3% ZNBC tops the average remarkably. Radio Q-FM on the other hand ranks behind the others (16.3%). The question remains justified whether social development issues are adequately represented in the radio.

Summary – basic needs

By overlooking the results for the above introduced indicators we receive a comprehensive and concise picture concerning quality and shortcoming of Zambian radio news. Principal shortcomings concern the diversity of sources, especially of the groups used as sources. Also the results for reporting style (background) and for diversity of viewpoints indicate potential for improvement. The same can be stated for the diversity of perspectives. Some specific topics might be underreported.

My main point now is that with this needs analysis (see table 12) that is based on sound content analysis the planning becomes a lot easier.

Identification of objectives and results

According to the scheme of figure 1 (Results chain) we can now formulate an impact hypothesis for a journalism training project: Through journalism training the practice of reporting will be changed in a particular direction (outcome I) and this will influence the knowledge, attitude, practice of the audience (outcome II) and this will add to democratization (impact).

The overall goal (impact = society level) might be a 'contribution to democratization and participation'; the objectives on outcome II (audience) can be the 'audience is better informed', or 'poor people start discussing

Table 12: Summary of shortcomings in quality of reporting

	General	Phoenix	ZNBC	Q-FM	Yatsani
Completeness	Background missing	Middle level	Low in background	Best in background	
Perspectives	Diversity of perspectives low	Best on political discourse	Hardly any political discourse		
Sources number	60% only 1 source				Least sources
Source groups	Only limited diversity	Best diversity	High share of govt sources, little diversity of other sources		Best in general public
Transparency	Good				
Source context		High level of own inquiry	Low level	Low	Low
Viewpoints	Limited no. of viewpoints	29% with 2 or more	Only 14% with 2 or more	35% with 2 or more	
Political viewpoints	Mostly balanced		Very unbalanced		
Soundbites no.		Highest	Middle	Low	No soundbites at all
Soundbites groups	Limited diversity	Best diversity of soundbites groups	High emphasis on govt soundbites	High emphasis on govt soundbites	

and raising concerns to public sphere'. As objectives on outcome I level we can specify particular criteria of reporting (sources, diversity of viewpoints, or topic diversity) to be improved.

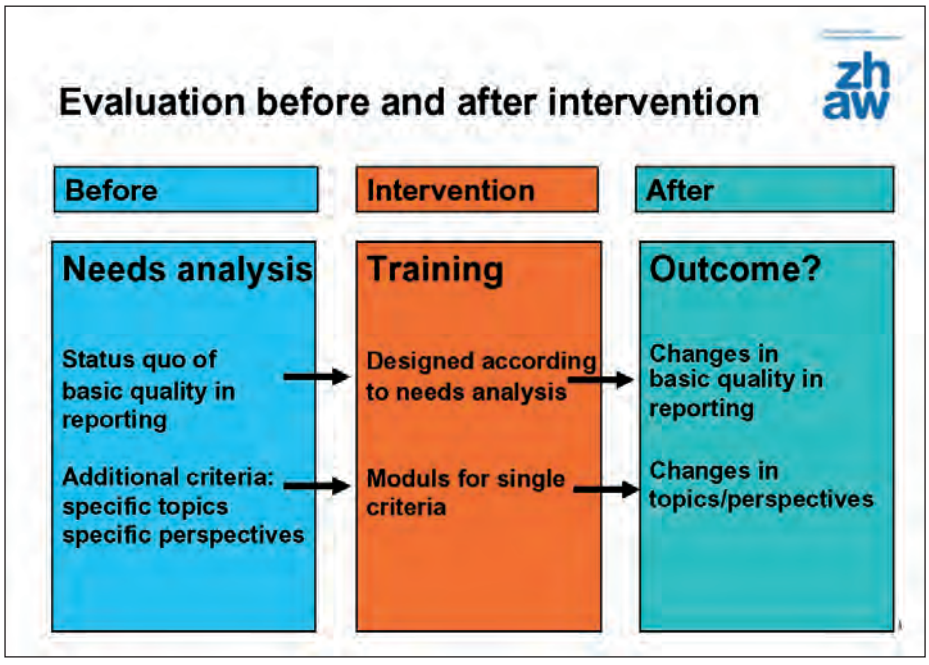
Evaluation of journalism training

This needs analysis is additionally the starting point for any evaluation or measuring change. Based on this the needs analysis done before the intervention (training) one can easily measure the changes due to the intervention by comparing the quality indicators before and after the intervention.

The data 'before the intervention' are provided by the content analysis and formed the basis for the training design. The 'after-intervention' data should be gathered in the 'real' reporting situation some time after the training course. When the same indicators are measured the change can be observed in the following manner.

The evaluation scheme in fig. 5 shows that a simple before – after comparison will do for measuring the change. When the quality aimed at is measured in times t1 (= needs analysis = baseline) and at time t2 (after the training) we can see whether and how much progress or change in quality was realized by
a) the individual training participant (symbol: circle) that has been sent by its broadcaster
b) the broadcaster that has sent this participant (called participating broadcaster; symbol: rectangular)
c) the broadcaster not participating which needs to be included in the measurement as a control group.

Figure 4:
Evaluation before and after intervention



The difference between the individual participant and the not-participating broadcaster is the overall effect of outcome level I. The difference between the participating broadcaster and the individual participant is called the 'net effect' as it excludes the progress the broadcaster (i.e all reporters and journalists not having participated in the training) has made by itself between times t1 and t2 (for reasons we do not know). Further inquiry is needed to see whether this change by the 'participating broadcaster' in general is due to influences from the individual training participant (which is normally very much intended by training programmes).

Conclusions – some thoughts for discussion

This instrument of measuring quality has a great potential. It can be further applied to other media than radio only, and it can be used to investigate other formats than only news. It can also be applied to review specific topics, e.g. health reporting.

From my point of view measuring change at the outcome level is not only easier but better than measuring at impact level, for three reasons:

a) Demonstrating that outcome level I has improved, and thus one of the milestones

between the project and the societal goal (democracy, governance), is a very fine argument in favour of media programmes. I think donors will understand this message.

b) It might be more trustworthy than stating effects on impact level, as the results on impact level underlie a lot of different factors pulling in different directions. A 'good' project might be overruled by hazardous economic or demographic factors, and thus appears less well done. This can be also true in the opposite direction.

c) Measuring change at outcome level helps projects as they also get information, where exactly to fine-tune or adapt for further improvement.

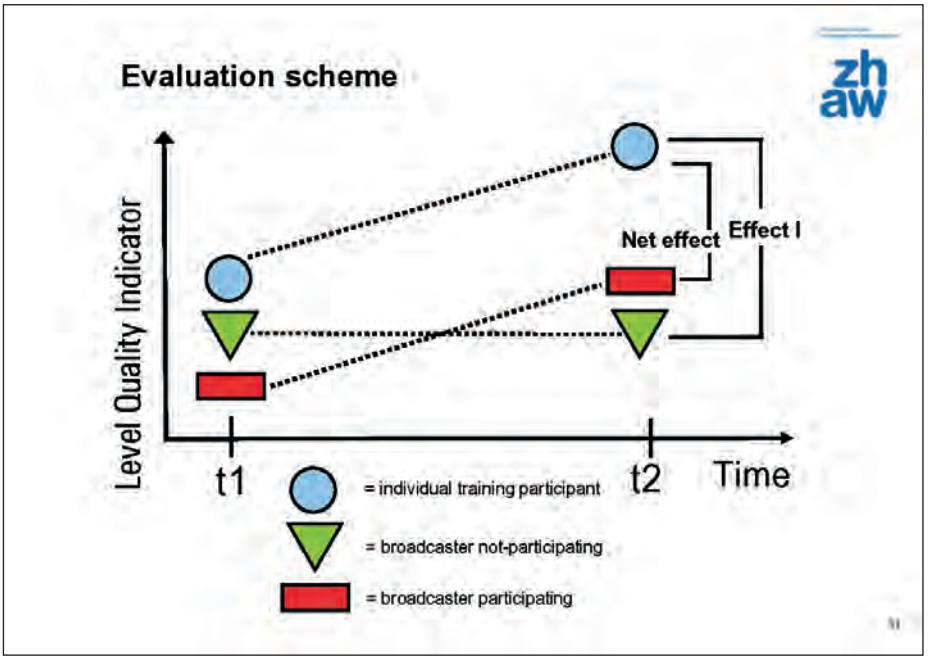


Figure 5:
Evaluation scheme

Changing the Perspective:

Who evaluates the donors' performance?

By Luckson Chipare

Luckson Chipare is a Namibian based Independent Consultant working on Media Development issues in Africa since May 2006. He has done a number of media projects including developing the Danida Media Programme for Zambia 2007–2008, the Midterm Review of NSJ for the period 2005–07, the business model for the Highway Africa News Agency and the Strategic Plan framework for Media Foundation for West Africa. Before that, Luckson was the Regional Director of the Media Institute of Southern Africa (MISA). During his tenor with MISA, Luckson instituted Strategic Planning which resulted in MISA coming up with its first Strategic Partnership Programme (SPP) 2002–2005 under which traditional MISA donors provided the organisation with basket funding for three years. In 2005 MISA developed the second SPP which covers 5 years and again secured donor support on a basket funding basis. Luckson is the current Chairperson of the Lusaka, Zambia based OneWorld Africa, a member of the OneWorld network. Luckson previously served as the IFEX Convener from June 2004 to February 2006 and from May 2005 to October 2006 was a member of the African Media Development Initiative Advisory group, an initiative facilitated by the BBC World Service Trust to seek ways of developing media in Africa.

The topic of this session "Changing the perspective: Who evaluates the donors' performance in Media Development?" is a bit off the usual line we have been hearing during these two days of the symposium. The organizers felt there is a need to have a "balancing provocation" of the donors and implementing organiations performance, and, for my sins, chose me to be the fall guy! This is probably the last time I get any work from my clients; mostly European governments!

Background

As you heard from the kind words of the moderator of this session in introducing me, until recently, I was associated with the Media Institute of Southern Africa (MISA), a media freedom and free expression organization based in Windhoek, Namibia which is considered a success story of such organizations in the 'south'. I worked for MISA for over ten years, during which period the organization experienced phenomenal growth and consolidation and was a major beneficiary of donor support.

It was also during this same period that MISA undertook strategic planning and as part of its strategy managed to get support for its activities through a 'basket' funding model that enabled it to consolidate its regional work. As part of this strategic planning process, MISA also instituted rigorous monitoring and evaluation procedures as a way of being accountable both to its members and donors. For the first Strategic Partnership Programme (SPP1), April 2002 to March 2005, annual externally facilitated reviews and an end of period evaluation were incorporated and undertaken. For SPP2, covering the five-year period April 2005 to March 2010, there is provision for an externally facilitated midterm review and final evaluation.

From this background, you can see that I and my colleagues at MISA, have been very involved in reviews and evaluations, from which we learnt a lot about how our work was and continues to be viewed by our stakeholders; both primary (members and donors) and secondary (citizens, national governments and the international community).

Purpose of reviews and evaluations

But MISA started evaluations much earlier than 2002 and, in fact, has a very bad initial

experience with evaluations. At the end of its first major funding in mid 1996, the team undertaking the evaluation visited MISA and after carrying out interviews and all evaluation related processes, left and presented their report, presumably to the donor, but the report was never made available to MISA, despite many requests.

Fortunately, three years later, MISA was able to raise funds for an internally initiated external evaluation of its work in the region. The evaluators concluded that if MISA did not exist, it was time that such an organisation was invented. This very positive assessment really inspired the organisation to press on and to be more pro-active in its work as recommended by the evaluators.

Thus the MISA internally initiated external evaluation was of the second type discussed in the introduction session yesterday: that of facilitating improvements. The evaluators interviewed MISA primary stakeholders, especially members and other beneficiaries of its work to find out how they perceived these services. What improvements could MISA make in its work to ensure that it addressed the members and beneficiaries' needs? How could MISA improve in its internal process to impact on its external environment?

As indicated during the introductory session yesterday, the first type of evaluation, which we are all familiar with, is for passing judgement from an accountability perspective. These types of evaluations generally ask questions like: Did the project meet its objectives? Did it work? Should the programme be continued? Were funds used appropriately and efficiently?

Usually external evaluations expose the weaknesses of the "receiving partners" in the planning and implementation of their projects, but rarely ever mention the shortcomings in the policies, procedures and performance of the donors.

From my own experience at MISA, external evaluators do comment on the performance of donors, mostly in relation to funding and how the funding impacts on the implementation of the programme or projects being evaluated. As a result of an external review and evaluation undertaken during 2001, MISA donors agreed to the recommendations of the evaluators that the best way to support MISA was through a 'basket' funding model.

What is evaluation?

An "evaluation is a periodic assessment of the relevance, performance, efficiency and impact of the project in the context of it's stated objectives. It usually involves comparisons requiring information from outside the project – in time, area or population" (Casey and Kumar, 1987). Evaluations often require the careful collection of information around measures and activities undertaken in order to pass judgement on the extent of performance about it.

There are a large number and wide variety of evaluations that can occur in businesses, whether for-profit or non-profit. Evaluations are closely related to performance management (whether of organizations, groups, processes or individuals), which includes identifying measures to show results.

Performance is largely assessed based on the outputs, outcomes and impacts that are attributed to the activities undertaken, though the latter (impact) may take sometime to manifest and most long after the activities have been undertaken.

Who should carry out evaluations?

Two groups are identified: Evaluation Experts and Beneficiaries.

Usually external evaluations expose the weaknesses of the "receiving partners" … but rarely ever mention the shortcomings in the policies, procedures and performance of the donors.

Experts

Ideally, management should decide when and what the evaluation goals should be. At MISA, we proposed when the evaluations would take place and what was to be achieved by these evaluations. We then prepared draft Terms of References for discussion and approval by the donors.

Once the above framework has been agreed, evaluation experts are then recruited based on Terms of Reference. Evaluation experts help the organization in determining what the evaluation methods should be, and how the resulting data will be analyzed and reported back to the organization and its donors. The cost of annual reviews and evaluations were included in the organisational budget and MISA was then responsible for the payment of the experts on completion of the evaluation.

Therefore, if at all possible, have someone other than the project managers look at and determine evaluation results.

However, there is a strong chance that information about the strengths and weaknesses of a project will not be interpreted fairly if the same people responsible for implementing the project analyze the data on it. Hence the need to engage external experts in carrying out evaluations.

Project managers will be "policing" themselves if they were allowed to carry out their own project evaluations. This caution is not to fault project managers, but to recognize the strong biases inherent in trying to objectively look at and publicly (at least within the organization) report about their projects. Therefore, if at all possible, have someone other than the project managers look at and determine evaluation results.

In the case of MISA, a committee of the board helps with the evaluation process and works with the Director to ensure the organisation internalises and learns from the evaluation. This includes receiving and responding to the draft report of the evaluation experts.

Even while MISA manages the evaluation process, donor representatives are also involved and receive the draft evaluation report for their comments as necessary.

Good project evaluations assess project performance, measure impacts on beneficiaries, and document success. With this information, projects are better able to direct limited resources to where they are most needed and most effective in their communities. To help project managers fulfil these goals, evaluation experts should provide guidance and explain project evaluations – what it is, how it is done and how to use evaluations to improve projects and staff performance.

Beneficiaries

The other group that should carry out evaluations are the beneficiaries. But, invariably, this group is often too desperate to act on their own and needs facilitation in bringing them together and guiding their work. I have two examples of this to share:

◆ In November 2003, I was one of about 70 participants at a conference held in Oslo under the title "Does Support to Media further Democracy, Peace and Human Rights?" The keynote address was by Ms Hilde Frafjord Johnsen, the Norwegian Minister of Development Cooperation on "Norway's support to media, democracy and poverty reduction: how will it all come together?" The minister, who took over 30 minutes in her presentation, stressed the role of media as a watch-dog on political power and how this role, if carried out without interference, could lead to good governance, democracy and poverty reduction. In her view, people need information to exercise their choices and media is key to the provision of this information. The state

of media freedom in a country, is also a very important indicator of democracy. In plenary presentations participants from all regions of the world receiving Norwegian development support shared their experiences on how the support had helped them in their work. In this way, I believe the government of Norway learnt whether their support was relevant, effective and had an impact.

◆ The USAID Regional Centre for Southern Africa based in Botswana also used a stakeholder participatory process to evaluate its Democracy and Governance program. This was done through externally facilitated annual meetings during which stakeholders, mostly beneficiaries, provided input on what they felt were the trends in democracy and governance issues affecting the region and what sort of strategies they felt should be pursued in order to reinforce the good aspects and discourage the bad ones.

In the above two cases, one would say beneficiaries were involved in assessing donor programmes, and I consider these processes as a type of evaluation.

Paris Declaration on Aid Effectiveness

One would have thought that evaluating their own performance would assist donors in improving the effectiveness of their funding of media development initiatives. Is it not time some of the principles of the Paris Declaration on Aid Effectiveness were applied to media development?

In brief, the Paris Declaration emphasizes ownership, harmonization, alignment, results and mutual accountability. Ownership recognizes that partners exercise leadership over their development policies and strategies and coordinate development actions. Harmonization requires that donors' actions are more harmonized and transparent and collectively effective.

Alignment requires that donors base their overall support on partners' development strategies and procedures. Managing for results means that the focus should be on the desired results based on agreed indicators. Mutual accountability requires that donors and partners enhance accountability and transparency on the use and cost-effectiveness of the resources expended on development.

Mutual accountability requires that donors and partners enhance accountability and transparency on the use and cost-effectiveness of the resources expended on development.

Conclusion

Governments and indeed NGOs like MISA in a number of developing countries are devoting considerable efforts to strengthen their monitoring and evaluation systems and capacities. They are doing this to improve their performance – by establishing evidence-based policy-making and budget decision-making, evidence-based management, and evidence-based accountability.

The evaluation of media development projects should be undertaken by experts and beneficiaries working with projects implementers and funders, to ensure that funds are cost-effectively and efficiently used to achieve the desired objectives. Donors should also ensure that they implement the Paris Declaration on Aid Effectiveness as it applies to their support to media development.

WORKSHOP 1

Summarising lessons learned: Recommendations to donors and implementing organisations

General Observations

1. Recognize that the complexity of the context of media assistance efforts require a diverse toolkit of means and methods in programs and projects, and their monitoring and evaluation

2. Encourage transparency among donors and implementers at all levels that can produce more open communications

3. Encourage efforts to gather evidence-based arguments that can clearly and strongly make the case that media assistance promotes democracy and development

4. Emphasize the importance of research and communications in all media assistance projects and urge firm commitments to this from planning through evaluation

5. Focus on knowledge and capacity building and urge the fullest dissemination of useful tools and learning

6. Make visible the results of media assistance efforts and the benefits of cooperation to donor societies as well as recipients

7. Encourage the creation of a "tool-kit" approach practitioner handbook on media assistance impact monitoring and evaluation

Concrete Proposals

A. Create Media Monitoring & Evaluation expert working group that will carry forward conference discussions and promote discussion on the points above and other issues

B. Create media assistance "Coordination Group" to encourage broader knowledge of efforts and avoid duplication of efforts

These two groups can be structured as open "membership" groups that can use a virtual forum like "D-groups" to exchange information. Wiki format should be considered for any working documents.

Both groups would best serve if launched with a clear brief note introducing their purpose. They should be moderated and on a periodic basis contributions reviewed and synthesized for dissemination.

Thomas R. Lansner

WORKSHOP 2

Impact of Journalism Training

The workshop had two objectives:

1. Getting an overview of evaluations done for journalism training and identifying their objectives, levels and methods

2. Finding reasons for this status of evaluation in journalism training

Results on stocktaking exercise

The participants in the workshop named various examples of evaluations from their professional background. These examples were clustered according to objectives of the training and levels of evaluation.

a) The table next page demonstrates that almost all current evaluations of journalism trainings are mainly conducted on the output level, i.e. what the participants have learned in the course, but hardly ever what larger effects of that training exercise have been achieved.

b) The usual method is a questionnaire that is conducted before and immediately after the course.

c) A little different approach is the set-up of training institutions. Here the sustainability and viability of the institution comes into focus.

The workshop participants could not clarify whether these findings can be generalized. It can only be assumed that the media sector as such has not yet touched the outcome or impact level of its programmes. This was in line with the general impression on the conference.

Results on hindering and enabling factors for more in-depth evaluations

There were named quite a few hindering factors for better evaluations:

a) For measuring on the outcome level tools and indicators are still missing.

b) It is as well a question of tight budgets and deadlines by donors

c) There is a lack of cooperation between researchers, implementers, other experts and the beneficiaries

d) There was a suspicion that the 'learning culture' is not very widespread in the media assistance sector (as in development cooperation generally). Everyone likes the image of being successful, only a few will concede failures from which to learn more.

e) There is some misgivings on the results of evaluation ("we may not fail")

However, there are also factors favouring more in-depth evaluations:

a) it enables self-evaluation

b) there is a genuine interest with project implementers to know about successes, failures and sustainability

c) there is some confidence in the sector that evaluation results will be positive.

3. What to do?

The recommendations what to do could not be as intensively discussed due to time constraints. A few ideas however emerged from workshop discussions:

a) There is a need to incorporate in our organizations the culture or freedom to fail. This will enable future progress

b) Tools for self-assessment should be elaborated

c) The organisations have to integrate the care for follow-up in their structures.

d) It needs additional steps in evaluation , for example if the right people are targeted at in a way to later achieve outcome and impact

e) Evaluation needs to be integrated from the very beginning of projects *Christoph Spurk*

Synopsis: Current evaluation practice in journalism training

	Objectives of programme	**Level**	**Method**
Assessing training institutions (UN publication)	Improving basic education	Output of institutions Output of programmes	
Election reporting Sierra Leone			Questionnaires Before – after course
Radio for Peacebuilding	Clarifying – role of organisation – change attitutes – skills	Outcome	Programme analysis
HIV Workshop (Columbia) in Zambia		Output	Questionnaires Before – after course (journalistic attitudes) Final questionnaire on skills and knowledge
Development of media skills for	Continuous improvement	Output	Mentoring during practical phase
HIV + ethics training PACT		Output Outcome	Continous monitoring
Press Now Ev. Media Training Institutions	Increase sustainability Capacity building		Assessment of media training institutions
DW-Akademie		Output	Analysis of secondary data (after course questionnaires)
Peace journalism training		Output	Course questionnaire

Mission Statement

The German "Forum Media and Development" (Forum Medien und Entwicklung) is a network of institutions and individuals active in the field of media development cooperation. It serves as the German platform for the exchange of experiences, research and further elaboration of concepts. It facilitates the dialogue between media practitioners, development politics and the scientific community.

The members of the German "Forum Media and Development" advocate the human right to freedom of speech. They are convinced that free and independent media are essential for the development of liberal democracies. Free and independent media ensure that all groups of society can participate in public opinion forming. At the same time they demand transparency and accountability from political, social and economic players. This is also of particular importance with regard to poverty reduction and the promotion of sustainable development. Therefore, the German "Forum Media and Development" endeavours to strengthen the importance of media aid in the context of development cooperation.

The activities of the Forum include:

- exchange of information and experiences among the members
- exchange with media representatives from Africa, Asia, Latin America and Eastern Europe
- cooperation in carrying out joint projects, research and evaluations
- coordination and representation of the interests of the non-governmental organisations that are concerned with media development cooperation – at national, European and international level
- further elaboration of the political and strategic framework of the German media development cooperation
- advice to the German government and its implementing organisations.

The founding members of the Forum Media and Development:

Dr. Christoph Dietz, Catholic Media Council (CAMECO)
Evelyn Ehrlinspiel, Friedrich Ebert Foundation (FES)
Dr. Hartmut Ihne, Center for Development Research (ZEF)
Andrea Sofie Jannusch, CAMECO
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