



AFRICA MEDIA INITIATIVE (AMI)

**PROGRAMME DOCUMENT AND
TECHNICAL APPRAISAL**

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EXECUTIVE SUMMARY

1. The African Media Initiative (AMI) was unveiled in Maputo on 2nd May 2008 at a meeting of representatives drawn from the African media. AMI aims to stimulate economic development and improve governance by strengthening an independent, pluralistic media across Africa. It will deliver a coherent set of interventions to change the landscape for media in Africa. It proposes setting up an African Foundation to manage a five year US\$135m to unlock both donor and private resources to develop African media by accelerating development in three interdependent areas:

Professionalisation in the field of skills and knowledge in media professions (US\$42m)

Ethical and professional standards of journalism and media management need strengthening. AMI will improve the quality of media production through capacity-building to improve levels of professionalism, including strengthening of professional and ethical systems, upgrading existing training programmes, and enhancing collaboration among journalism trainers and the media industry. The programme will be carried out by leading regionally based African training institutions working jointly with the media industry, and using new information and communication technology (ICT) and online methodologies to deliver work.

Developing Media Markets: US\$58m

The development of pluralistic media markets in Africa is constrained by limited investment flows and low advertising revenues. AMI will set up a new investment and lending facility targeted at emerging and medium independent media to provide funding to underwrite small/medium long term debt which cannot be mobilised through local markets or financial institutions; or assisting by bringing smaller investments to market by bundling them, or assisting them to corporatize their operations. It will provide ‘pump-priming’ to set up independent, self financing audience and content management systems by industry in 10-12 countries - essential to underpin increased commercial (advertising) revenues. It will provide a research and advisory capacity to provide investors, practitioners and advertisers with access to a reliable market analysis and database covering a uniform wide range of aspects of all media institutions on the continent.

Media freedom and policy environment: improved ‘enabling environment (legal and policy) landscape for media US\$15.3m

AMI will promote media legal reforms at national and sub regional levels that fall within the scope and aims of the Declaration of Principles on Freedom of Expression in Africa and the Windhoek Declaration on an Independent and Pluralistic African Press. It will scale up support for the monitoring of media freedom and test the legal efficacy of national and pan-African human rights protection instruments. It will strengthen independent media councils to

adjudicate complaints about the ethical conduct of the media. It will establish an Eminent Persons Group consisting of notable African individuals of high standing to help broker communication between the media and governments to break down barriers and speed up reforms, and strengthen the use of the African Peer Review Mechanism (APRM) to assist this reform process.

BACKGROUND

2. AMI was set up in 2007 to implement a recommendation of the Commission for Africa (CfA) initiated by the UK Government, then Chair of the G8. The CfA report called for a ‘facility’ to be created which would underpin and strengthen an independent and pluralistic media in order to help support economic development and good governance.
3. The AMI process has been overseen by a Steering Committee drawn from African media professionals¹. Funding for the work of AMI – and the AMDI and STREAM inputs – was provided by a range of public and private donors: DFID, Irish Aid, the Bill and Melinda Gates Foundation, the International Finance Corporation (IFC), and the Open Society Institute (OSI).
4. The AMI proposal builds on the conclusions of two seminal reports conducted to develop that recommendation, which together constitute the most comprehensive research and consultation process ever conducted on the state of media development in Africa: intensive research into 17 African countries, conducted by three African universities and the BBC World Service Trust, and consultations with hundreds of media stakeholders in a parallel initiative “Strengthening African Media”, and run under the auspices of the UN Economic Commission for Africa.
5. The shared conclusions of these reports were that there is a significant underinvestment in media development, and that current efforts need to be more focussed. The reports confirmed that donor investments are fragmented and lack coherence, and that there was potential to increase the flow of private investment in the media.
6. It is important to underscore the highly participatory nature of both processes. The AMDI research covered 17 sub-Saharan African countries, collecting and analysing data on trends in media development between 2000 and 2005. The data sets involved both quantitative (statistical) and qualitative (analytical) interpretations of the key

¹ Chair: Eric Chinje, Director External Affairs, Africa - World Bank; Amadou Mahtar Ba, President AllAfrica Global Media; Kaitira Kandjii – Director, Media Institute of Southern Africa; Charlayne Hunter-Gault – Journalist; Arlindo Lopes - Secretary-General, Southern Africa Broadcasters Association; Marie-Roger Biloa - President, International Club; Wilfred Kiboro, Former CEO, Nation Media Group.

media development initiatives on the continent and any lessons that could be useful for future media development activities. The study process involved South Africa's Rhodes University's School of Journalism and Media Studies and Nigeria's Amadu Bello University, with a contingent of country-based researchers.

7. The STREAM consultative method employed the following ethnographic data-gathering techniques: (i) expert reference group; (ii) online discussions; and (iii) physical regional and linguistic consultations. The expert reference group consisted of a task force of 10 experts. The task force served as an expert reference group upon which to bounce off ideas for taking the consultation forward. In particular, the reference group offered (i) guidance, (ii) expert technical advice, and (iii) other relevant input to the secretariat's work. The Communication Team of the United Nations Economic Commission for Africa (UNECA) served as a 'secretariat' to service the process in terms of logistics, collection and collation of background data, physical representation at various forums, and general administrative support.
8. The online discussions took advantage of the Internet to engage different media constituencies in an electronic discussion around key questions. The stakeholder respondents included: (i) practitioners; (ii) owners; (iii) trainers; (iv) special interest groups; and (v) support organisations. Each of them had a set of specific questions to discuss. The questions were arrived at through a process of discussion between the secretariat and the expert reference group. This ensured that the questions reflected a shared understanding of the media and communications dynamics in Africa.
9. The consultation meetings were organised on the principle of geo-linguistic representativity. This allowed for an analysis that, though shared, was reflective of the geo-political specificities of the respondents. The consultations covered 30 countries covering Southern Africa, Eastern Africa, West Africa and North Africa.
10. There AMI proposal is ambitious, unique and its design evidence-based. First, it recognises the enduring foundation set by on-going media development initiatives. It is not a re-invention of the wheel; it is an innovation that seeks to replicate, leverage, and enhance those aspects of on-going initiatives which could make a difference. Second, it assumes a holistic approach to its problem-solving. Third, as evident from the findings of the STREAM and AMDI research projects, it builds upon empirical research and consultations covering over 40 African countries. Its consultative nature represents an ethnographic approach to confronting Africa's media problems. Fourth, it recognises the shortcomings of piecemeal approaches to tackling African media problems – a common occurrence in the donor community. As such, this programme coheres around key problem areas and isolates specific issues that could be supported over a period of time to yield results that might have far-reaching implications for media assistance in the foreseeable future.
11. Viewed as a whole, therefore, the overall aims of this programme are to:

- 11.1 Draw attention to the inadequate and largely uncoordinated donor support going into the media development sector;
- 11.2 Provide a holistic, comprehensive and coherent framework for media development interventions over a designated period of time;
- 11.3 Leverage more private-sector financing to complement existing support to media development; and thus
- 11.4 Increase the overall volume of financial support to the media development sector across Africa.

PROGRAMME DESCRIPTION

What Problem Areas will the Programme Address?

- 12. Independent commercial and community media and public service broadcasting are relatively new features of the political economy of Africa, which has had a tradition of state controlled media, inherited from colonial times. In parallel with reform processes, liberalisation of economies and democratisation taking place across the continent over the past two decades, there is emerging a vibrant but still under resourced independent media sector combined with moves to transform state to public broadcasting.
- 13. A new injection of support is required to develop vibrant, sustainable independent media that produces and distributes high-quality African content, and supports Africa's progress towards an Information society, and to help support critical and pluralistic voices on the continent.
- 14. The **goal** of the programme Improve African governance and democratic development through promoting a strong, independent and pluralistic media and its **purpose** is to establish a strategic, continental programme to catalyse media development. The programme has three main outputs:
 - 14.1 Improved operating environment for media by applying AU and continental policies and declarations
 - 14.2 Improved media quality through better professional and ethical standards
 - 14.3 Catalysing new investment in independent media and improving public broadcasting standards

Political and Regulatory Context of Media Production

- 15. AMI aims to support the application, in the media arena, of the policies and principles agreed by the African Union. These are founded on the African Charter on Human and Peoples' Rights (1981) and the Declaration of Principles on Freedom of Expression in Africa. AMI will address five sub issues:
 - 15.1 activities that explicitly link media freedom to freedom of expression as enshrined in the Declaration of Principles on Freedom of Expression adopted

by the African Commission on Human and Peoples' Rights (ACHPR). The key issue identified here is the implementation of the Declaration at the regional, pan-African and national levels.

- 15.2 the protection of journalists in conflict areas through legal and policy reform as well as specific in-country activities. There is need for comprehensive monitoring of the media freedom environment in African countries to inform advocacy, reform efforts and litigation. In addition, this programme recognises the need to protect and assist journalists in extreme cases of persecution in relation to the exercise of their internationally acclaimed rights to freedom of expression as provided for in Article 19 of the Universal Declaration of Human Rights (UDHR)
- 15.3 advocacy aimed at improving the working conditions of journalists as they discharge their duties. Journalists in Africa are among the lowest paid employees, sometimes denied the right to organise themselves into trade unions to bargain for better conditions of service. Apart from targeting advocacy activities, the programme also targets the strengthening of organisational capacities of journalist unions and similar associations.
- 15.4 the technological basis of media freedom and its potential to catalyse greater citizen access to media. While media institutions have always been technology-reliant, new media technology has special properties – speed, interactivity, intertextuality, etc. – that can enhance media freedom. As such, ICTs are now a contested area for media policy across Africa. This project thus approaches ICTs both as an occupational and macro-policy arena that requires pro-active media-institutional and governmental intervention.
- 15.5 Protecting the practice of journalism and the rule of law and efficacy of the judicial systems across Africa. It is evident that the professional conduct of journalism is directly threatened by unfriendly media laws and politically motivated extra-legal practices. More significantly, such laws and practices impinge upon journalists in their day-to-day work. If laws are such that they exert a chilling effect on journalistic practice, they threaten the very expression of freedom of the media.

The professional context of media practice

16. A key issue is the need for targeted capacity-building that will result in higher levels of professionalism in the media. Professionalism is understood in the pluralistic sense of cultivating a theoretically and practically skilled workforce of media workers. Such media workers could include community media workers. As a feature of capacity-building, improving professional standards entails designing training and education programmes that work across a variety of media platforms and genres.²

² The point can be made that different media tiers – commercial, community and public – demand specific sets of skills. As such, enhancing professional capacity means cultivating highly skilled workers capable of working across such

17. In this regard, there are three related issues that the programme will target:

- 17.1 Professional standards: there are low levels of knowledge and skills in regard to media production, beat specialisations, ethics and professionalism, media management, and the wider political and policy environments. Further, women are particularly disadvantaged in this regard. There is also a notable divide between ethics theory and actual practice, which affects the credibility of much private and state-owned media. There are misconceptions about what journalism is. Many practitioners do not have opportunities to benefit from training.
- 17.2 The state of training.³ Evidently, there are limits in the quality and quantity of training activities which in turn constrain the impact of training in terms of addressing the deficits cited above. Training curricula are often static, and there is especially a shortage of management and commercial training. Some trainers are isolated in universities; others are linked to industry but not part of an intellectual community that could help them innovate and update. There is a shortage of indigenous language training that would be relevant to community and other kinds of broadcasting in particular. Most journalism schools lack adequate technology and infrastructure. Few accreditation councils or mechanisms exist. In many African countries, states use qualifications as a control mechanism for who can be a journalist, and there is a negative potential for accreditation systems to be abused along similar lines.
- 17.3 The state of media industry-training relationship. Many media houses themselves lack training policies and effective on-site training activities – and especially for their freelance contributors. Limited training options to them are ad hoc, and there is a lack of a logical framework for certification along a continuum of professional development. In addition, there is a divide between service providers and the media, whereby much training does not meet the needs of the industry, and where industry does not invest in training activities and in relationships with journalism schools. Generally, there is a lack of monitoring and evaluation in regard to education and training, and an absence of accreditation of either courses or providers, and therefore inadequate quality control.

The investment climate for media business: strengthening media markets

media tiers. An equally important point to make is that such skills need not homogenise the practice of communication. For example, there should be room for community-based practices of communication. Such practices can conflict those of commercial and public media. As such, enhancing professional capacity needs to be viewed from such a pluralistic perspective which allows for ideological and practical difference.

³ The term ‘training’ is used interchangeably with ‘education’. Here, it must be taken to mean both the impartation of practical and critical-theoretical skills. This should call attention to the fact that training involves the simultaneity of skills acquisition and theoretical enrichment.

18. The development of pluralistic media markets in Africa is constrained by limited investment flows and revenues. In particular, the investment climate is plagued by: (i) shortage of available loan or equity capital at levels required (under \$5m); (ii) weak audience and content management systems which depresses advertising revenues; (iii) lack of a good media data base and analytical framework; and (iv) poor regulatory environment. The growth of private media requires new commercial lending in higher-growth economies and availability of more capital to medium-sized players. The small-medium media enterprises were directly linked to the emergence of a pluralistic media system in Africa. However, such media rapidly lost the favour of advertisers.
19. A key problem related to the loss of business opportunities was largely their inability to develop the virtuous chain which comprises (i) guaranteed and quality production (ii) on time and (iii) distributed in a consistent and verifiable pattern. As such, such media enterprises, while promising to be tomorrow's successful media companies, are particularly vulnerable and their growth is specially targeted by this programme.
20. The absence of research capacity and independent audience measurement mechanism, as indicated above, is a particularly important element undermining media sustainability. Most African media enterprises lack capacity for advertising verification, content and editorial monitoring/analysis, audience measurement and media research. This is compounded by the lack of industry-wide support and recognition for research. As such, there is minimal statistical data of the type required by investors in media (capital and revenue) and very little content-based information to support advocacy and media legislation activities. Additionally, media owners have a dearth of information about the behaviours and taste preferences of their audiences upon which to base decisions about content and strategic growth.
21. While it should be acknowledged that research data in and of itself does not enhance the quality of content, it forms a significant body of information to both inform and direct content development and strategic decision-making with regard to media development. Media research in the form of audience measurement can serve as the bedrock of information about consumer behaviour patterns.
22. In general, then, this programme aims to (i) improve the regulatory regime governing media investment; (ii) unlock the flow of financial equity; (iii) enhance the availability of research data; and (iv) improve the general economic condition of African journalists. It is important to emphasise the latter point because it assumes that the economic success of media enterprises must be accompanied by improvements in the working conditions of journalists. Such improvements can be effected partly through strengthened journalist unions and associations.

Funding Priorities

23. Based upon the problem areas identified above, AMI will the following funding priorities.

Creating the right political environment for media freedom:

24. It is critical to address the political context in which media institutions are embedded. A key strategy here is to roll out activities linking societal policy and legislative reforms with institutional media practices. Key outputs will include:

- Scaling up support for the monitoring of media freedom violations and for the protection of journalists, especially in conflict-ridden countries.
- Supporting a broad-based campaign for national, regional and pan-African implementation of the Declaration of Principles on Freedom of Expression in Africa, especially by collaborating with the Special Rapporteur on Freedom of Expression and Information Access.
- Testing the jurisprudential efficacy of national and pan-African human rights protection instruments in favour of journalists.⁴
- Setting up and/or strengthening media legal defence funds which could assist in establishing legal precedents for on-going and future activism.
- Supporting the establishment and strengthening of independent media councils.
- Financing the strategic adoption by media houses of internal information and communication technology (ICT) policies in order to enhance both citizen access to information and the competitive advantage of media institutions.
- Supporting the design and construction of a central media policy database that can track the rapidly changing new-media technological landscape and its implications for media institutions.

25. Some of the activities listed above are clearly constitutive of most advocacy projects championed by a variety of media support organisations in Africa. As such, this programme will earmark funding to strengthen the organisational capacities of such organisations inasmuch as their advocacy work is aimed at an improved political and regulatory environment for media freedom.

Deepening the professional capacity of media:

26. A key strategy is to recognise and reward good work already underway in building the capacity of media practitioners to perform their work professionally. As already noted, enhancing professional capacity encapsulates a variety of skills across a variety of media platforms and genres. Inter alia, this could revolve around identifying, setting up and supporting regional hubs that can act as Centres of Excellence (COEs). Each such centre will operate as an amalgam of various pertinent assets (e.g. particular individuals, NGOs, companies, universities, etc.).⁵ Among key activities envisaged here are the following:

⁴ A possible project here is the testing of the efficacy of the African Court on Human and Peoples' Rights in upholding freedom of expression and media.

⁵ UNESCO has already identified 12 potential Centres of Excellence (COEs). These cover all regions of sub-Saharan Africa. In addition, 9 'Centres of Reference', which represent potential, have been declared. This constituency forms a

- Identifying COEs for increased impact.
 - Building relationships between COEs and the media industry.
 - Capacitating COEs for knowledge sharing, exchanges, research, generation of teaching resources, and quality control development.
 - Providing training for journalism school heads, editors and business leaders.
 - Developing training policies and strategies in industry.
27. An important point to consider here is that such COEs could include specialist media advocacy organisations like the World Association for Community Radio Broadcasters (AMARC) Africa. In any case, such organisations are already involved in capacity-building activities focused on community radio broadcasting. A possible project could involve an alliance between AMARC and mainstream media trainers in which curricula are designed to tackle community journalism as a specific genre of journalism complete with a specific skills set.
28. Attempts to deepen the professional capacity of media houses are ultimately linked to the broader political agenda of addressing politicians' concerns about unethical journalistic performance. Entrenching professional ethics in the media is partly assured through educational socialisation.

Reforming market conditions for media business:

29. There is a two-fold strategy envisaged: (a) enhancing media research capabilities in Africa; and (b) creating the requisite conditions for media business to thrive by increasing access to capital.
30. Output (a) will involve identifying and/or setting up a pan-African media research capacity responsible the creation and/or strengthening of in-country research bodies through the identifying and strengthening pan-African media research organisation(s), and the creation of national Joint Industry Committees (JICs). It will pump prime national audience measurement and content monitoring reports.
31. Output (b) will be advanced via a new investment and lending facility targeted at emerging and medium independent media provide funding to underwrite small/medium long term debt which cannot be mobilised through local markets or financial institutions; or assisting by bringing smaller investments to market by bundling them, or assisting them to corporatize their operations.
32. The programme would build on the mapping done by Emerging Markets Group (EMG) for AMDI and produce regular audits of the media landscape in Africa. It will establish a panel of experts to develop investment climate reports. AMI will develop

base on which to commence work although AMI conceives centre of excellence as virtual, not necessarily physical, centres.

a proof of concept pilot with the IFC, AfDB and SAMDEF to determine the level of potential interest in pursuing the new financing instrument. If there is an uptake with the first round of projects (\$10m), the funding would go to scale (\$50m) to provide financing (e.g. debt, quasi-debt, working capital facilities) on a project by project basis. Based on its success, the ILF would leverage public and private equity and eventual portfolio lending could rise to \$300m-\$500m. Funding would be approved by an investment panel established by the AMI Board. Its composition could include private investors and official developments banks who may be interested in co financing.

33. A key strategy envisioned for output (b) – creating conditions for sustainable media business – is strengthening analytical and advisory capacity. ⁶ Such capacity is needed for developing and/or providing:

- financing models which are capable of generating incremental financial growth and/or measurable social returns on investment.
- effective strategies through which sensible entrepreneurial partnering relationships (that are complimented and augmented by proven professional mentoring capacity and intellectual capital) can be forged.
- African media houses with access to training options to allow them to operate as competitive businesses.
- African media houses with access to training, financing options and advice on infrastructure maintenance and procurement.
- investors, practitioners and advertisers with access to a reliable database covering a uniform wide range of aspects of all media institutions on the continent.
- marketing and advertising capacity to facilitate targeted advertising campaigns to small-scale, regionally-based, or multiple media institutions.

34. AMI will also assist improve the investment climate for media b:

- Undertaking thorough audits of the media landscape in Africa.
- Evaluating and assessing the quality of existing media research.
- Assisting in the creation and/or strengthening of in-country research bodies.
- Supporting industry-wide sensitisation and capacity-building in the area of media research.
- Promoting the use of monitoring and research data through education and the development of sales systems (enterprise) and media planning tools.

Who will benefit?

⁶ Where these activities dovetail with research and capacity building, the BPSC will work in collaboration with the COEs and the media research organisation envisaged by this programme.

35. The programme targets different groups of beneficiaries, drawn from different geo-political contexts in Africa. While it is expected that such a programme cannot target all of Africa, its beneficiaries will constitute a diverse sample of the African context.
36. This programme is targeted at beneficiaries in all the four geo-political regions of Africa – Southern Africa; Eastern Africa, including the Great Lakes region; North Africa; and West Africa. Special care will be taken to ensure a linguistic balancing of interventions. To a large extent, this reflects the range of countries which both the AMDI and STREAM processes focused on.
37. AMI funding will be open to bona fide organisations which meet specified governance criteria and meet AMI criteria for funding. Draft funding criteria are attached at Annex XXX
38. Beneficiaries will be divided between direct and indirect:

Direct beneficiaries:

- Media owners and proprietors – through improved support mechanisms (e.g. business planning and support) and better enabling business environment
- Communities – through enhanced community participation in and ownership of media.
- Media practitioners – through stronger media-friendly policy and regulatory frameworks and improved ethical guidelines respected by society.
- Media support/advocacy organisations – through enhanced and more sustained support for activities.
- Media trainers/educators – through more resources (e.g. new media technology) and opportunities for intra- and inter-regional collaboration.
- Learners – through quality education.
- Media monitors/researchers – through improved generation of media research data.

Indirect beneficiaries:

- Citizens as active audiences – through qualitative improvement in access to media content.
- Regulatory bodies – through greater understanding of the problems faced by the media and how these can be collectively resolved.
- Potential investors in media – through cultivating confidence in a more open and viable investment climate.
- Judicial bodies – through testing the efficacy of African laws in supporting freedom of expression and media freedom.
- Banking and financial sector – through greater business interaction with would-be media investors in a more enabling business environment.
- Business and consumers - through a more efficient advertising sector contributing to economic growth

APPRAISAL ISSUES

39. This programme is embedded in the African context. It builds upon the raw material provided by, among other things, the resilience of the media themselves, the statements and declarations adopted by non-governmental organisations and African governments, the media support policies of the cooperating partners, the national policy and regulatory frameworks and the multiple on-going interventions.

African and International Policies

40. African governments have a formal commitment to a culture of media development. This is evidenced by several things. Firstly, the African Charter on Human and Peoples' Rights, drafted in Banjul, the Gambia, in June 1980 and January 1981, was adopted by the Organisation of African Unity (OAU) (now renamed African Union) in Nairobi in June 1981. The African Charter creates an African Commission on Human and Peoples' Rights, which allows for interstate complaints and even envisions the receipt of individual communications. Secondly, the Commission adopted the Declaration of Principles on Freedom of Expression in Africa. Thirdly, and in addition to the adoption of the Declaration of Principles, the Commission appointed a Special Rapporteur on Freedom of Expression and Information Access in Africa.

41. Other important pan-African political commitments include:

- The African Charter on Broadcasting, adopted in 2001 on the tenth anniversary of the Windhoek Declaration. It extends the Windhoek Declaration to explicitly enshrine issues of the regulatory structures of public service broadcasting, commercial broadcasting and community broadcasting.
- The Special Rapporteur on Freedom of Expression and Information Access in Africa, appointed by the African Commission on Human and Peoples' Rights.
- The Declaration on Human Rights Defenders, adopted by the ACHPR.
- Special Rapporteur on Human Rights Defenders, appointed by the ACHPR, to strengthen the protection of the rights of human rights defenders across Africa.

42. An equally important instrument that could possibly help in media advocacy for policy and legislative reform at the pan-African level is the African Court on Human and Peoples' Rights operating under the auspices of the African Commission within the parameters of the African Charter. Currently, the court's compulsory jurisdiction is limited to (i) the African Commission; (ii) the state party which has lodged a complaint to the African Commission; (iii) the state party against whom the complaint has been lodged at the African Commission; (iv) the state party whose citizen is a victim of a human rights violation; and (v) African intergovernmental organisations. For other claimants, such as individuals and NGOs, the Protocol on the African Court provides for an optional jurisdiction. The discretion to allow direct access to the African Court by individuals and NGOs lies jointly with the target state and the Court. In order for the Court to hear a case filed by an individual or NGO, the state must in the first place have made an express declaration accepting the Court's jurisdiction to hear such a case.

43. This programme is aligned with policy commitments at different levels. At the inter-governmental level, the United Nations (UN) has committed itself to advancing activities in support of media development. For example, UNESCO's Intergovernmental Council of the International Programme for the Development of Communication (IPDC) endorsed the document *Media Development Indicators: A Framework for Assessing Media Development*. It outlines key indices for measuring "media development". These indices are reflected in all the key priorities being addressed by this programme. More specifically, UNESCO defines media development in terms of the following indices:

- A system of regulation and control conducive to freedom of expression, pluralism and diversity of the media;
- Plurality and diversity of media, a level economic playing field and transparency of ownership;
- Media as a platform for democratic discourse;
- Professional capacity building and supporting institutions that underpins freedom of expression, pluralism and diversity; and
- Sufficient infrastructural capacity to support independent and pluralistic media

The Political Context for the Media

44. Africa presents political paradoxes. It has witnessed rapid social and political change, especially from the period immediately after the cataclysmic changes of the 1990s. At the same time, it has experienced some reversals in its democratic gains, such as the Zimbabwean crisis. In general, however, sub-Saharan Africa seems to be caught up in an "institutionalisation" of the democratic experience. While the national specificities of this process will be necessarily different, this represents an opportune moment for intervening at different levels to ensure that the media is part of the process of social and political change. With regard to the media, then, there are specific instances that could be cited to demonstrate why the world must pay attention to media development on the continent:

45. Although most postcolonial constitutions do recognise freedom of expression, there are still major limitations on that freedom. These limitations, some of them constitutional and others appearing in subsidiary legislation sometimes inherited from the colonial past, range from issues of national security, public safety and public morality to laws on defamation. Because of the often imprecise nature of such provisions, the media operate in a realm of uncertain constitutionality and legality. Although there is an increasing recognition of freedom of the media as a universal right across sub-Saharan Africa, especially since the 1990s, there are generally no practical steps taken to entrench this freedom. This is particularly so in countries emerging out of conflict, such as Angola and the Democratic Republic of the Congo. The lack of effort to entrench the freedom of the media is also evident in most of the transitional democracies of Africa, in varying degrees. Associated with this is the unwillingness by most governments to enact laws that will promote access to public information.

46. The policy and regulatory regime governing broadcasting generally does not promote the establishment of independent broadcasting regulators. This is a general trend, although there are some examples in which such regulators have been set up. But even then, there is a tendency by the state towards subtler forms of re-regulation. Related to this is the unwillingness by most governments to transform their state broadcasting systems into proper public service broadcasting systems.
47. The lives and independence of journalists continue to be jeopardised, both from legal and extra-legal sources. What some media freedom activists refer to as ‘insult laws’ – those statutes that make it a criminal offence to ‘insult’ the honour or dignity of public officials – are seen as largely to blame for such insecurities suffered by journalists across the continent. Media organisations have thus launched a campaign to get the African Union, under its African Peer Review Mechanism (APRM), to persuade its members to scrap such ‘insult laws’ as a way of protecting the lives and independence of media practitioners. The APRM is a voluntary mechanism that the members of the AU may join to demonstrate their commitment to good governance and democratisation. By 2005, only 23 countries out of the 54 African states, had signed up to the APRM. But even where countries have signed up to the APRM, there is insufficient information placed in the public domain by the state to enable people to monitor their governments’ adherence to democratic norms and principles.
48. Some media commentators have bemoaned the perceived lack of journalistic professionalism among African media and have pointed out that any disregard for media ethics can be used as an excuse for state intervention in media regulation. In Zambia, journalists are still struggling in their attempts to set up a more effective media council to regulate themselves. In Tanzania, however, such efforts have borne fruit with the creation of the Tanzania Media Council. In Malawi, like in Zambia, the media still appear to be disorganised, largely because of a lack of resources to step up their campaign to mobilise sufficient media support for the strengthening of the Malawi Media Council. In Swaziland, there is a move towards creating a Media Complaints Council.
49. In trying to expand the communicative space, as a show of commitment to democratic values and principles, most countries in Africa are embracing community broadcasting. The main challenge here is the question of providing the people with universal access to channels of communication. Community media initiatives seem to be a viable option for reaching the hitherto un-reached rural populations with media services, despite the many problems that dog the sector, not least how to sustain the existing community radio stations while enhancing their community service.
50. Both media institutions and governments are increasingly under pressure to evolve regulatory and policy frameworks that take cognisance of the process of technological convergence. While there is political rhetoric on the issue, there appears to be little practical outcome in developing converged regulatory ICT policies. In part, this is

attributable to the natural propensity by bureaucrats to hold on to their specific policy domains – convergence might entail loss of sectoral sovereignty.

51. Further improvements in the areas highlighted above can only advance the cause of media development. Although media reform programmes in Africa have no guarantee of absolute success, there is anecdotal evidence to support the contention that the political climate is ripe for proactive engagement in media development activities. The reform climate of countries that hold free and fair elections after periods of protracted conflict, such as Liberia, are more favourable to reform impulses. In others countries, a stronger case for reform needs to be advanced, taking into account the local situation. In Zambia, while legal reforms have taken root, the rule of law is far from entrenched as was evident from the state's refusal to implement the formation of an Independent Broadcasting Authority (IBA).
52. There is also evidence of greater regional and pan-African declarative commitment to media development across the continent. The incorporation of most of the principles of the African Charter on Broadcasting into the Declaration of Principles on Freedom of Expression in Africa by the African Commission is indicative of declarative commitment to upholding freedom of expression and media. The existence of the African Court, regardless of its numerous bottlenecks, presents an opportunity for high-level advocacy towards pan-African legislative reforms.

Best Practice in Media Development

53. Multilateral policy commitments reflect bilateral policy commitments to supporting media development. Sida, for example, is active in several African countries. In Mozambique, Sida boasts of supporting the promotion of culture, an independent media and the more widespread use of information technology as essential ingredients of public debate and democracy. Support for such media development is provided via UNESCO. Many of the programmes incorporate the development of information technology.
54. The AU/NEPAD Investment Climate Facility for Africa (ICF) provides a new vehicle for improving investment conditions in Africa. It has been endorsed by key African institutions, including the New Partnership for Africa's Development (NEPAD); major donor agencies; and key private sector interests. It provides the private sector, G8 countries, and donor agencies with a practical opportunity for reducing barriers to investment in Africa. The ICF is managed according to business principles. This represents an opportunity for collaboration with media-sector investors.
55. There are also private-sector donors keen on supporting media-development type activities. For example, the Africa Governance, Monitoring and Advocacy Project (Afrimap), an initiative of the Open Society Institute, is working to generate research data on public service broadcasting (PSB). This is also consistent with the newly-established Media Sustainability Index for Africa, supported by the International Research and Exchanges Board (IREX).

56. The programme also builds upon existing initiatives inasmuch as media sustainability is concerned. Here, there are international, regional and national initiatives to reconcile with. At the international level, the Media Development Loan Fund (MDLF) is a not-for-profit investment fund providing low-cost financing to independent news media in emerging democracies. It is active in Africa, Asia, Latin America, the CIS and Southeast Europe. Through low-cost capital, in-depth training and long-term advice and support, it helps news outlets committed to responsible journalism strengthen their operations and become commercially sustainable. Media companies in emerging democracies need capital to strengthen and grow. Since 1996, MDLF has provided financing in numerous countries, including such African countries as Senegal, South Africa and Zambia. An important point here is the possibility of learning from the MDLF model and leveraging synergies that link equity financing to the broader context of media advocacy.
57. At the regional level, the Southern African Media Development Fund (Samdef) stands out. Its strategic objective is to provide and facilitate access to affordable financing of the media in the southern Africa region. It seeks to grow existing media and promote the establishment and growth of new media. It provides its customers with services which directly lead to adding value to their business. The provision of a loan finance and equity gives Samdef greater latitude to influence the strategic direction of its investee companies. Samdef prides itself on an approach that enables it to be in constant touch with its clients at all times, thus minimising the risk of failure. This model is capable of scaling up at a pan-African level.
58. At the national level, South Africa's Media Development and Diversity Agency (MDDA), set up through an Act of Parliament, aims to do the following: (i) encourage ownership and control of and access to media by historically disadvantaged communities as well as historically diminished indigenous language and cultural groups; (ii) encourage the development of human resources and training, and capacity building, within the media industry, especially amongst historically disadvantaged groups; and (iii) encourage the channelling of resources to the community and commercial media sectors. In this way, the MDDA hopes to resolve some of the problems normally associated with community radio broadcasting, such as inadequate funding and lack of skills. In fact the MDDA has identified the lack of resources to support the growth of community, non-profit and small commercial media and the legacy in media organisations of inadequate education, training and advancement of black South Africans' as being some of the major problems or challenges.

Lessons and Evaluation from STREAM and AMDI

59. The AMDI and STREAM processes produced the bulk of the evidence and analysis on which the AMI programme is designed. Both reports are annexed to this document and a summary of the findings is included as Annex xxx. Some headline findings of these reports are:

59.1 lack of quality and diversity of media content resulting from lack of capacity to generate high quality local content

59.2 Policy and legislative environment for media freedom: a plethora of pan-African declarations recognise the media freedoms but many governments ignore) ignore them. Advocacy is needed to translation into national law of these declarations, and repeal legislation which criminalises journalism. and more coherent monitoring and more funding

59.3 The importance of new information and communication technologies (ICTs) in expanding media space for citizen participation.

59.4 More quality training and enhanced trainer-industry relations. ‘raising professional standards across the media sector’ is central to the ‘media sector’s health and robustness’ addressing:

- State of professional standards: low levels of knowledge and skills in regard to media production, beat specialisations, ethics and professionalism, media management. Women are particularly disadvantaged.
- A gap between ethics theory and practice, which affects the credibility of most private and state-owned media.
- State of training: Training curricula are often static, and there is especially a shortage of management training.
- Relationship between media and training: many media houses themselves lack training policies, and there are poor links between providers and the industry.
- Lack of a framework for certification along a continuum of professional development; monitoring and evaluation in regard to education and training, and accreditation of either courses or providers.

59.5 The enabling investment climate for media business is weak:

- the difficulties of accessing finance both for start-ups or established media businesses. Capital is available, but the problem is the relative inability of the private media sector to access it.
- The poor the state of equipment, facilities and technical support due to undercapitalization
- the growth of private media requires new commercial lending in higher-growth economies and availability of more capital to medium-sized players.
- There is a lack of market data and audits of the media landscape for investment, marketing and advertising purposes;
- Audience measurement and monitoring is crucial to lifting sustainable advertising revenues

GOVERNANCE AND OPERATIONAL STRUCTURE

60. To date, the institutional structure of work has depended on UNECA and the BBC World Service Trust housing activities led by African professionals, and under AMI directed by the Steering Committee. The achievement of the goal and purpose will require a more durable arrangement. The terms of reference of the AMI process required that recommendations be developed for a governance and operational structure.
61. A range of practitioners, institutions and donors were consulted on these institutional arrangements. The general principles governing the organisational design are set out in Table 1:

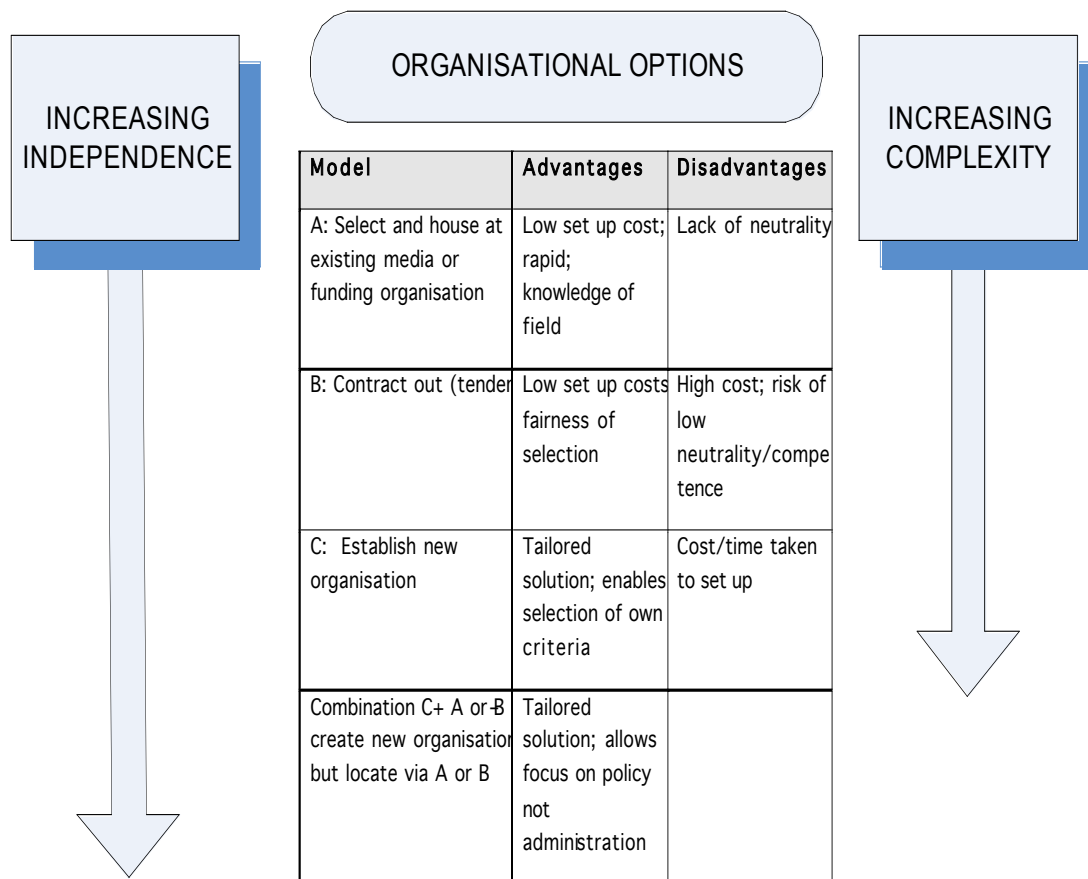
TABLE 1: SUMMARY OF FEEDBACK ON CONSULTATIONS

Issue	Comment/Recommendations
To promote legitimacy and protection for AMI activities at a country level and to help shift donor priorities in favour of media development.	Clearly locate AMI goal and purpose within agreed AU goals/principles, and policies on media.
Assuring African Leadership within an International Programme.	Governance structure should be made up of majority of Africans but be international in character i.e. with minority of non-African representatives.
AMI must be free from political, institutional or vested interest (Government or private)	AMI will require its own legal status and decision-making rules and be led by strong, independent individuals
To be effective, AMI needs to offer a strategic response to identified weaknesses, and its own comparative advantages in addressing these	AMI needs the ability to monitor and adjust interventions as activities are implemented – to have a “brain” to complement the funding resources
Scale of Funding/investment sought may be too high to be committed immediately	Overall programme should be costed for 5-7 years with initial 2 year funding sought
Donors will shy away from funding lots of new organisational infrastructure included in initial technical group plans	Programme funding should focus on a competitive funding process, innovation and building new synergies in providing resources.

62. Based on this feedback, four potential implementation models were considered for AMI:
- (a) to place the programme management under an existing media or funding body
 - (b) to design requirements and tender out in accordance with standard donor procedures
 - (c) to create a new organisation with its own legal personality/incorporation
 - (d) a hybrid of (c) plus administrative and financial services provided via (a) or (b).

63. There is a general consensus that option (c) or (d) is the only viable route to maintain the required independence and impartiality to operate. Although the process becomes administratively more complex as the level of self-management is increased, this is the preferred approach

CHART 1: ORGANISATIONAL OPTIONS



64. The AMI principles have emphasised from the outset that it is a programme, and is not intended to be a permanent organisation. AMI can be a lean organisation, needs substantive intellectual leadership ability, defined priorities and flexibility in means of implementation. While it will require staffing and resources to deliver, and its own legal personality to do this, the structure would remain programme and results driven, and be light.

65. Based on the above, the most appropriate institutional format is registration as a not-for-profit Foundation in an African legal jurisdiction, chaired by an eminent African leading a board of seven Africans and three international experts. The operational backstopping for the Foundation could be provided by an existing organisation or contracted out, or AMI could set up its own office. The decision on this would be based on cost and practicality.

66. The Foundation will account to a wider network of institutions through an annual forum – comprised of donors, media businesses, professional bodies, civil society, community media, an AU/NEPAD structures. The chart below illustrates how this might work.
67. AMI will operate through two funding instruments – a competitive grant fund to assess and award funding to policy and professional development projects; and an investment panel which will leverage matching funds from development banks, private equity and investors. Funding partners would be represented on this investment panel. AMI will thus not itself deliver programmes of advocacy, training or business development. It will however have funds to carry out its own research on the media sector to assist its strategic functions.
68. The Board will oversee the work of a CEO and small team of 4-5 highly qualified directors, raising monies and disbursing through a competitive and transparent application process. The internal organogram is set out below it will need to be refined during the inception work.

Implementation

69. The establishment of AMI will require:
- 69.1 **A mobilisation programme** engaging senior decision makers to raise the profile and support for AMI within at least 4-5 key institutions. This would include the AU Commission, and should target at least one major multilateral donor, 3-4 bilateral donors, and 1-2 foundations or private sector bodies.
- 69.2 **An inception strategy** to elaborate the organisational arrangements to a stage where the proposal described in (a) can be considered for funding. This would produce a business plan with legal, governance and operational arrangements for AMI including funding criteria and initial officers. Approximately £150,000 is required for this set up phase which will take six months.
70. This business plan will specify legal, governance and operational arrangements, as well as an organogram and identification of officers and staff and address:

Organisation

- Legal structure, appointment of Foundation trustees and overall legal and financial provisions
- Corporate Governance Charter (Code of Conduct, Conflict of Interest, sub-committees, investment and procurement rules)
- An organogram showing the relationship and roles and responsibilities of the Board, decision-making structures, CEO and staff
- Roles and responsibilities of officers, senior staff job descriptions

Programme priorities

- Project funding process, selection criteria, contracting arrangements
- An elaborated logframe setting out goal, purpose and expected outputs

Management

- Monitoring, evaluation, audit and reporting arrangements
- Risk Management
- Draft budget and disbursement schedule
- Financial arrangements
- Implementation Plan
- Incorporation of AMI
- Commencement of Activities

FINANCE AND BUDGET

71. The AMI technical working groups carried out costing exercises for the three main components of the programme.
72. The total budget is \$135m. Standard best practice for the management costs associated with this type of programme (requiring the operation of challenge type funds) is around 15%-20%:

Item	US \$m
Pillar 1: Media Freedom and Policy Environment	\$15.35
Pillar2: Professionalisation	\$42.00
Pillar 3:Media Markets	\$58.00
Management Costs (17.5%)	\$20.19
Total	\$135.54

73. US\$20m will be allocated to AMI management, delivery and M&E costs making an overall programme total of US \$135.5m