

BARAZA LA HABARI TANZANIA – Mid-Term Review of the Programme Strategy 2008-2011

Midterm review

NORAD COLLECTED REVIEWS 4/2010

Kazi Services Ltd

Commissioned by the Media Council of Tanzania

Norad collected reviews

The report is presented in a series, compiled by Norad to disseminate and share analyses of development cooperation. The views and interpretations are those of the authors and do not necessarily represent those of the Norwegian Agency for Development Cooperation.

Norad

Norwegian Agency for Development Cooperation

P.O. Box 8034 Dep, NO- 0030 OSLO

Ruseløkkveien 26, Oslo, Norway

Phone: +47 22 24 20 30 Fax: +47 22 24 20 31

ISBN 978-82-7548-516-6

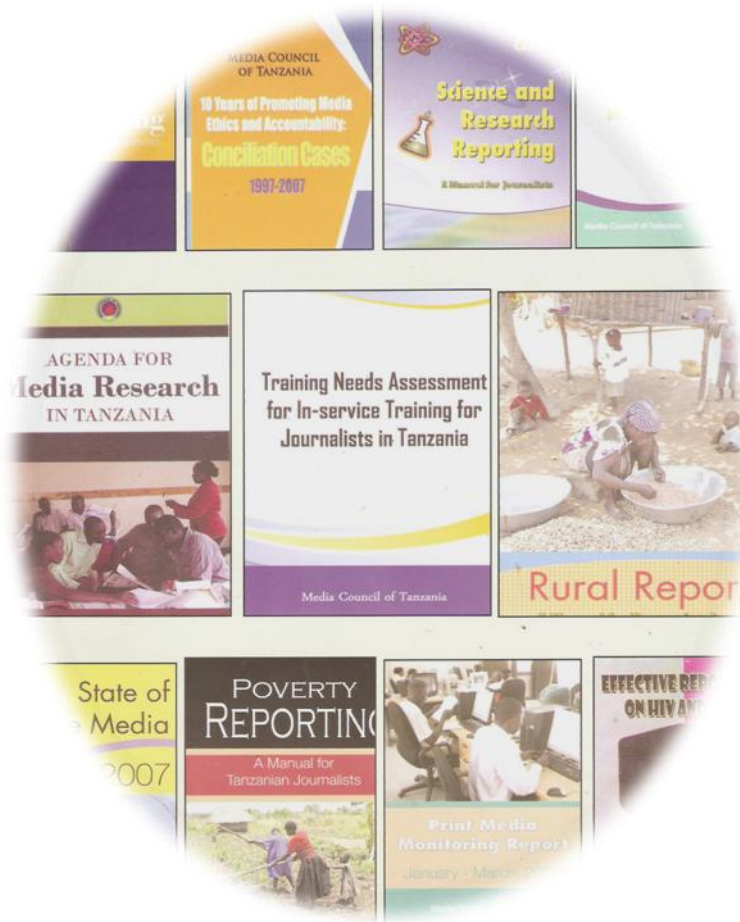


BARAZA LA HABARI TANZANIA

Mid-Term Review of the Programme Strategy 2008-2011

Final Report

March 2010



Kazi Services Ltd

Business Development Service Providers

www.kaziservices.com

Table of Contents

EXECUTIVE SUMMARY	II
ACKNOWLEDGEMENT	V
LIST OF ABBREVIATIONS	VI
1. INTRODUCTION	1
1.1 BACKGROUND	1
1.2 OBJECTIVES OF THE STUDY	1
1.3 METHODOLOGY	2
2. ASSESSMENT OF IMPLEMENTATION PROGRESS.....	3
2.1 IMPLEMENTATION PROGRESS	3
2.2 INPUTS	4
2.3 PLANNING, MONITORING AND REVIEW.....	5
2.4 OVERALL DESIGN AND VALIDITY OF ASSUMPTIONS.....	7
2.5 MAJOR CHANGES IN THE MEDIA ENVIRONMENT	9
2.6 SWOC ANALYSIS ON OVERALL PROGRAMME STRATEGY IMPLEMENTATION.....	13
3. RELEVANCE AND EFFECTIVENESS OF THE PROGRAMME STRATEGY.....	15
3.1 LAWS, POLICIES AND STANDARDS	15
3.2 QUALITY AND INVESTIGATIVE JOURNALISM.....	19
3.3 ADJUDICATION OF COMPLAINTS AND MEDIA ETHICS.....	26
3.4 RESEARCH, POLICY ANALYSIS AND DOCUMENTATION	30
4. FOCUS FOR PROGRAMME STRATEGY.....	35
4.1 INTRODUCTION	35
4.2 COOPERATION WITH OTHER INSTITUTIONS.....	35
4.3 FOCUS FOR THE REMAINDER OF THE IMPLEMENTATION PERIOD OF PROGRAMME STRATEGY	39
4.4 FOCUS FOR THE FUTURE PROGRAMME STRATEGY.....	40
4.5 CONCLUSION	42
APPENDIX A: LIST OF DOCUMENTS REVIEWED	43
APPENDIX B: LIST OF MCT PUBLICATIONS AND RESEARCH.....	44
APPENDIX C: LIST OF PARTICIPANTS IN REVIEW SESSIONS.....	46

EXECUTIVE SUMMARY

The Media Council of Tanzania (MCT) is a voluntary, independent and non-statutory organization established by the media fraternity to create an environment that enables a strong and ethical media that contributes towards a more democratic and just society. The Council envisions a democratic Tanzania with a free, responsible and effective media.

The Programme Strategy under Review: In 2007 MCT developed a quadrennial Programme Strategy [PS] to cover the period 2007/8-2010/11 with the overall goal of expanding the perimeters of freedom of expression and the media in order to ensure that the Tanzanian media contributes effectively in the country's development and democratic processes. The programme strategy was designed to address four strategic levels; Laws, Policies & Standards; Adjudication of Complaints/Media Ethics; Quality and Investigative Journalism; and Research , Policy Analysis and Documentation. The implementation of the Programme Strategy commenced in January 2008. The Mid Term Review assesses the progress in the implementation of the programme strategy during the first two years. The review covered the design of the Programme Strategy; and implementation outputs and activities (quantity, quality and utility); outcomes and effects.

MTR Approach: Recognising that MCT is operating in a complex and evolving environment while serving diverse stakeholders and partners who have expectations, the review was based on participatory approach. The review report represents the views of the key stakeholders who spent half a day with the review team to assess the progress, recommend adjustments and areas of focus for the remaining period. The stakeholders involved were: journalists (in Arusha, Lindi & Zanzibar), UTPC Board Members, representatives from media training institutions, representatives from government, representative from development partners, and members of MCT Secretariat and Board. The Review Team conducted 4 structured interviews with senior management team members of MCT. In addition the Review Team reviewed various documents including collecting information from the MCT website.

Programme Strategy Design Assumptions: The programme strategy was designed on the premises of having a single programme under a single source of funding. This approach could not hold due to internal reorganization, changes in the media scene and under budgeting for some components. However, the approach helped MCT to keep the focus on identified strategic objectives and reducing transaction costs that would involve multiple reporting and submitting to interests of different financiers of the projects.

Inputs: Timely deployment of inputs was achieved. However, the absorption capacity was initially hampered by shortage of staff. This was corrected in the second year after the hiring of key staff. The Under budgeting of items in the programme strategy and currency exchange losses have had negative impact on the budget, in some cases difficulties were a result of elevation of the level of implementation of some activities, for example JOYAT. The internal capacity building which was not anticipated had some implications in terms of increase on employment costs. The costs of governance and monitoring have increased substantially. MCT has had to ask for supplementary budgets in the second year of implementation in order to achieve set targets. Much as MCT would have liked to reach more stakeholders, it is constrained by resources.

Headline Changes in the Media Landscape: The changes that have impact on MCT programme strategy include: exponential growth in media outlets calling for pro-active monitoring; increased

number of training institutes offering higher education in journalism which will contribute to improved quality of journalism and expand opportunities for specialised courses coordinated by MCT; political polarization of media outlets which threatens editorial independence and may increase cases of breach of ethics; stronger UTPC and more organised and responsible Press Clubs which may do activities that would have otherwise been done by MCT, establishment of Tanzania Media Fund which will expand opportunities for improving the quality of investigative journalism; the government's failure to conclude media law reforms which means draconian laws will still impact on MCT mission, thus necessitating investment in advocacy and agitation for reform; online technology which has given rise to citizen journalism and consequently shrinking the profit margins of conventional media outlets which will require MCT to coordinate efforts to improve quality of journalism and enhance media monitoring; and lastly, improved appreciation of media by the public which opens immense opportunities for MCT to engage the public in pushing for law and policies reforms.

Major Achievements: The first year of the programme strategy was seen as a transitional year because MCT was engaged in building its internal capacity. MCT has to a great extent worked on all components. The most visible achievements include: improved internal capacity; strengthened capacity of UTPC; re-engineered website; gained confidence and trust of stakeholders including the government; managed to stop the passing of the undesirable government sponsored bills; improving the quality of training in ethical reportage; created courage and skills amongst journalist to do investigative journalism; peer oversight amongst journalists especially on ethical issues; tangible achievements in research; high quality publications; and establishment of the Tanzania Editors' Forum

Limitations: Most media houses are far from achieving editorial independence. MCT has not been able to influence business community and media houses to promote editorial independence.

Shallow journalism still dominates both print and electronic media. MCT can only coordinate other stakeholders to influence the government to set standards and regulate media profession.

MCT does not have funds to do wide public advertisements. Efforts have been directed to lobbying support from media houses to air and print the adverts free of charge or on discounted rate cards.

MCT does not have a robust enough Monitoring and Evaluation system to produce real time reports; and adequately capture results and outcomes during implementation.

Threats: The programme strategy is broad and ambitious, hence, poses the risk of doing too much and losing sight. The achievement of some strategic objectives depends on the engagement of other stakeholders with likelihood of slowing down the pace of implementation. Managing stakeholders' expectations may be challenging. MCT should use public advertisements to promote its position and core functions.

Conclusions and Recommendations: The programme strategic objectives are still relevant and are addressing pertinent issues; however there is a scope for changing the approach in implementing the strategy. The main issue lies with how the objectives are implemented and how the focus should change to improve the effectiveness of MCT engagement. MCT needs to move from implementing some of the activities to coordinating other actors in the media and related sectors. The analysis of other actors in MCT strategic objectives should provide a guideline as to what MCT

has to look for synergy and coordinate to achieve desirable outputs. It is recommended that the focus in the remaining period of the programme strategy should be:

Under laws, policies and standards: coordinate efforts in improving the legal and regulatory environment for the media sector, lobby for passing media friendly laws that influence growth of free, ethical and responsible media without coercion; and, Coordinate collaborative efforts of policy analysis with other civil society organisations.

Under Adjudication of complaints and Media Ethics: Coordinate development of professional ethics standards; enhance capacity for media monitoring; Build capacity for internal monitoring and self regulation in media houses, including adoption and adherence to editorial policies; setting up systems of in-house ombudsman and media critics; and, build capacity for press clubs to undertake arbitration and mediation, and overseeing media ethics.

Under Quality and Investigative Journalism: coordinate development of standards and benchmarks for journalistic training; coordinate stakeholders to develop standardised curricula at all levels that are aligned to prevailing environment; coordinate efforts to influence training content and enhance practical training; and, coordinate development and delivery of ethical reportage at academic and practical level

Under Research, Policy Analysis and Documentation: develop guidelines for research and policy analysis; increase advocacy for research in higher learning institutions; and, enhance media monitoring activities including online content and assert MCT as an authority in media ethics.

A new area of focus is Capacity Building and Sustainability: MCT should concentrate on strengthening the media associations through leadership skills development to enable them to develop effective collaboration with MCT in implementing various projects; develop a robust Monitoring and Evaluation system; and, improve its Management Information System in order to produce real time reports.

The review shows that MCT is the most organised of the media sector actors in Tanzania, and for that reason, there are higher expectations from the stakeholders for it to handle all the media related issues. What is clear among stakeholders is that if other media and media related actors were delivering on their mandate it would enable MCT to focus on its core functions and achieve higher impact.

Overall, the review team notes that MCT has embarked on a mission to address issues in the media sector that are essentially not comprehensively covered by any other organisation in Tanzania. The objectives of the programme strategy are synergistic, and will remain valid for a long time to come. In its future programme, MCT only needs to identify the most effective way of achieving the objective.

ACKNOWLEDGEMENT

The Media Council of Tanzania (MCT) commissioned Kazi Services Ltd, a business development service provider based in Dar es Salaam, to undertake a mid-term review of the MCT Programme Strategy. The work involved interviewing and carrying out focus group discussions with various stakeholders of the Council in sampled areas of the country, as well as an extensive review of documentation. The result is a strategic picture of the main achievements, strengths, weaknesses and opportunities of the current programme strategy. It is an articulation of the most viable focus by the Council for the remaining period of the programme strategy.

The consultant wishes to acknowledge the contributions of the MCT Governing Board under the Vice-Chairman Ms. Mariam Hamdani and members Hon. Justice Mark Bomani, Mr Gervas Moshiro, Ms. Ichikaeli Maro, Mr. Theophil Makunga, Mr. George Nyembela and Ms. Flora Wingia. Also for immense support from the Executive Secretary Mr Kajubi Mukajanga and his senior management team comprising of Ms. Pili Mtambalike, Mr. John Mireny, and Mr. John Nguya.

The consultant also extend appreciation to the UTPC President Mr Kenneth Simbaya and its board for allocating a substantial part of their regular board meeting to contribute to the mid-term review of the MCT Programme Strategy.

The team wish to note the contribution from secretariats and members of press clubs of Arusha, Lindi, and Zanzibar who provided their valuable time for interviews and focus group discussions. It is not easy to mention all the individuals who contributed to this work, a list of people interviewed or participated in the various focus group discussions appear in Appendix C. Various documents related to the project reviewed appear in Appendix A of this report.

The consultancy team is pleased to have been involved, albeit in a small way, in the process of expanding the perimeters of freedom of expression to ensure that the Tanzania media contributes in the country's development and democratic processes.

While most of the views expressed herein reflect the observations from the stakeholders to whom due credits are given, the analyses and interpretations were made by the consultant, and therefore the consultant assumes the responsibility for any misinterpretations, errors and any omissions.

On behalf of the consulting team: Ms. Zuhura Sinare Muro, Professor Beatus A. T. Kundi, and Z. Kristos Minja.

For Kazi Services Ltd

Dr Edwin Mathias Mpogolo
Consulting Team Leader
Dar es Salaam, March 2010.

LIST OF ABBREVIATIONS

AGC	Annual General Convention
AJM	Association of Journalists and Media Workers
CSO	Civil Society Organisation
INSET	In-service Training Institute
JOYAT	Journalist of the Year Award
MCT	Media Council of Tanzania
MEWATA	Medical Women Association of Tanzania
MISA-TAN	Media Institute of Southern Africa – Tanzania Chapter
Mkukuta	Mkakati wa Kupunguza Umaskini na Kukuza Uchumi Tanzania
MNRT	Ministry of Natural Resources and Tourism
MOAT	Media Owners Association of Tanzania
MoU	Memorandum of Understanding
NACTE	National Council of Technical Education
NGC	National General Convention
NGOs	Non-Governmental Organizations
PCP	Press Clubs Project
PS	Programme Strategy
REPOA	Research on Poverty Alleviation (a non-governmental organisation)
SACCOS	Savings and Credit Cooperative Society
SAUT	St. Augustine University of Tanzania
SEK	Swedish Kroner
Sida	Swedish International Development Agency
TAJA	Tanzania Journalists Association
TAMWA	Tanzania Media Women's Association
TEF	Tanzania Editors' Forum
TMF	Tanzania Media Fund
TNA	Training Needs Assessment
ToR	Terms of Reference
TUJ	Tanzania union of Journalists
TZS	Tanzanian Shillings
UCC	University Computing Centre (Under the University of Dar es Salaam)
USIS	United States Information Services
UTPC	Union of Tanzania Press Clubs

1. INTRODUCTION

1.1 Background

The Media Council of Tanzania (MCT) is a voluntary, independent and non-statutory organization established to create an environment that enables a strong and ethical media that contributes towards a more democratic and just society. The media fraternity formed the MCT as an industry self-regulatory body. The Council envisions a democratic Tanzania with a free, responsible and effective media.

MCT developed a quadrennial Programme Strategy to cover the period 2007/8-2010/11 with the overall goal of expanding the perimeters of freedom of expression and the media in order to ensure that the Tanzanian media contributes effectively in the country's development and democratic processes.

To carry out its mission and achieve the Council's objectives, the Programme Strategy identifies four strategic levels to work at, each with clear programme objectives:

- Laws, policies and standards
- Adjudication of complaints and Media ethics
- Quality and investigative journalism
- Research, Policy Analysis and Documentation

Since the programme was half-way through the implementation, MCT initiated an exercise to review the progress in the implementation.

1.2 Objectives of the Study

The main objectives of the mid-term review were to:

- (i) Take stock of current MCT's achievements, challenges and opportunities;
- (ii) Verify the continued relevance and pertinence of the activities as well as the related sustainability;
- (iii) Identify the necessary adjustments, if any, in the Programme Strategy design, objectives, strategies and implementation arrangement in light of changes in the environment;
- (iv) Identify areas to which MCT management should pay specific attention in order to achieve the Programme Strategy objectives, and make any other recommendations on how to improve its performance.
- (v) Review the strategy focussing on the remaining period based on the findings and provide recommendations for the next phase of programme strategy.

The Mid-Term Review covered the design of the Programme Strategy; and implementation outputs and activities (quantity, quality and utility); outcomes and effects.

1.3 Methodology

The methodology employed in the study entailed literature reviews, field surveys and stakeholder consultations so as to obtain the background information necessary for the mid-term review.

Task 1: Documentary Review: This involved collection and review of pertinent documents. Documents reviewed are listed in the reference section of this report. The consultant also reviewed the various publications that are made available through the MCT website www.mct.or.tz.

Task 2: Field Work and Data Gathering: As part of field work, the Consultants visited Arusha, Lindi, Zanzibar and Dar es Salaam where they held interviews and focus group discussions with stakeholders, particularly foot-soldier and veteran journalists who are the key beneficiaries of MCT.

In Dar es Salaam the consulting team held five half-day focus group discussions with the following groups of stakeholders:

- Board members of the Union of Tanzania Press Clubs [UTPC]
- Media Owners and Executives
- Tanzania Editors' Forum and Media Critics
- Media Training Institutions
- Representative of the Government and Development Partners
- MCT Secretariat & MCT Board Members

In the field work the Consultant used structured data collection tools and questionnaires to elicit the information. Their views and recommendations form the major part of the analysis presented in this report.

Task 3: Data Analysis and Synthesis: the consultant team undertook data analysis and synthesis, and prepared the interim report with findings mainly from information gathered during field visits for sharing with the Secretariat and Board of MCT. The Consultant then developed the complete report incorporating the comments of the MCT.

Task 4: Final Report: The consultant presented the draft report to the MCT secretariat for comments and discussion before finalisation.

2. ASSESSMENT OF IMPLEMENTATION PROGRESS

This chapter presents the consultant's assessment of implementation in terms of physical and financial progress; cost effectiveness and factors that influenced the implementation of the Programme Strategy.

2.1 Implementation Progress

The objective was to assess the progress of implementation of the Programme Strategy components and activities in order to take stock of the quantitative and qualitative achievements, compare them with what was planned and ascertain the likelihood of achieving the objectives in the remaining time given the way activities are being implemented and outputs produced.

Information on implementation progress is captured in quarterly plans and reviews that are essentially in narrative form. This system of reporting was put in place in the second year of implementation, thus although there are no details of implementation progress in the first year, the system depicts a roll-out of activities that depicts achievements from the inception of the programme strategy.

The assessment revealed that MCT was operating at 31% of the required capacity for implementing programme strategy in the first year. After recruitment as part of organisation and capacity review exercise the implementation speed improved. However, it took time to realise the planned output because of the steep learning curve for new staff. In the second year, implementation rate picked up to about 95% with indications that the planned activities will be achieved in the remainder of the implementation period.

Physical implementation progress for each strategic objective is depicted in chapter 3 of this report.

MCT has been able to deliver the outputs in timely manner for training, including production of training manuals that have improved the quality of training provided. It has also been able to realise timely outputs in adjudication of complaints. However, in some areas, notably on laws, policies and standards, it has not been easy to realise timely outputs to a good extent due to strenuous conditions in the environment, for example slow collaboration response from others, and also inertia on the part of the government to pass the bills through the parliament.

The perceptions of achievements by the beneficiaries and the benefactors include the following:

- MCT has gained recognition and respect by both the public and government; recognition by the government is a good testimony as exemplified by the official communication with government officials;
- Adjudication of complaints/mediation is seen by all stakeholders to be a success;
- Regarding advocacy especially in blocking the passage of the government sponsored bill, however, the Coalition led by MCT need to maintain momentum to achieve the goal of passing the Right to Information and the Media Services bills that are proposed by the stakeholders. The Coalition has gone further to engage experts to develop regulations for operationalisation of the two proposed bills ;
- Training provided by MCT has improved performance and ethics of journalists, as far as unethical performance was caused by ignorance and lack of training. This is

particularly appreciated by the media houses which feel this has reduced their chances of litigation and potential loss of money;

- The quality of the work done by MCT, particularly in setting research agenda and guidelines, publications and development of training manuals that are highly appreciated by stakeholders. This is exemplified by the fact that MCT is quoted by other organizations;
- MCT has been able to strengthening other media bodies, these include the UTPC and Press Clubs; and support to the nascent Tanzania Editors’ Forum to a point where it has been legally constituted. It is also recognised and accepted by the government and public as exemplified by its ability to engage famous public figures in its scheduled monthly luncheons;
- MCT through its Journalist of the Year Award has been able to motivate journalists to uphold high standards of journalistic practice. However, it has to be careful with conflicts that can result from providing awards and overseeing ethics (MCT should be independent). It is difficult to be the award giver and at the same time and arbitrator when ethics are breached, particularly when the same subject is concerned.

The overall design of the programme strategy was such that MCT was supposed to implement the detailed activities rather than coordinating other actors to carry-out activities in its objectives, this has to a certain extent limited the effectiveness of the programme. The way MCT is implementing strategy should be based on its competitive advantage and focusing on its strategic fit as discussed in detail in the chapter on synergies of this report

2.2 Inputs

The review aimed at examining the adequacy of inputs for the delivery of outputs and the timeliness of the delivery of such inputs. As regards to financing, the mid-term review aimed at comparing the proposed budgets with actual disbursements, timeliness of disbursement of funds, and absorptive capacity of MCT. The review also assessed budget against expenditure.

Table 2.2 Statement of Variation for 2007/08 – 2008/09

STATEMENT OF VARIATION		2007/8-2008/9 (in ‘000 TShs)			
No.	Item	Budget	Actual	Variance	%
	INCOME				
1	Grants	1,755,209	2,233,998	(478,789)	(27)
2	Membership Subscriptions	37,305	23,497	13,807	37
3	Other Income	84,755	178,118	(93,362)	(110)
	Total Income	1,877,270	2,435,615	(558,345)	(30)
	EXPENDITURE				
1	Laws, Policies and Standards	200,355	123,041	77,313	39
2	Arbitration Services	84,623	125,608	(40,985)	(48)
3	Quality and Investigative Journalism	305,962	262,090	43,872	14
4	Research, Policy Analysis and Documentations	386,553	234,091	152,461	39
5	Institutional Monitoring and Capacity Building	193,471	301,330	(107,859)	(56)
6	Salaries and Staff Costs	505,151	538,385	(33,234)	(7)
7	Administrative Expenses	205,687	274,929	(69,242)	(34)
8	Right to Information and Media Services Bill	132,000	124,677	7,322	6
9	Local Elections Monitoring	287,988	560,444	(272,455)	(95)
	Total Expenditure	2,301,793	2,544,599	(242,806)	(11)

Source: Media Council of Tanzania – Statement of Variation for MCT Funds Income Statement for the Period 1st January to 31st December 2008, and Preliminary Statement of Variation for MCT's Programme Strategy for the Period Ending 31st December 2009.

Table 2.2 depicts the combined statement of variations in the first two years of implementation of the programme strategy. Since accounts for the period ending 31st December 2009 were not finalised, the figures are only indicative.

MCT has been able to deploy the planned inputs as financial support from development partners has been received timely.

The absorption capacity that was initially hampered by shortage of staff was corrected in the second year after departmentalisation and recruitment of competent staff in all relevant positions.

The key issue as regards inputs has been the under-budgeting of items in the programme strategy, and the effect of the exchange rate fluctuations that were in some cases not in favour of the Tanzanian shilling. Similarly, the organisational development and capacity review that was undertaken. The significant growth of the organisation resulting from Organisational Development Capacity Review also had some implication in terms of wage bill, taxes and other expenditure, that could not be met by the programme strategy budget.

Consequently, to achieve the set targets, MCT has had to ask for supplementary budgets in each of the two years of implementation.

Much as MCT would have liked to reach more stakeholders, it is constrained by resources. Consequently, MCT has been striving to concentrate on limited activities which have substantial impact and with the aim of improve quality of outputs, for example by scaling down issue of newsletters from monthly to two-monthly – making them more authoritative and address more pertinent issues instead of focusing on activities implemented.

2.3 Planning, Monitoring and Review

Success of implementation is dependent on having plausible mechanisms of planning and continuously monitoring the implementation progress, to enable instituting timely corrective actions. The objective was to assess the adequacy of the instruments for planning activities and monitoring implementation.

2.3.1 Planning

The planning is achieved through participatory development of annual work plans that identify key issues to be addressed in a year, based on the programme strategy and also taking into consideration changes in the environment.

In the first year, the workplan was extracted exactly as it was in the programme strategy, as MCT did not have sufficient time to plan and adjust some of the activities in line with the prevailing situation on the ground.

In subsequent years, annual workplans are prepared on the basis of the programme strategy but with some significant changes. Assessment of the work plans show comprehensive planning tools that provide comprehensive premises upon which plans are based for each strategic objective, as well as monitoring tools, including clearly spelled:

- Outcomes, outputs and activities
- Indicators

- Means of verification
- Linkages
- Budget, and
- Indicative timing of activities.

The Secretariat undertakes quarterly review of planning starting at the departmental level involving all members of staff. This participatory approach in planning is perceived by the management to have improved the quality of thinking and the commitment to implement the plans.

At governance level, planning is coordinated by two committees, the Finance and Administrative Committee and the Programmes Committee.

2.3.2 Monitoring and Review

The Programme Strategy captures broadly but accurately what the Council wants to achieve in the programme period. It is a focused pointer to how MCT shall move. To ensure that outputs are realistic and timeframes plausible, annual logical frameworks were planned to be developed each year. Through this approach, the MCT sought to maintain flexibility and responsiveness. The bottom line was: Four-year strategy, annual logical frameworks plans.

At the Secretariat's level, there are quarterly reviews involving all members of staff. Also each week there is a system of having a policy day (an hour each Friday) to discuss issues on operational policies

Monitoring & Evaluation at the governance level is facilitated by the Programmes Committee which is always led by Vice President to provide oversight on quality of programmes delivery. The work of the Committee is appreciated by the Secretariat.

The review revealed weaknesses in both Management Information System MIS and M & E which affect real time reporting. There is a need to have a robust M&E reporting on how the results have been achieved in order to justify how the money has been spent. The M&E system is largely handled by each department in the format specific for the department. The system is seen to be more inclined in monitoring activities rather than results. The system does not provide a spontaneous picture of the implementation status at given moment owing to the fact that the system is not computerised and therefore not continuously updated and made to provide continuous reports on implementation.

As an institutional function, M&E is assigned to the Research and Publication Department. While it is appreciated that the department would be ideal to be responsible for media monitoring, internal implementation of programme strategy should be given more weight and moved to the department which is overall responsible for planning, in the case of MCT the Finance and Administration Department or be setup as an independent unit reporting to the Executive Secretary.

On checks and balances, MCT has employed a more credible auditing firm Ernst and Young to replace the Tanzania Audit Corporation following concerns raised by the development partners.

As a first step in building adaptive capacity MCT has formed a Think Tank. This will provide MCT with the ability to cope with changing opportunities and challenges, and address changes in the environment, for example, as depicted in the section on the validity of assumptions below.

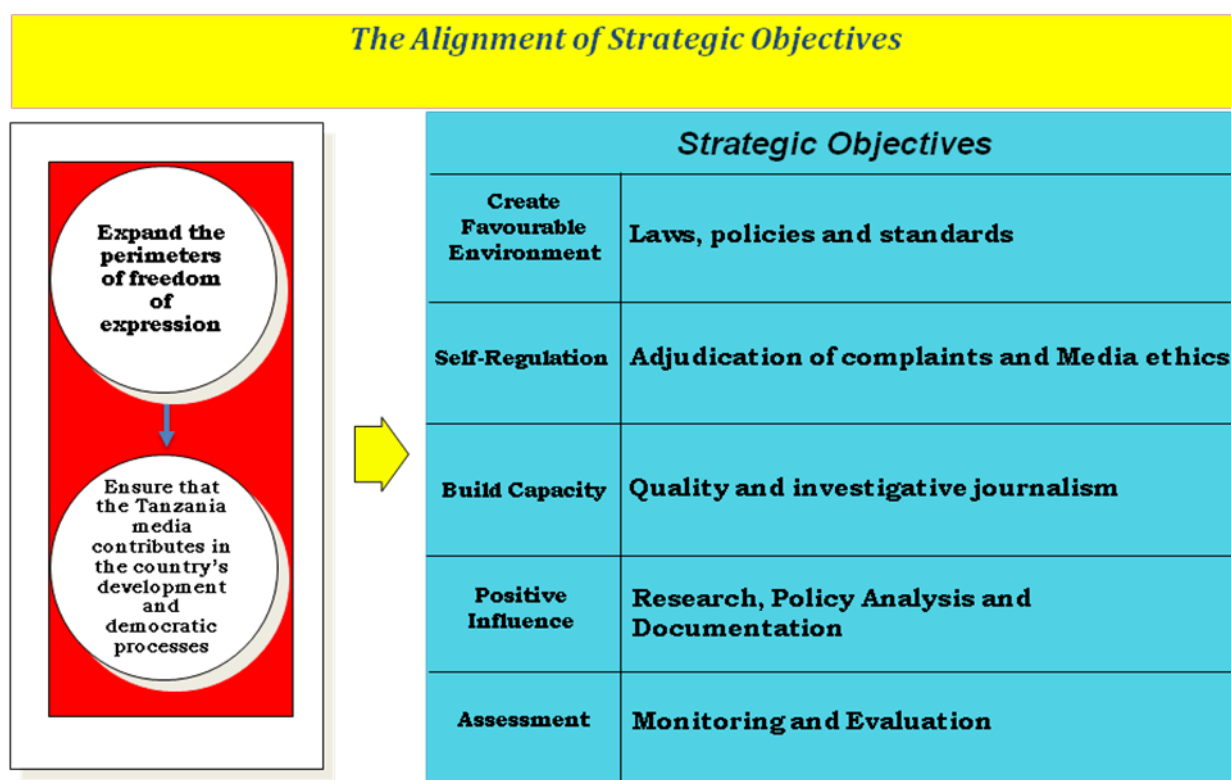
2.4 Overall Design and Validity of Assumptions

The mid-term review consultant assessed the overall design and validity of the assumptions and premises that formed the basis for the design and implementation of the Programme Strategy to determine their correctness and continued relevance. The assumptions made for specific programme components are discussed in relevant sections in chapter 3; this section discusses the change in assumptions that have effect on the programme strategy as a whole.

2.4.1 Programme Design

The consultant was satisfied that the programme had a proper design with synergistic components that address the stated overall goal of expanding the perimeters of freedom of expression to ensure the Tanzania media contributes in the country's development and democratic processes.

As shown in the diagram below, each component was designed to address issues that were identified to be impediments to media contribution in expanding freedom of expression.



2.4.2 Assumptions on Programme Approach

The programme strategy was designed on the premises of having a single programme under a single source of funding. MCT under the directive of a new Governing Board had embarked on a new approach to programme strategy and implementation in which a single comprehensive four year programme strategy was to be developed, with anticipation that no separate projects would be developed or fundraising undertaken, for obvious reason of keeping the focus on identified strategic objectives and reducing transaction costs that

would involve multiple reporting and submitting to interests of different funders of the projects. This assumption of avoiding having disparate projects and programmes could not hold owing to changing political-socio-economic environment and its impact on the media scene.

Some of the projects that were not planned under the programme include: UNESCO funding for MCT on annual Press Freedom Day and funding local elections monitoring project.

2.4.3 Organisational Development Capacity Review

At commencement of implementation of the strategic programme, capacity review and organisation development was carried out, with funding through bilateral agreement with the Swiss and Swedish Governments. This resulted in effective implementation shifting from July 2007 to January 2008. The exercise resulted in enhancement of the capacity of MCT, some examples are:

- Significant restructuring of the organisation, with departmentalisation and therefore specialisation that has resulted in a more professional outlook, unlike previously when the small staff was engaged in all activities;
- Substantial increase in staffing enabling the organisation to have the capacity to deliver as per its mandate and implement the programme strategy; and
- Improved working environment with renting of more spacious office accommodation and two motor vehicles to facilitate implementation.

During the review period there have been significant changes at governance and top management levels, with the inauguration of a new Governing Board following the end of the tenure of the earlier one, employment of a new Executive Secretary, and employment of a number of new senior managers to fill new positions created as a result of organisational development and capacity review. These changes have resulted in a few changes at policy level.

Consequent challenges include the increase of budget to finance the increase of wage bill, rent and taxes also the retention of best staff given limitation of budgetary resources.

2.4.4 Election Monitoring

Some changes in the political and media environment have necessitated MCT to adopt and take on board some activities that were not included or under-estimated in the programme strategy. For example, while election monitoring was included in the original plan, its scope was under-estimated, the coverage includes comprehensively reporting and monitoring of the local government elections in 2009, and the expected general elections in 2010 has necessitated elevation of the scope of activities and budget for the same beyond what was envisaged in the programme strategy. For this reason MCT had to seek other sources of funding besides the basket fund, and therefore compromising the principle of 'one programme under one funding arrangement that was the key programming approach that resulted in the programme strategy.

2.5 Major Changes in the Media Environment

2.5.1 Usage of Information and Communication Technologies

Adoption of modern information and communication technologies by the media sector and the public has provided both opportunities and challenges for MCT in realising its objectives.

Ease of Publishing

Following organisational development capacity review, MCT has realised the significant advantage of harnessing technology as a source of delivery of information to its stakeholders. The MCT website (www.mct.or.tz) has been enhanced and made more interactive, providing a range of information that would otherwise be provided by physical publications, for examples information that used to be published in Barazani and Media Watch, books and manuals. This has had an impact of reducing publishing costs and it has made them readily available to a larger target audience not only from within Tanzania but all over the world, with statistics showing hits from countries as diverse as United States, Lithuania, South Korea and Latvia.

The challenge is how to publicise the MCT presence in the cyberspace. To address this challenge MCT needs to list the website to key search engines with such key words related to Tanzania and the media.

Online Publishing

A number of media outlets have adopted online publishing of their print media versions, hence, extending their reach to remote areas of the country as well as all corners of the world. This trend has been adopted by almost all print media who are also members of MCT, hence supporting the MCT objectives of expanding the freedom of information.

Technology has also enabled improved quality of media products, for example for the first time television can link debate between two distant cities. Journalists using laptops can now file their stories directly from the parliament while before they had to rush to internet cafes.

Growth of Blogosphere

During the period under review, there has been a tremendous growth of blog spots established by journalists and non-journalists as well. Establishment of a blog is easier than establishing any other media outlet as it does not require registration by the government and is not capital intensive.

A blog tracking website, Technorati, estimates that there are over 200 active blogs written for Tanzania or by people who, in one way or another, refer themselves as Tanzanians. The growth in number of blogs, local and international, where Tanzanian citizens can freely contribute ideas has expanded the sphere of freedom of expression as well as the freedom of information for the general public.

This has also posed challenges for MCT in its quest to inculcate and monitor professional ethical standards to protect the public interest as some of the blogs appear to be misused. A number of blogs have been identified as not adhering to ethical standards (Ref. Journalism on the Move - State of the Media Report 2008).

The implication of this is for MCT to identify the capacities it requires to be an active arbiter in the modern technological environment. It is important to note that MCT, as a self-regulating body for media sector, may only confine itself to monitoring online media outlets that are owned its members.

2.5.2 Increase and Upgrading of Training Institutions

There has been an appreciable increase of media training outlets as well as upgrading of the existing ones, for example the Open University of Tanzania has commenced journalism degree programme, St. Augustine University of Tanzania has introduced a Masters of Arts degree and PhD programmes at its newly constituted Dar es Salaam college in addition to its undergraduate middle level journalism programmes that were offered at its Mwanza College.

At vocational level, there has been an increase of journalism training colleges that offer a range of certificates and diplomas that vary in terms of delivery and content of training. This mushrooming of production has called into question standardisation of course contents and qualifications of graduating journalists.

The challenge for MCT is to identify ways of ensuring quality in journalism education as well as influencing curricula to ensure the specific training areas that are in line with its objectives, for example ethical reportage and investigative journalism are covered in the training courses. In addition, to ensure quality journalism, MCT may influence, on behalf of its stakeholders, setting the benchmarks and standards, for example comprehensive practical training.

Ethical reportage in its wider sense needs to be emphasised through training for journalists throughout the country, for all editors countrywide for all media outlets on ethical reporting, for government and political party officials on importance of working with journalists and regional press clubs in ethical way, and work with UTPC to prepare a strategy for transport and pay for independent journalists who will cover general elections.

2.5.3 Increase in Number of Journalists

In the period under review, the stakeholder's perception is that there has been a significant growth in the number and quality of journalists as a result of increase in training opportunities.

Due to limited absorptive capacity of the media houses, and the fact that many media houses still prefer to employ freelancers without formal contracts of employment to minimise cost, there has been an increase in freelance journalists with no guarantee of remuneration. Consequently cases of breach of ethics are observed to be on the rise as a result of journalists struggling to find survival means. For example there are cases of journalists being funded by sources to file stories favourable to their causes, or journalists pretending to be investigators, health officials or other pretence in order to extort money from unsuspecting targets.

It is also observed that trained journalists, women in particular, shun to join media houses preferring to go into public relations, press secretaries and information offices of public and private enterprises. This is a research issue for MCT, investigating why there are higher population of females in schools of journalism but their representation in the employment as journalists is not as high. Whether careers in non-media organisations are more rewarding or that conditions in media houses are not conducive for female journalists.

2.5.4 Change in Quality of Journalism

There is no consensus among stakeholders that participated in focus group discussions as to whether there is significant improvement in quality of journalism, although it is agreed that media outlets are of higher quality and technology is more up-to-date and providing new products.

Mwafissi¹ observes that “most of the journalists have basic journalistic skills and knowledge but they lack the 'scientific outlook.' Because of this they mostly report about events and personalities rather than the process of the events and issues raised by the personalities and the people in general”. This observation still holds true for most journalists in the country.

It is observed that journalists have increasingly gained skills and confidence to carry-out investigative journalism, a fact stakeholders attribute to training provided by MCT.

It is expected that having more post graduate journalists will improve quality and that it will improve research and policy analysis in the media houses. As a consequence this will help reduce complaints that result from lack of professionalism, and possibly media owners will be protected from litigation. However, it was observed that formal training, particularly at tertiary and university levels are academic and do not focus on developing a trade but theoretical knowledge, thus the challenge is for media stakeholders to devise a method of building media profession out of graduates in similar ways that lawyers and doctors are developed to qualification. This being a media issue calls for MCT coordination.

More opportunities have been provided by new funding mechanisms such as the Tanzania Media Fund (TMF) to encourage investigative journalism. Media houses cannot fund investigative journalism to remote corners of the country; similarly this will enhance objective and independent reporting by journalists. However, stakeholders feel stringent requirements and some organisational hiccups have limited the utilisation of such funding to effectively contribute in the MCT agenda.

Another challenge in investigative journalism includes the fact that some civil society organisations are also involved in encouraging investigative journalism with their own predetermined agenda and guidelines that may conflict with ethical journalism.

2.5.5 Increase and Change of Pattern in Media Outlets

While prominent media outlets are scaling down, there is an increase in smaller print and electronic media outlets that have been registered to the extent that the government has suspended registration of new ones. Changes noted by stakeholders are:

- Increase in media outlets, particularly community radios and FM radios which allegedly employ staff who are not professionals; this has resulted in sidelining professional journalists and increase incidents of breach of ethics;
- Installation of re-transmission stations for television by local councils to provide service to people has made media importance appreciated, and influence people to start training their children in journalism;

¹ Mwafissi, Samwilu. Development Journalism: How Prepared are Tanzanian Journalists? *Africa Media Review* Vol. 5 No. 2.1991, African Council for Communication Education

- Print media outlets have increased, but many papers are urban based with very little rural information coverage.

Statistics on the trend of growth in electronic media from TCRA are summarised by the diagram below.

The implication of these developments is that incidents of breach of ethics will increase, and MCT will have to be more proactive to address the issue; media monitoring will increasingly become more challenging.

Another development is the recent tendency of the government to ban publication of some papers for a given period of time. The current media environment may force MCT to deviate from its original self mandate, e.g. since media institutions are not strong enough, MCT may be forced to stand to defend them and therefore the government may see MCT as not being impartial.

It has been observed that there is a recent trend of media outlets scaling down production, for example *Alasiri* and *Lete Raha* have closed; investigative papers such as *Kulikoni* and *This Day* have scaled down from daily to weekly publications, despite the fact that these products are prominent. *The African* has moved from being a daily to a weekly paper. Stakeholders identify probable causes as lack of skills in managing media business, challenges in maintaining the quality of papers, and problem in maintaining editorial agenda. It is observed that the media houses that maintain unwavering editorial agenda are able to achieve wider circulation. This confirms the fact that “*good journalism is good business*”. The challenge for MCT is to undertake research to establish the real cause and probable impact on the freedom of expression.

2.5.6 Improved Appreciation of Media

Over the period under review, the public has generally taken more interest in the media, with increased use of news outlets and acceptance of journalists as an important part of the society.

The government on its part has employed press and information officers in its ministries and agencies. Although this initially appeared to be a good gesture, it turned out that these officers act as the main sensors of information in these institutions.

MCT ought to be proactive in responding to ethical issues; otherwise the government will see a vacuum that has to be filled by a government organ. According to the Minister responsible for Information [Ref. a programme aired by TBC on 21st March 2010] the government is planning to establish a regulatory board that will be responsible for monitoring and taking action against breach of media ethics. The rationale for this move is the increase in number of media outlets and entry of untrained people in the sector.

2.5.7 Stronger Press Clubs

MCT has undertaken strengthening of press clubs and UTPC, one of the few NGOs that have national outreach. Regional based journalists have been provided with equipment (quantitative) and training (qualitative). Some of the outcomes are that:

- Local journalists in regions have gained prominence even in coverage of news for senior government officials who visit the regions
- Press clubs have been empowered to carry-out arbitration and therefore extended the reach for the service

- Acceptance of press clubs by the government and increased collaboration by giving journalists chances to cover news

MCT now needs to leave strengthening of press clubs to UTPC as the appropriate representative of journalists.

2.5.8 Political Polarisation of the Media

Some media outlets are seen to have been established for political reasons without clearly declaring their editorial agenda. Stakeholders have noted that:

- Many newspapers tend to register towards elections and die soon afterwards, indicating that they are established for political reasons.
- Politics has influenced media business and media owners' interest to the extent of compromising objectivity. This may pose a challenge to the credibility of the media.
- Allocation of advertisement is not based on business sense such as circulation but rather political inclination of the media house.
- Suspension of media houses specialised in "investigative journalism" has implication on how MCT should react to potential threat on media freedom

Some media outlets have been turned into personal political armies even as editors and journalists are under pressure to be free. MCT will find itself with challenges particularly from government as it defends the tenets of freedom of expression and free media.

2.5.9 Changes in the Regulatory Environment

There have been some changes in the regulatory environment and many more are in the pipeline. For example:

- Changes in the coverage by electronic media, initially restricted to 25% of the country but now country-wide coverage is allowed;
- New policy aims to restrict ownership in diverse media outlets, which may result in reducing the power of media owners and possibly affecting their profits. The policy is yet to be approved;
- Proposed law may help in media houses by eliminating journalists who have invaded the profession, those who work without understanding and/or respecting editorial policy.

Civil society organisations have to be involved but ensure collaboration with these organisations it always within MCT mission and vision and that it is within its strategic fit.

2.6 SWOC Analysis on Overall Programme Strategy Implementation

In this analysis the focus is to do a critical review of how the implementation of the Programme Strategy during the first two years fared, what kind of strengths MCT can build on, what kind of weaknesses MCT needs to overcome, what opportunities should MCT take advantage of in order to minimise weaknesses and tame or mitigate challenges in the remaining period of the Programme Strategy.

Strengths/(Achievements)	Opportunities
<ul style="list-style-type: none"> • An adequate institutional capacity (staffing) to implement the Programme Strategy • A functional adjudication of complaints system • An agenda and guidelines for media research • A strong experience to guide in-service training of journalists • A strong base for quality assurance of publications • A functional website and commitment to use ICT to advance the mission of the Council • Good initiatives and commitment to promote standards in the media 	<ul style="list-style-type: none"> • Expansion of the adjudication system to cover the regions • Devolution of some activities to vetted partners with adequate capacity • Strong demand and role for media research • Existence of the Tanzania Media Fund • The potential increasingly being created by ICT • Existence of some good partners with which to establish synergies • Growing constructive relations with stakeholders include the URT and RGZ Governments
Weaknesses	Challenges
<ul style="list-style-type: none"> • A weak base for internal financial sustainability • High costs of operations particularly related to office space and governance • Critical gaps in media monitoring strategy, guidelines and tools • Critical gaps in MIS and M&E mechanisms as well as internal capacity to do these important roles effectively 	<ul style="list-style-type: none"> • The unfavourable legal framework for the media sector • Inertia on the part of the government in enacting bills as per media stakeholders' proposals • The risks against retaining the strong and competent staffing that has been established • The persistent problem of breach of media ethics • Limited outreach – the centre of gravity for the Programme Strategy implementation has been Dar es Salaam

Based on this analysis, and lessons learned as depicted in chapter 3, the review team provides recommendations for to be incorporated in the implementation in the coming 2 years and key considerations to be taken on board beyond 2011.

3. RELEVANCE AND EFFECTIVENESS OF THE PROGRAMME STRATEGY

For each component, the consultant assessed the outcomes as per annual logical frameworks. The consultants analysed whether the outcomes produced are of value to the stakeholders, as perceived by the stakeholders, observed in the field and in focus group discussions.

3.1 Laws, Policies and Standards

3.1.1 Introduction

The main thrust of this component was to step up advocacy work in promoting freedom of expression in its wider sense and freedom of the media in the context of human rights. The programme intervention was planned at three levels.

The first was to engage with policy makers and planners to effect policy changes and law review to allow for freedom of expression of the media. Other actors who shall be involved at this level shall be the business community and media owners (publishers) who pose a major and increasing threat to freedom of expression and the media through interfering with editorial independence and fostering the rise of cheque-book journalism.

The second level was to work with the media industry which include media owners (publishers), editors and journalists in enforcing codes of ethics, providing guidelines for more responsible and professional conduct, and providing the analytical capacity to editorial staff so that they can be in a better position to lead debates and dialogue on various socio-economic issues that can impact and affect the development of Tanzanians.

The third level was to work with the public to stimulate and foster attitude changes to enable them demand for information from those who have such information in their custody and those custodians of information to be compelled to provide it. The public was to be encouraged to use the media and other means of communication to receive and exchange information as their inherent human right provided by the Constitution.

3.1.2 Programme design

The focus is to lobby and advocate for changes in the laws and regulations; policies and standards that would create a conducive environment for a wider freedom of expression. There has not been any major change in legal framework.

The Newspaper Act of 1976 is still enforced. The Act gives the minister responsible for information the power of banning a newspaper. The ban is normally associated with offences such as sedation and criminal defamation often perceived by the authority as threatening political interests of certain institutions or individuals. In the last two years we have witnessed bans imposed on *Mwanahalisi* Newspaper, *Leo Tena*, and *kulikoni*. Despite concerted efforts of the media fraternity, the ban was not lifted.

The original assumptions of this programme objective remain valid and the need to advocate for law reforms requires new momentum if meaningful changes are to be achieved.

3.1.3 Achievements

MCT has to a great extent worked on all components, albeit the most visible effort was on law reforms, reviewing code of ethics and improving the quality of training in ethical reportage. It is perceived that MCT through its concerted efforts to coordinate the Coalition on Right to Information has managed to delay the Government from passing the undesired Media Services Bill. It is also perceived that through training, MCT has managed to create courage and skills amongst journalist to do investigative journalism. It is also reported that there is a high level of peer oversight amongst journalists due to training on ethical reportage.

Law and policies review

MCT has proactively advocated for law reforms by leading a Coalition on Right to Information of 11 members against the Government sponsored proposals of the Freedom of Information Bill. The bill fell desperately short of fulfilling the right to information as enshrined in Article 18 of the Constitution of the United Republic of Tanzania. This article recognises, amongst other things, *“freedom of expression and freedom of opinion, the right to seek, receive and impart information regardless of frontiers, freedom of communication and the right of non-interference in one’s own private communication*”

Based on this knowledge the Coalition on the Right to Information held consultative meetings with stakeholders, drafted recommendations and engaged the Parliamentary Standing Committee on Community Development to enable them articulate key issues and properly debate the bills when they are eventually tabled in the Parliament. The draft recommendations were handed over to the Deputy Speaker.

It is worth noting that, although the bills have not been debated in the parliament, the efforts coordinated by MCT were fruitful because the Government has not pushed through its sponsored bills. This is a major achievement to both media fraternity and public. One notable challenge is that the timing is not right for the Government to debate new media laws because of fear of media backlash before the October 2010 general elections.

The stakeholders feel that, MCT should not lose momentum on this important issue. There is a need to pro-actively engage the public on issues of law reforms and make it aware that right to information is their constitutional right. Going forward, MCT needs to allocate more resources in advocacy and agitation for law reforms.

Editorial Independence

It is challenging to achieve editorial independence in an environment where most media houses are owned by people who either have political interests or are inclined to support their friends who have vested interest in politics. The government has remained a key player in the media sector with investments in print and electronic media. All these factors pose grave challenges to editors who seek to achieve editorial independence.

MCT has supported the establishment of the Tanzania Editors’ Forum (TEF) which brings together editors to discuss issues such as corruption in the media and harassment of journalists. They also meet with policy and decision makers to discuss various issues concerning the profession, national development and policy matters. This is a very important achievement as it provides the opportunity for promoting peer oversight and expanding perimeters of editorial independence. The Tanzania Editors’ Forum is still faced

with the challenge of developing a shared vision and to mobilise all editors to join the forum. Some of the activities supported include Monthly Editors' Luncheons.

Despite this achievement, most media houses are far from achieving editorial independence. It will be fair to note that MCT has not been able to influence media houses to promote editorial independence.

Compromised Objectivity in Reporting

One of the major changes in the media landscape is the increased number of journalists most of them working as freelancers. In addition the media profession has been invaded by people who do not have any kind of training in journalism. Given the exponential increase of media houses, both professional and non-trained journalists are able to file stories or secure employment mainly in broadcasting media. Some of these are said to be paid by news sources in the form of transport, meals and refreshment. Consequently some of the news stories that appear in the print media are not objective. This has given rise to incidents of breach of media ethics. In February 2010, the president of the United Republic of Tanzania, Hon. Jakaya Kikwete aired his concerns about perceived corruption in the media sector.

MCT has invested efforts in providing basic training in journalism and ethical reportage via the Press Club Project. However, not much has been achieved in reversing the cheque-book journalism in the country.

It is important to note that MCT does not have the means to curb this type of journalism in an environment where it is increasingly difficult to define who is a journalist and who is not. There is a need to have a broad outlook on this challenge. MCT can only coordinate other stakeholders to influence the government to set standards and regulate media profession. Through this kind of regulation, only qualified individuals will be allowed to practice under clear guidelines and code of ethics.

Media Ethics

Fostering of media ethics is one of the mandates of MCT. In the last two years, MCT has continued to invest in the development of thematic guidelines, review and develop code of ethics for various media professionals and initiated in-house peer oversight initiatives in newsrooms.

The thematic guidelines initiative is focused on developing ethical and professional reportage. During the review period, MCT has developed codes of conduct for various media professionals. On In-House peer oversight, MCT has done preliminary work in media houses such as the *Daily News and Habari Leo*, *The Guardian*, *Majira*, *ITV* and *Channel Ten*.

Despite the above efforts, not much has been achieved in terms of analytical capacity. Shallow journalism still dominates both print and broadcast media. However, there has been a slight improvement in terms of quality in print media. The improvement may be attributed to increased access to specialised training offered by MCT and in-house training sponsored by a few media houses.

3.1.4 Opportunities and Challenges

Under this programme strategy, there are various opportunities that MCT can take advantage of such as; the confidence and trust of its stakeholders, the willingness of other organization to work in coalition to influence law reforms and policy changes, increased awareness of the public on their rights and right to information. The good news is: MCT

Secretariat and Board are aware of these opportunities and open to seek other opportunities that will enable the achievement of the objectives in this programme strategy. MCT plans to:

- Invest in Public advertisement in order to engage the public to know the functions of MCT and also to educate the public that the media laws affect them too. A number of public advertisements have been produced to this effect ready for dissemination both in print and electronic media.
- To revive the momentum in law reforms and policy review by engaging the coalition members and general public. This is because MCT recognises that it cannot achieve this objective without a broad support of the civil society.

The challenges that MCT is facing is lack of funds to do wide public advertisements. Efforts have been directed to lobbying support from media houses to air and print the adverts free of charge or on discounted rate cards.

Another challenge is the timing of the advocacy given that Tanzania is preparing for October general elections. It is likely that the Government will postpone debate on new media laws until after the general elections are over.

On issues of ethics, MCT faces challenges posed by political and business interest of the media owners. This challenge is likely to remain as long as media and politics continue to share the same bed.

3.1.5 Continued Relevance and Pertinence

This programme objective is still relevant because the current legal framework is not based on tenets of free media, does not foster freedom of expression, inhibit right to information and as result, the minister responsible for information (after consulting his/her advisors) can ban a newspaper or media outlet. Cases of unethical reportage persist and breach of individual and/or public right to information remains in place.

3.1.6 Necessary Adjustment and Future Focus

This programme strategy is broad and its achievement depends on many things, many of them beyond MCT's control. MCT can only coordinate the efforts of other stakeholders to influence law reforms, policy changes and standards. Such efforts include the need for the government to set standards, review of the journalism training curriculum, willingness of the media owners to develop their staff and setting of media profession regulations. This calls for adjustment in implementation strategy. A major shift is to move from direct implementation to playing a coordinating role. For example:

- Issue of having in-house ombudsman should be left to editors. MCT should only facilitate the Tanzania Editors' Forum to build their capacity of creating and supporting in-house ombudsman. Since media houses are key stakeholders of MCT, there should be a push to require all media houses to have in-house ombudsman;
- Editorial policy is the backbone of media houses. MCT should push through the Tanzania Editors' Forum for each media house to have an editorial policy and make it open to public;
- Coordinate other actors to influence standards in media training; and

- Level expectations of the stakeholders by publicising MCT's functions in order to avoid being caught in the trap of doing too much.

Under this programme strategy the future focus should be those activities that will enable MCT achieve the overall objective; *"expanding the perimeters of freedom of expression"*, by 2011. The focus in the remaining period should be on:

- Media ethics: should be proactive in criticising and also acknowledging good work of media houses. MCT interventions should be timely;
- Accreditation of journalists: MCT to engage Maelezo to influence control of issuance of Press Cards which is allegedly marred by biases and irregularities;
- Think Tank on Freedom of Expression and Media Issues which was established during the review period and given capacity to influence laws reforms and policy reviews; and
- Public advertisements to leverage the support of the wider public in pushing for conducive media laws.

3.1.7 Synergy and Comparative Advantage

Ideally the general public, if well informed, forms the broadest constituency of key players in laws, policy review and standards. For intervention purposes MCT stands as the critical player that has gained confidence and trust of other organizations. MCT is seen as a credible player and can operate within its mandate to coordinate other players to achieve the objectives set under this programme component. On one hand, there are complementary interests groups and/or organizations engaged in policy reforms, human rights organization, and media institutions. While on the other hand MCT has to carefully and tactfully manage its relationship with government in advocating for law reforms. MCT is so far doing fine because it is operating within a coalition and plans to engage the public to push for favourable legal framework.

3.1.8 Recommendations

The programme components under laws, policies and standards are at the heart of MCT mandate. Given the broadness of the components, it is recommended to review the outputs under each components review, implementation strategy and carefully plan the implementation in the remaining time of the programme strategy. This means to develop a plan which specifies exact numbers, resources to be deployed, time frame, direct results and observable outcomes. With this kind of detailed planning, monitoring of progress will be made easy and regular adjustments can be made.

3.2 Quality and Investigative Journalism

3.2.1 Introduction

The objective of quality and investigative journalism is to promote high quality and effective journalism that shall enable people to understand their circumstances, hold authorities to account, and make informed decisions and choices. Analytical and in-depth journalism shall be fostered.

This programme comprises five components, namely providing skills and issue based training; providing training and support to journalists so as to enhance investigative

journalism in the country; working with editors to put in place a strong editors guild that shall safeguard the rights and privileges of editors as custodians of editorial independence; and, providing space for mentoring of young journalists in the media within and outside the country; and engaging with publishers and media owners in promoting, strengthening ethical journalism through in-house training and awarding excellence for good journalism. The programme targets individual media practitioners of various levels, media houses, media trainers and journalism schools.

3.2.2 Programme design

The programme design is very ambitious in terms of levels of intervention and target groups to be served. This may have been so because of the enormous needs in the media sector where issues of training, quality and editorial independence are concerned.

Although there have been a number of changes, the original assumption is still valid in the current situation. However, it is important to be cautious as to how far MCT can achieve on all programme components.

The headline changes that have impact on this programme design include:

- College of higher education offering graduate and post-graduate level in journalism have increased. As a result the market has more graduates of mass communication and journalism;
- The private colleges that are offering basic training in journalism have also increased in number from 5 in 2007 to 10 in 2010. However, the curricula followed differ making it difficult to establish standards of graduates in certificate and diploma level. MCT has engaged NACTE to review the situation and at the time of writing this report, draft curriculum and syllabus contents have been produced and are under review;
- Freelance journalism has increased because many untrained people have invaded the profession. This tendency is posing challenges especially on quality and media ethics;
- The emergence of citizen journalism which is challenging the traditional and conventional media structures. It is difficult to estimate the number of independent media centres that have mushroomed in the country due to availability of mobile and online technologies. People; trained journalists or any person with no training in journalism can publish from home, office, street or village and circulate the information to many people within a very short time. The impact of this development is print and electronic media face the challenge of losing business because the public is no longer depending on them for breaking news. The journalists are challenged to provide news analysis: “news behind the news or day two news” instead of just informing the public of what happened. The training of journalists needs to recognise this challenge;
- In-house training and mentoring in news room is almost dead due to changes in technology. Sub-editors and Editors are rewriting the stories submitted by less experienced reporters as opposed to old days when the Editor would edit news submitted in hard copy in the presence of the reporter and ask him/her to re-write. This new development has huge impact on transfer of skills from veteran journalists to their juniors;

- There has been slight improvement on quality of journalism especially in the area of investigative journalism. However, the news reporting remains shallow and is still dominated by inadequate analysis. This has impact on decision on what should the training institution focus on in their training curriculum; and
- What has not changed is the way the journalism training is done. Most training institutions focus on theory with very limited opportunity for students to do practical training. As a result many graduates fail to meet the standards required in the newsrooms. It is perceived that the training offered is not aligned to the needs of the sector.

During the just ended Pan Africa Media Conference 18-19th March 2010 in Nairobi, His Highness Prince Aga Khan announced that a plan is underway to establish a Graduate School of Media and Communication in Nairobi as part of the Aga Khan University being established in Arusha. The school will offer mid-career training opportunities for practicing journalists and other professionals who wish to pursue a career in media from East Africa and elsewhere. It will be dedicated to advancing the excellence of media performance and the strengthening of ethical media practices throughout the developing world. This is indeed good news to the media sector.

3.2.3 Achievements

In implementation of this programme strategic objective, the MCT intervention is based on five programme components. The analysis of implementation of each programme component and progress made are presented below.

Table 3.1: Quantitative and Qualitative Achievements for 2008-2009

No	Description of Activity	Activities		Number of Trainees		Direct Result	Observable Output
		plan	Actual	plan	Actual		
1	Basic Broadcasting Training	13	13	208	208	To mould journalists Basic Broadcasting skills	Improvement on Basic Broadcasting professionalism
2	Investigative Journalism Training	6	6	96	96	Enhance journalists' skills on Investigative.	Improved Investigative journalist
3	Feature writing Training	(6) Regional and (1) Zonal	7	170	170	To write excellent feature stories.	Good /excellent feature reports
4	Poverty Reporting	10	10	200	200	Report Poverty Stories accurately	High-quality stories on Poverty reported.
5	Rural Reporting	10	10	200	200	Report Rural Stories accordingly	Quality Rural stories reported
6	Proposal Write up	(6) Regional and (2) Zones	8	170	170	Press Club members to be able to write projects proposals.	Project Proposals done by Press Club Members.
7	Computer Training Course	9	9	144	144	Ability to use computes	Journalists exploit computers

No	Description of Activity	Activities		Number of Trainees		Direct Result	Observable Output
		plan	Actual	plan	Actual		
8	Gender in the Media	9 for 2008	Planned 12 for 2009	180 for 2008 and 240 for 2009	180	Knowledge on gender issues	Journalist report gender issues properly.
9	Media Ethics Trainings	17	17	340	340	Journalists apply ethics on their profession	Ethical reporting applied.
10	Mediation and Arbitration Training	4 Zonal Trainings	4	100	100	Skills on solving Press Clubs and Social disputes.	Disputes solved with skills provided on training.
11	Professional Skills training	43	43	789	789	Promote professionalism through trainings.	To have Journalist with worth outputs in Media Industry.
12	Training Workshops and Seminars to Media Houses.	6	6	116	116	Enhance professionalism by trainings and workshops	Quality professionalism practiced by trained journalists
13	Training of trainers (TOT)	5	5	50	50	To have a trained Trainers in place for that particular training	High quality of trainings provided.

Skills and Issue Based Training

MCT has invested a lot of efforts in providing training ranging from basic journalism, computer application to specialised reporting courses. In the first year of the programme strategy, the training modules especially for journalism skills and issues based training were not standardised. The contents and methodology were driven by individual trainers, a situation which made it difficult to ensure and control quality of training delivery. MCT responded to this challenge by developing and standardising training modules. As a result the quality of training improved significantly and is well appreciated by the stakeholders.

Some of the notable achievements under this component are: peer oversight amongst journalist especially on ethical issues and that many journalists are confident in reporting on specific areas.

The challenges in training delivery include: inadequate internal capacity to adapt to changing environment, forging collaboration with institutions that are best suited to deliver training, re-thinking MCT's position with regard to training delivery. Internally, MCT does not have the expertise needed to develop and deliver skills and issue based training that will be able to meet the needs of the media sector. This is where re-thinking is required.

Training in Investigative Journalism

The review has revealed that as a result of MCT training, there has been an increase in number of journalists who are willing to do investigative journalism. The trained journalists are more courageous and confident in doing this kind of reporting. Although there is improvement in investigative journalistic writing, the analysis in most case is inadequate and/or incompetent.

The review also established that the training which has been given is far from being adequate in terms of outreach and quality. Very few people have benefited, and those trained are not exposed to practical experience. It was observed that in remote and small towns, journalists are afraid to engage in investigative journalism because everybody knows everyone, so they fear that their reporting may endanger their lives.

Editor's Guild

MCT is currently working with editors to build a strong editor's guild to foster editorial independence. The pace has been slow because the Tanzania Editors' Forum is in the process of consolidating its activities. The challenges involved in achieving this objective are related to the media owners' business and political interests which in most cases result in interference of editorial decisions.

Space for Mentoring Young Journalists

As indicated under the changes that have occurred in the media landscape, there are many graduates out in the market with very little opportunity to learn from veteran journalists. Those who are lucky to find employment in media houses are not adequately mentored because the advancement in technology has come with its drawbacks in terms of news editing. Most editors re-write the submitted stories without giving the young reporters the challenges of re-writing the story as it used to be.

During the period under review, six interns were attached by MCT in November 2008, 3 with *Zanzibar Leo*, 2 with *Sauti ya Tanzania Zanzibar* and 1 with *Television Zanzibar*. Within MCT, interns spend between 6 to 9 months in internship and during their tenure, they are exposed to all activities of the Council including media monitoring and research. For 2009, MCT has placed 27 in internship with media outlets.

Under this programme component the challenge has been to get the media houses to participate in this programme because of weaknesses in managerial skills, financial constraints, and owners' attitude that investment in staff development is risky because once the staff is trained may decide to move to another employer. However, there are few media houses that are known to invest in training of their staff, the New Habari Corporation and Mwananchi Communication Limited which runs media lab training in collaboration with the parent company - Nation Media Group.

It is worth noting that only New Habari Corporation has taken on the challenge of offering space for mentoring of young journalists, where it offers opportunity and MCT covers the requisite costs.

Influencing Media House Owners in Promoting Ethical Journalism

As mentioned under the laws, policies and standards, most media houses are owned by people who have vested interest in either politics or committed to promote the interest of their friends. Editors and journalists are sometimes put under pressure to serve the interests of their employers, thus compromise editorial independence, undermine objective reporting and sometimes breach ethics. It is also alleged that some of the investigative stories are sponsored by media owners or their friends to fight their business/political adversaries. The overall assessment indicates that not much has been achieved under this component. It is important to note that, MCT does not have control on what is happening in the media houses. It can only play an influencing role.

Standardization of Journalism Curriculum

MCT has been working with NACTE in standardising journalism curriculum. The pace has been slow. The aim is to ensure that the training of journalism from certificate to diploma level is standardised and quality of delivery is ensured. MCT need to take a more pro-active role by coordinating other stakeholders.

3.2.4 Opportunities and Challenges

The current media landscape presents opportunities for MCT to collaborate with accredited training institutions in improving the quality of journalism in the country. As part of exit strategy, MCT is building the capacity of UTPC to take over the coordination of training activities via Press Club Project. This is a great opportunity because, MCT will eventually be able to focus on training other than basic and issue based courses. The stakeholders are acknowledging the need to have standardised curriculum and eventually develop accreditation mechanisms. MCT can play a big role in influencing this development.

“Good journalism is good business,” a fact which many key stakeholders are beginning to embrace. In the recent past there has been scaling down of production in some of the media houses. For example during the first quarter of 2010 three daily papers changed to weekly issues and 2 tabloids have stopped production. There has also been retrenchment in some media houses. Although these appear to be negative developments, they present opportunity for MCT to promote good journalism and need for training in media house management as means of helping media house to continue running viable businesses. The planned establishment of a graduate school in media and communication is an opportunity that MCT can look forward to forge strategic collaboration especially in running specialised training courses.

One of the major challenges under this programme strategy is the risk of doing too much and losing sight. The programme components are ambitious to start with, but their achievement depends on the engagement of other stakeholders with the possibility of slowing MCT’s pace of implementation.

3.2.5 Continued Relevance and Pertinence

The quality of journalism in Tanzania is still low and requires substantial investment to bring it up to acceptable standards. MCT has a role to play but gauging the enormous needs of the sector there is no way MCT can do this alone. The gaps established during the design of this programme strategy have not changed. In some cases the challenges presented by the changes experienced in the media landscape have created more gaps in terms of quality and standards. Hence, the assumptions are relevant.

3.2.6 Necessary Adjustment and Future Focus

After establishing the relevance of the assumptions, it is important to review how MCT can implement the 5 programme components and achieve the overall objective in the programme strategy. First approach is for MCT to re-position itself and make stakeholders aware of its functions. The feedback received from the review sessions suggests the need for MCT to level expectations of its stakeholders. The individual practitioners sees MCT as a training institution which should provide courses ranging from basic to specialised training, as a grant making institution that should provide funds for exchange programs and study tours, a scholarship agency that should sponsor their further training, and, a trade union

that should intervene on issues related to their remuneration and welfare. At the same time other actors expect MCT to pay them allowances when they are invited to carry out joint projects of mutual interest.

Another level of consideration should be; *is MCT best suited to respond to all the training needs of the media sector?* MCT is not a training institution; it is a self-regulatory council with core mandate of promoting a free, responsible and effective media. One may argue that MCT cannot achieve this without getting directly involved in upgrading the skills of the media practitioners, owners and executive. Yes, knowledge and skills enable the emergence of good journalism. But should MCT get involved in direct delivery of training? Many stakeholders think that getting directly involved in training MCT will lose sight of its core functions. They suggest that instead of MCT running certain training courses, they should focus on influencing the contents and guidelines for other institutions that are best placed to run training. In view of this assessment it is proposed to focus on the following in the remaining time of the programme strategy:

- Need to undertake mapping of activities done by other actors in order to identify comparative advantages and approach for collaboration. In the last chapter of this report the consultant has undertaken an initial stage of mapping out which MCT can build on.
- On actual delivery, concentrate on reviewing and delivering training on media ethics
- Develop guidelines for issue based training and coordinate training delivery through competent training institutions
- Influence the colleges that are offering long term training to include investigative journalism and ethical reportage in the syllabi

3.2.7 Synergy and Comparative Advantage

There are a number of key players under the five programme components that MCT can assess and possibly develop strategic linkage and collaboration in addressing the needs of its stakeholders.

In Skills, Issue based and Investigative Journalism training MCT can work with accredited training institutions and strong Civil Society Organizations such as TGNP under its Gender Training Institute (GTI). Comparatively, MCT has more practical experience in media issues than training institutions and will be best suited to drive the contents of the training. The training institutions have the capacity, accredited human resources and can offer recognised certificates. Another advantage of getting out of training courses other than ethical reportage, MCT will move away from per diem induced training thus making the training accessible to practitioners who will value it.

On putting in place editor's guild, MCT can work with the TEF whose members are in the trade and understand the issues better.

Regarding space for mentoring young journalists the key players are media houses. This will remain so until an accreditation mechanism is put in place, where young journalists will undergo rigorous internship before they can be cognised as professional journalists. Key players on the regulatory side are NACTE, Tanzania Council of Universities and Maelezo. These are comparatively more influential in terms of enforcing regulations.

MCT should pro-actively engage with these key players to raise quality of journalism in the country. This can be done through influencing the introduction of professional certificates for journalists, something similar to the practice of the Institution of Engineers, Accountants and Materials Management Professional associations. In this arrangement, even if one has a degree from the School of Journalism and Mass Communications, he/she will have to undergo proven practice under supervision and then be formally registered as a “professional journalist.” The process will likely involve professional examinations and supervised practical training.

Ethical journalism in the media houses is a component which is not under the control of MCT. The best suited players in this area is Maelezo and TCRA because they are responsible for issuing operating licenses and have legal muscles to enforce ethical reportage. MCT can only influence.

3.2.8 Recommendations

The programme strategy and the five components are still relevant and the issues they are addressing are valid. However, MCT need to review its implementation strategy and the way it wants to achieve broader objectives. Key questions MCT need to ask are: *What can MCT directly implement? What can MCT only coordinate? Who to collaborate with? How can it be more effective? What can MCT let go?* In the concluding chapter, the review team has focused on answering these questions, but a more robust analysis will be required to enable MCT streamline its functions.

3.3 Adjudication of Complaints and Media Ethics

The objective of the adjudication of complaints and media ethics component of the current MCT programme strategy is to promote cohesion, professional solidarity, media editorial independence and press freedom, peer oversight, and learning from best practices as well as role models within the Tanzania media fraternity. Tanzanian and international experience has shown that the best way to promote media professionalism and social accountability is through self-regulation and peer oversight.

3.3.1 Programme design

The adjudication of complaints and media ethics component focuses on promoting an enabling environment for freedom of expression and of the media, including editorial independence; ethical practice, ensure highest professional standards and accountability, arbitration of media disputes and self regulation. The major outputs expected from this component are:

- Self regulation, codes of ethics promoted and professionalism enhanced;
- Guidelines for standards provided and peer oversight promoted.

The review has established widespread consensus that this component has the highest priority as it is the core mandate of the Council. It is the view of the review team that the design of the component was satisfactory and the planned activities relevant.

3.3.2 Achievements

There have been substantial achievements both quantitative and qualitative with this component. There are also a number of opportunities and challenges related to adjudication of complaints that need to be considered strategically.

Adjudication of Complaints

In the period under review cases brought for mediation and arbitration were beyond the projections, a record 30 out of 32 cases were resolved. Table 3.3.3 summarises the number of cases handled.

Also in collaboration with the regional press clubs, the Council organised a number of regional mediation sessions.

Notably, MCT published a record of its arbitration under the title *Ten Years of Promoting Media Ethics and Accountability: Conciliation Cases 1997 – 2007*.

Table 3.3.3 Cases for the Period 2008 - 2009

Resolution	2008	2009	Total
Finalised at Ethics Committee	5	2	7
Finalised at the Secretariat	0	8	8
Parties Agreed on compromise	1	3	4
Pending with the Ethics Committee	2*	2	2
Withdrawn	0	3	3
Court	1	4	5
Dismissed	1	2	3
Total	10	24	32

*2 cases in 2009 were brought forward from 2008

The success of adjudication of complaints is to a good extent attributed to the quality of the team that forms the Ethics Committee. MCT has managed to adjudicate many cases which would otherwise be sent to courts. Trust and confidence in the system are high to the extent that even retired judges of high standing accept to serve in the Committee.

The voluntary resort by aggrieved people to seek MCT adjudication is an indication of success. Arbitration and mediation have helped media houses that could have paid huge sums in damages. Still, there are many stakeholders who are not aware of this service, hence a need for a concerted promotion drive it.

However, enhancing regional outreach of these services is a big challenge. The review team and indeed the MCT management strongly believe that empowering Press Clubs to do carry-out some mediation is desirable, though it has to be supported strategically. A number of Press Clubs are reported to have successfully introduced and carried out mediation; these include Morogoro, Mwanza and Lindi. The Press Club based adjudicatory mechanisms need to be properly conceived and worked-out. An alternative mechanism, if financial resources would allow, is 'regional' rotation of the Ethics Committee.

It is recommended that MCT undertake research to identify the reasons for complaints to enable the Council and other stakeholders especially the media houses to institute preventive measures.

Adjudication of complaints is not well understood to some people. For example, some stakeholders interviewed in Zanzibar underscored the need for MCT to educate the public on adjudication. MCT can make use of the public service advertisements programme. Also MCT can have a practice of getting the Ethics Committee to sit in Zanzibar to sensitise the Isle public. The same can be applied to the Regions on the mainland.

In one of focus group review session participants cautioned that; *“We have observed some problems with the MCT mediation activities. MCT is publishing a lot of details on the cases they have resolved. Some of this information should have remained confidential as it could lead to unintended harm.”*

Media Ethics

Addressing media ethics is the most cumbersome and difficult role of MCT. The review has established a range of challenges and complicating factors. Despite the perceived difficulties, media stakeholders strongly support MCT in this endeavour but urge for more strategic approaches.

The research function of MCT should include activities to establish and prioritise the factors responsible for the decline in media ethics and standards.

It was also noted that media houses lack conducive environment for attracting and retaining ombudsman, despite the effort by MCT to promote the same.

Public services advertisements are a new innovation that MCT is using to address the issue of media ethics and standards, among others. The idea is to engage the public to know the functions of MCT and to push the public to know the laws and other media issues that affect them. The review team supports this approach and advises that MCT staff have their capacity strengthened in social perception and mobilization strategies.

The other main achievements of MCT towards promotion of media ethics include the establishment of the Tanzania Editors’ Forum, promotion of peer oversight amongst journalists thus enhancing ethics; and in collaboration with other stakeholders, building capacity in election monitoring.

3.3.3 Opportunities and Challenges

MCT needs to be cognizant of the following opportunities and challenges related to its adjudication services and media ethics.

There are a number of opportunities that MCT can exploit, among these are:

- MCT has built a positive working relation with both the Governments of the United Republic of Tanzania and the Revolutionary Government of Zanzibar. This relationship can be exploited to influence change of undesired laws;
- The proposed Media bills, if enacted into law, will address some of the issues related to ethics;
- The TEF is in place; it is expected it will spearhead ethical and professional reportage in the media houses;
- Journalist of the Year Awards will have a positive influence in ethical and professional reportage; and
- The new mechanisms for funding investigative journalism, for example the Tanzania Media Fund, provide opportunity for journalists to undertake more investigative journalism.

Nevertheless, MCT faces a number of challenges. Some of these are:

- The need to take adjudication services closer to people, given the expansive nature of the country;

- Dramatic increase in the number and forms of media outlets, for example, online journalism and citizen journalism;
- In broadcasting, particularly in community radios, non professionals are employed to develop and air programmes, as a result there are constant breach of ethics in broadcasting;
- Business imperatives sometimes force some media houses to publish so called investigative journalism which may comprise concocted stories with no reliable sources; and
- Ignorance among the general public on ethical responsibility of journalists and how to seek for redress where these ethics are breached calls for MCT to raise public awareness

3.3.4 Continued Relevance and Pertinence

This review considers the adjudication of complaints and media ethics component of the programme strategy as having continued relevance and pertinence. The media stakeholders are increasingly realising that MCT is the first place to visit/contact if one has complaints against the media. MCT complaints' resolution mechanisms are working and increasingly respected by stakeholders.

Many stakeholders who were consulted stressed the need to remain with Ethics, Mediation and Arbitration (these are at the heart of MCT Mandate). But the ethical aspect is influenced by many factors. The activities planned under the component have all been put in action – that is promotion of self regulation, codes of ethics and professionalism. They also include provision of guidelines for standards and peer oversight promoted.

3.3.5 Necessary Adjustments and Future Focus

The programme has not been able to cover adequately the remote rural areas. This is particularly true in monitoring community radios and other upcountry based FM radios. Also, MCT is yet to start monitoring broadcast media in general.

The adjustments proposed to be made by MCT include:

- To observe the online media blogs (online monitoring). In the long term, MCT may need to develop the capacity to do so particularly for those media outlets owned by its registered members;
- Research: need to research why papers are closed or frequencies scaled down, and how this will have impact on press freedom;
- Investigative journalism has been successful but also has been taken up by gutter press and turned into money spinner; MCT needs to provide guidelines/be proactive to raise alarm
- Trend of adjudication: the number of complaints lodged with MCT is not increasing at the same proportion as the increase of media outlets. There is a need to research on whether this is linked to improvement of ethical reportage or a decrease of confidence in MCT or only lack of awareness of what MCT's role is in this area.

MCT as the promoter of ethics, in collaboration with others stakeholders, should intensify its engagement in ensuring media ethics; otherwise the government will see a vacuum that has to be filled by a regulatory body.

3.3.6 Synergy and Comparative Advantage

Strategically, MCT should for the time being keep all current main activities but gradually devolve some to other partners when and where there is established capacity.

The strongest actors foreseen to take up some of the load of mediation and ensuring and assuring ethics and standards are the Press Clubs and UTPC.

3.3.7 Recommendations

The review concludes that adjudication of cases and ensuring and assuring ethics and standards are the core functions of MCT. The Council has done a commendable job in addressing these two issues as part of implementing the programme strategy. At the same time, it faces formidable challenges in ensuring and assuring ethics and standards in the media sector.

The following are recommended additional measures to strengthen the adjudication of complaints and media ethics in the remaining period of the current Programme Strategy:

- Pilot activities that can be devolved to other partners (e.g. training workshop) so that gradually MCT is left with Ethics, Mediation and Arbitration (the heart of MCT Mandate);
- Prepare comprehensive guidelines and undertake capacity building for carefully selected partners to be involved in adjudication of complaints under close supervision and monitoring of MCT. The objective is to increase the regional reach of such services;
- Train MCT Board, Secretariat and other stakeholders in public support mobilization strategies and becoming public change agents; and
- MCT should develop closer understanding and relations with the Media Houses so that they can engage better with regard to related arbitration and ethical issues and the overall issue of MH sustainability which is growing in importance.

MCT should evolve a cost-effective strategy for designing and implementing the public service advertisements scheme. It should advocate and educate the public on the fact that arbitration is the best way of enhancing ethics in the media as opposed to resorting to the courts of law; at the same time it should define its principle of neutrality and make it clear to the public so that its responses to ethical problems in the media can be put into context by all concerned.

3.4 Research, Policy Analysis and Documentation

3.4.1 Introduction

The objective of the research, documentation and publication component of the current MCT programme strategy is to assist and build the capacity of the Tanzania media by building knowledge about its conduct, trends and directions through research. The component seeks to facilitate the media in strengthening its analytical skills so that it can produce and disseminate relevant information and facilitate public debates on development

and wider democracy issues. It also assists to enhance media's "watchdog" role in the society.

3.4.2 Programme Design

The specific outputs planned under the component were:

- Media research/studies facilitated to build body of knowledge of the media;
- Publication of monthly newsletters and a professional journal;
- Media monitoring conducted for a critical review of the media annually;
- Developing a one stop resource centre and website

It is the view of the review team that the research component is addressing pertinent issues, though there is constraint in the budget allocated.

3.4.3 Achievements

MCT did not have a department responsible for research, documentation and publication when the implementation of the programme strategy commenced. As a result of organisational review and development this department was created and staffing recruited, which explains lack of activity in the first year of the implementation. The work that started in the second year has produced very visible outcomes, with specific, tangible achievements in research, policy analysis and documentation.

Research

Tanzania has not had a tradition in media research. The research component allows MCT to show leadership and to build synergies with other institutions, particularly higher learning institutions that of recent years have started to offer graduate and post-graduate qualifications in media related field.

MCT has developed a research agenda that outlines the priority areas and issues for media research. This agenda still needs to be refined through wider involvement of stakeholders so that other institutions can also be guided by it.

About three media research/studies were commissioned during the past two years and all the three have been completed and are due for publication. The list of commissioned and completed studies is shown in Appendix B.

Media stakeholders in Zanzibar expressed the need for MCT to advertise its research opportunities specifically in the media and other organs in Zanzibar.

Media Monitoring

As part of the research, the programme strategy aimed at putting emphasis on media monitoring and research on trends and patterns in reporting, concentration of the media (ownership) patterns and editorial independence.

Other organisations involved in media monitoring do so as part of their regulatory function, for example Tanzania Communications Regulatory Authority undertakes monitoring of broadcast media, and the Information Services Department, which registers print media, is supposed to undertake monitoring of adherence to the terms of registration of the media, including editorial policies.

MCT has managed to publish quarterly reports on media monitoring that are disseminated to media houses to provide corrective actions to better their performance but also to the general public. In many cases MCT has been able to make real time monitoring and make rapid response on reportage through short note and call to editors.

Before the implementation of the programme strategy commenced, monitoring reports were not issued separately except as articles in MCT publications but now they are coming out comprehensively and in good quality.

Policy Analysis

The policy analysis has also taken root. In the period under review the focus was on proposing alternative media bills through a process that was collaborative with other stakeholders.

Documentation

During the period under review, MCT has established a resource centre in Zanzibar, perceived by stakeholders to be strategic given the quality of journalism in Zanzibar which is perceived to be low. Subsequently, the Council has established a similar resource centre in Dar es Salaam. Guidelines for monitoring the use of the resource centres have also been put in place.

It is the view of the review team that MCT should also establish an online resource centre that will be accessible through website.

The review team also notes that the Council has done a commendable job in redesigning its website. The site now provides a lot of pertinent and current information; many of the print publications are also available in this website. This view is shared by stakeholders who suggest its regular improvement.

The main publications of MCT include: the Annual State of the Media Report, monthly *Media Watch*, *Barazani* and *Scribes* which is a professional journal. There is increasing attention to quality of publications.

The *Scribes* was designed through a long discussion process on its “audience”. There is good attention to assure the quality of the journal through a competent Editorial Board and a Review Board.

MCT has a constant critical eye on her publications in order to ensure value for money in addition to strategic fit. For example, MCT may need to consider merging the *Barazani* newsletter, which was established for Press Clubs as a platform of sharing experience of journalists, with *Tuwasiliane* which is published by UTPC for the same purpose that will leave MCT to concentrate on *Media Watch* & the professional journal *Scribes*.

Appendix B lists all the major publications of MCT during the period under review. The demands for MCT publications is outstripping supply owing to limited financial resources and escalating costs.

MCT has expressed its desire to improve quality of its newsletters, for example, to move from monthly to bimonthly, making them more authoritative and addressing more professional issues rather than focusing on activities implemented. The review team supports this view.

3.4.4 Opportunities and Challenges

MCT needs to be cognizant of the following opportunities and challenges related to its research, policy analysis and documentation activities:

Opportunities include

- Increasing numbers of journalists with professional qualifications and high academic qualifications. Having more qualified post graduate journalists will definitely improve quality (e.g. in investigative journalism) also will improve research and policy analysis in the media houses and this will contribute to MCT objectives.
- The increase in number of institutions that offer graduate and post-graduate programmes on or related to the media sector provides partners in research since research is one of the core mandates of higher learning institutions;
- Engagement with the public is now taken as a strategy by MCT for advancing various agendas. Accordingly, the Council has decided to prepare public adverts to inform the public on MCT and on critical issues that require public understanding and pressure. Availability of sound research and policy analysis is key to guiding effective engagement with the public;
- There are quite a number of internal and external sources for research funding; these include REPOA and Sida-SAREC. MCT in partnership with the training institutions, for example, can conceive research programmes and projects based on the research agenda and request funding from such sources;
- The Government now allocates 1% of GDP for a budget in national research. MCT can take advantage of these funds to advance its research agenda.

One of the key challenges is the glaring absence of an information services with comprehensive data and information on Tanzania. If MCT succeeds in building a comprehensive database and repository of information about media in Tanzania, it may contribute in bridging this gap.

3.4.5 Continued Relevance and Pertinence

This review considers the research, policy analysis and documentation component of the programme strategy as having continued relevance and pertinence. Efforts are needed to explore ways of cutting costs by using technology and partnering; and mobilising more resources to support research.

3.4.6 Necessary Adjustments and Future Focus

The research, policy analysis and documentation component of the programme strategy needs the following necessary adjustments in terms of objectives, strategies and implementation arrangement in light of changes in the environment:

- Sharpen the research, policy analysis and documentation agenda and policies to focus on the priority functions of the Council - media self-regulation and quality of media professionals and outputs;
- Strategise on synergy with higher learning institutions to generate knowledge and become authority in Media Self regulation;

- Define clearly as to where MCT should only coordinate as opposed to implementing activities when it comes to research and policy analysis;
- Have fora and a procedure for using the feedback from research and policy analysis to build the adaptive capacity of MCT, members of MCT and other stakeholders; and
- Manage risks associated with research, policy analysis and documentation in order to maintain reputation to public and government. The risks include poorly conceptualised, executed and disseminated research projects; poorly controlled quality of publications; and failure of targets of policy recommendations to take up the recommendations.

On documentation, in the remainder of the implementation period MCT should consolidate the documentation resource centres in Dar es Salaam and Zanzibar. Also MCT needs to explore means of making the resource centre available online through its website.

3.4.7 Synergy and Comparative Advantage in Research

The research, policy analysis and documentation component of the programme strategy can benefit significantly from building synergies and focusing on areas of competitive advantage.

MCT can work very closely with the media training institutions, REPOA and ESRF to promote research that benefits the media. This is in reference to training Institutions with research and policy analysis mandates. At the university level these include St. Augustine University of Tanzania (SAUT) in Mwanza & Dar es Salaam, Tumaini University (Iringa and Dar es Salaam), The School of Journalism and Mass Communications in Dar es Salaam; The Muslim university in Morogoro and the Open University of Tanzania.

These higher learning institutions are generally attuned to academic theoretical research. MCT should therefore focus on directly commissioning and supervising applied research and research monitoring that is also focused on the pressing issues of the media sector.

3.4.8 Recommendations

MCT stakeholders are generally excited by the research, policy and documentation initiatives. By all accounts the momentum should be increased by overcoming the resource constraints, focusing on research that advances the core mission of the Council and by leveraging on the capacities in other institutions. The following are recommended additional measures to strengthen the research, policy and documentation function of the Council in the remaining period of the Programme Strategy:

- Establish a mechanism (such as sectoral committee) for facilitating linkages and collaboration in media research;
- Develop an MCT research and operational procedures to, among other things, define the specific roles of MCT and other parties in conceiving, coordinating and implementing the research and policy analysis agenda of MCT; and
- Develop methodology, tools and time plans for identifying media issues for research and continuous monitoring.

MCT should actively advertise research opportunities in order to obtain a good pool of interested researchers from which to choose the best.

4. FOCUS FOR PROGRAMME STRATEGY

4.1 Introduction

In the preparation of the MCT programme strategy, MCT identified areas that needed its intervention, for example improving quality of reporting through training. MCT may still have a comparative advantage in some areas, and in some, other players may have complemented MCT efforts, and thus MCT may redirect its resources to areas where they are more effective. This chapter focuses on exploring collaboration, assess comparative advantage of MCT against other actors who are doing or have capacity to do some of the activities in the programme strategy, and recommend areas of focus for the remaining period.

4.2 Cooperation with Other Institutions

The matrix below depicts other institutions that offer similar services to those aimed for in the programme strategy objectives. The aim is to assess relative strengths of other institutions and to deduce the strategic approach that MCT should adopt to achieve the objectives. These include whether to leave the services to those with comparative advantage; build synergy or continue to offer the services to fill the identified gaps.

Table 4.1 Activity Matrix of Media Institutions

Institutions	Activities	Comparative Advantage	Mode of Collaboration
Universities	Provide basic training in journalism at tertiary level	<ul style="list-style-type: none"> • Provide good grounding in theoretical training • May not be able to provide practical training • May be influenced to incorporate practical training 	<ul style="list-style-type: none"> • MCT should liaise with higher level activities such as development and harmonisation of curricula at different levels and monitoring quality • MCT may offer online training at mid-career development level • MCT may only offer basic training for very specific topics (e.g. ethics)
Universities, Tertiary & Vocational Training Institutions	Provide basic journalism training at vocational level	<ul style="list-style-type: none"> • Provide very basic training in journalism • May not have harmonised curricula that address the changing environment 	
NACTE	Accreditation of vocational training institutions	Have a legal mandate to approve curricula, standards and benchmarks for training institutions and accreditation of the same	MCT should influence setting standards and benchmarks as well as developing standardised curricula for training institutions
Tanzania Commission for Universities	Accreditation of university level institutions		MCT can coordinate stakeholders efforts in setting-up professional qualifications in the media sector
UTPC and press clubs	<ul style="list-style-type: none"> • Raising standards of journalism through training • Overseeing ethics of its members 	UTPC and Press Clubs are closer to journalists than MCT to identify their needs	<p>MCT should confine itself in undertaking relevant research on journalist welfare matters</p> <p>MCT should continue providing the framework for training standards, and providing standardised training</p>

Institutions	Activities	Comparative Advantage	Mode of Collaboration
	<ul style="list-style-type: none"> Responsible for welfare of journalists 		manuals while press clubs determine the type of training they require and organise delivery of the same
Media Associations	<p>Raising standards of journalism through training in relevant fields</p> <p>Advocacy for welfare of journalists in specific fields</p>	<p>Associations are closer to relevant journalists to identify issues and specific needs in their fields</p> <p>Many of such associations are weak or inactive</p>	MCT should concentrate on strengthening the associations through building leadership capacities
Media houses	<ul style="list-style-type: none"> Provide practical on the job training Remunerate the journalists Overall responsible for quality outputs 	Better positioned to provide mentoring in profession including enforcing ethics	<p>MCT should provide coordination role to ensure ethical reporting and adoption and adherence to editorial policies</p> <p>Provide support in setting up a system of internal ombudsman and media critics to improve quality</p>
Civil society organisations	<ul style="list-style-type: none"> Advocating human rights and democratic values (including media freedom) Activities in poverty eradication and other issues of the day 	<ul style="list-style-type: none"> May have resources that MCT does not have Help to create a unified voice and a critical mass that cannot be ignored by the government of the day and the public 	<p>MCT should continue, and enhance its coordination role to achieve its objectives</p> <p>MCT should continue working in coalition on matters of pushing for law reforms and policies review</p>
Courts of Law	Resolution of complaints by aggrieved parties through the legal system	<ul style="list-style-type: none"> Unlike MCT, have powers to enforce rulings No voluntary subscription to proceedings and therefore may not be effective as a means of enhancing ethics 	<ul style="list-style-type: none"> Continue with arbitration as the best way of enhancing ethics in the media Recommend court assessors for media related cases
The legislature and the government	<ul style="list-style-type: none"> Passing relevant laws that affect media Registration and regulation of media institutions 	<ul style="list-style-type: none"> The legislature is better positioned to act in the interest of the public Unlike MCT, the government is more coercive in its approach therefore may alienate the media 	MCT should continue with coordination of stakeholders to lobby for passing media friendly laws that influence growth of free, ethical and responsible media without coercion

The review shows that MCT is the most organised of the media actors in Tanzania, and for that reason, there are higher expectations from the stakeholders for it to handle all the

media related issues. What is clear among stakeholders is that if other media and media related actors were delivering on their mandate it would enable MCT to focus on its core functions and achieve higher impact.

The observation is that many media associations have weak institutional capacity. MCT needs to build the entrepreneurial and performance-orientation of the other partners so that they can effectively complement mission of MCT. MCT should take deliberate actions to manage the expectations of its stakeholders, for example by formally publicising the roles of the new actors.

4.2.1 Press Clubs and the Union of Tanzania Press Clubs

MCT has over the past two years achieved its objective of strengthening the UTPC and press club under the Press Clubs Project which was separate from the MCT Programme Strategy. The outcome is a more institutionally capacitated union of press clubs and press clubs that are better organised to carry out activities that hitherto were done by MCT.

UTPC and press clubs can assume their natural roles of;

- Providing training to their members: being able to identify training requirements for individual members and providing tailored on the job short term training. In this area, MCT can provide standardised training manuals as may be required.
- Media ethics: can provide ongoing monitoring of ethics among their memberships, can also provide mediation and arbitration with capacity building from MCT,
- Journalist welfare: are better positioned to take care of journalist welfare in association with journalists' trade union.

The press clubs have exhibited strong achievements in these activities, for example Morogoro, Mwanza and Lindi Press Clubs have ethics committees which are working well.

UTPC needs to continue with the dialogue with the media owners on welfare and benefits of journalists, particularly those in the freelance category; deliberate campaign to convince media houses the benefits of quality staff, and hence elicit their contribution to development of such staff; seek contribution on provision of on-the-job training and practical training of journalists in media houses.

4.2.2 Media Houses

Media houses are primarily responsible for quality media outputs and for ethical reporting. This entails developing the quality of its in-house journalists and setting-up internal control systems such as having internal ombudsman and media critics, improving working conditions.

MCT's role should remain on encouraging best practice and monitoring quality, particularly on ethical reportage.

MCT should in the short term continue to support the Tanzania Editors' Forum and adherence to editorial policies in the newsrooms.

4.2.3 Civil Society Organisations

MCT has been working with civil society organisations with similar or complementing objectives to create synergies. At the moment this cooperation is seen to be satisfactory, though it needs to be consolidated through a human rights based approach forming coalitions that will bring a critical mass in lobbying for issues of mutual interest. The

example standing out in such cooperation is the formation of a coalition that lobbied for the stakeholders based Right to Information and Media Services bills.

The main issue is the lack of common understanding on the concept of collaboration. Many non-governmental organisations expect to be provided financial support by a coordinator in order to be part of the coalition, which MCT may not have resources for.

4.2.4 Other Journalists' Organisations

MCT's focus is often affected by issues that may not be within its mandate but which if ignored would have an impact on the MCT's objectives for example remuneration issues are supposed to be dealt with by the trade union which happens to be inactive.

A number of journalist organisations have been established over the years, some being still active and some dormant. These include: the Tanzania Journalists Association (TAJA), the Association of Journalists and Media Workers (AJM), the Tanzania Media Women Association (TAMWA), of the Journalist Environment association of Tanzania (JET), the Tanzania Union of Journalists (TUJ), the Journalists Association of Zanzibar (JAZ), the Tanzania National Photographers Association (TANAP) and the Tanzania Film Makers Association (TAFILMA). There are other affiliates of international or regional professional bodies, including the East African Media Institute – Tanzania Chapter (EAMI), the Media Institute of Southern Africa – Tanzania Chapter (MISA-TAN) and the Commonwealth Journalist Association (CJA). This is in addition to the 23 press clubs and the Union of Tanzania Press Clubs.

Many organisations that were created to serve the interests of journalists are currently dormant, except for a few such as TAMWA, MISA-TAN and UTPC.

MCT needs to explore the possibility of building institutional capacity of these organisations, as well as providing well researched information to assist the other partners to handle their mandates.

4.2.5 Training Institutions

Training institutions are critical in getting quality journalists and, hence, meeting one of MCT objectives. In each administrative zone of Tanzania there are good training institutions that offer qualifications in journalism. At University level these include St. Augustine University of Tanzania (SAUT) in Mwanza and Dar es Salaam, Tumaini University (Iringa and Dar es Salaam), The School of Journalism and Mass Communications at the University of Dar es Salaam; The Muslim university in Morogoro and the Open University of Tanzania. The Aga Khan University being established in Arusha plans to establish a Graduate School in Media and Communication in Nairobi that will also expand premises for specialised media training. The interview with the Project Director indicates keen interest in influencing positive development of the media sector in Tanzania.

The review team had an exploratory discussion with SAUT on the possibility of working with UTPC in designing and delivery of some courses. SAUT confirmed that it has the capacity, experience and will to contribute to further education of journalists, through modularised courses that would lead to recognised certification.

Providing courses that are accredited to reputable institutions will be one way of increasing the value of the courses offered by the project that is seen by many press club members as an incentive for contributing towards the costs of such courses. Such courses are cost effective and can be made to be flexible – taken at participant's convenience.

4.2.6 State Actors

State actors include the legislature, the government and the judiciary; all of which have an interest in the media. While the government may pass laws that affect media, MCT is better positioned to influence the government and parliament to pass media friendly laws. Also it can coordinate efforts that will ensure registration and regulation of media institutions are done in a way that does not compromise the tenets of media freedom.

MCT should continue with coordination of stakeholders to lobby for passing media friendly laws that influence growth of free, ethical and responsible media without coercion.

4.3 Focus for the Remainder of the Implementation Period of Programme strategy

From the analysis of strength, weaknesses, opportunities and challenges, we identify the following to be the key areas of focus by management for the remaining period of the implementation of the programme strategy:

- Strengthening and expansion of the adjudication of complaints system to gradually cover the regions (through close involvement of Press Clubs)
- Continue to work with partners and coalitions towards a more favourable legal framework for the media sector
- Continue to work with partners especially TCU, NACTE, the training institutions and media houses towards a more favourable framework for assuring and controlling quality in the media sector.
- Develop a general institutional policy defining and guiding how the Council should work/collaborate/partner constructively with the range of stakeholders who are out there for enhanced Programme Strategy and broader MCT objectives
- Initiate activities to strategise and lay the foundation to start building the base for financial sustainability of the Council.eg. address the high cost of office space - strategically
- Strengthen institutional and media monitoring, evaluation and feedback strategy, guidelines and tools and HR capacity

MCT should consider gradual devolution of relatively non-core services to other partners. Do this after preparing clear and workable guidelines for each devolved service including monitoring and evaluation. MCT to remain with clear responsibility for supervision, monitoring, evaluation and mobilising resources for strategic support related to the devolved services. The tentative list of services to be devolved is:

- Basic training in Journalism
- Issues-based training
- Some research agendas
- Some publications
- Some investigative journalism agendas

MCT should continue to spearhead the development of a culture of media research in Tanzania by:

- Advocacy
- Funding strategic media research
- Capacity building in media research skills
- Working closely with the training institutions

The experience gained by MCT should be harnessed to design more guiding tools for other stakeholders to take up the media training role, the tools would include standardised curricula, training materials, and other guidelines.

Other areas of focus include:

- Use ICT to facilitate the Council's core mission and support functions further, for example redesign the website; establish an e-library online; and load as much information that needs to be disseminated on the website;
- Continue to improve the working conditions for staff; and
- Put in place a computerised management information system and a robust monitoring and evaluation system to improve the information available for management decision.

4.4 Focus for the Future Programme Strategy

The assessment reveals that the strategic objectives are still relevant and are addressing pertinent issues; however there is a scope for changing the approach in implementing the strategy.

The main issue lies with how the objectives are implemented and how the focus should change to improve the effectiveness of MCT engagement. MCT needs to move from implementing activities to coordinating other actors in the media and related sectors.

The analysis of other actors in MCT strategic objectives should provide a guideline as to what MCT has to look for synergy and coordinate to achieve desirable outputs.

The areas of focus desired by the stakeholders for the future are as summarised below:

4.4.1 Laws, Policies and Standards

MCT has a competitive advantage in identifying areas of laws, policies and standards that need advocacy. In the future programmes MCT should focus on

- Coordination of efforts in improving the legal and regulatory environment for the media sector, lobby for passing media friendly laws that influence growth of free, ethical and responsible media without coercion.
- Coordination of collaborative efforts of policy analysis with other civil society organisations.

However, it is important to educate partners on the concept of collaboration in order to leverage resources from each collaborating partner.

4.4.2 Adjudication of complaints and Media ethics

Ethics, Mediation and Arbitration are at the heart of MCT Mandate and therefore should continue with adjudication of complaints the best way of enhancing ethics in the media, recommend court assessors for media related cases and carry-out the following actions to strengthen effectiveness and outreach:

- Coordinate development of professional ethics standards
- Enhance capacity for media monitoring
- Build capacity for internal monitoring and self regulation in media houses, including adoption and adherence to editorial policies; setting up systems of internal ombudsman and media critics to improve quality
- Build capacity for press clubs to undertake mediation and to enhance media ethics.

4.4.3 Quality and Investigative Journalism

In future programmes, MCT should desist from providing training directly and focus on:

- Coordinating development of standards and benchmarks for journalistic training
- Coordinating stakeholders to develop standardised curricula at all levels that are aligned to prevailing environment
- Coordinating efforts to influence training contents and enhance practical training
- Coordinating development and delivery of ethical reportage at academic and practical level.

Where resources allow, MCT should continue to develop training manuals to be used by training institutions, as it has shown strength in this area.

4.4.4 Research, Policy Analysis and Documentation

This is another growth area where in a short time MCT has shown significant strength. It is recommended that in future, MCT continue to:

- Develop guidelines for research and policy analysis
- Advocate for research and policy analysis by academic institutions
- Provide comprehensive documentation and information services, particular for information about Tanzania to enhance analytical reporting. MCT should put in place a web based information resource centre to enhance accessibility

MCT should also enhance its media monitoring activities including online content in order to assert MCT as an authority in media ethics.

4.4.5 Capacity Building and Sustainability

Capacity building is important for MCT itself as well as for media association that would take up activities that address MCT objectives. Proposed focus includes:

- To continue to make activities known to the public and make the public an active block of stakeholders
- MCT should concentrate on strengthening the associations through leadership building
- Improve the financial sustainability of MCT by having its own source of funds, for example constructing a building as one means of generating income that will finance some of the activities

4.5 Conclusion

Overall, the review team notes that MCT has embarked on a mission to address issues in the media sector that are essentially not comprehensively covered by any other organisation in Tanzania. The objectives of the programme strategy are synergistic, and will remain valid for a long time to come.

For MCT to be more effective in achieving its broader objectives it has to be more focussed and limit itself to implementing its mandate and avoid being over-ambitious. While the envisaged focus cannot be achieved in the remainder of the strategic period, the stakeholders' views may be considered in the design of the next phase of the programme.

The approach in the design of the future programme strategy should be guided by the principle of limiting its role more to coordinating rather than delivering the envisaged services directly, except where it has the strategic advantage, for example adjudication of complaints; and improving ethical and quality reportage through media monitoring.

Appendix A: List of Documents Reviewed

1. Baraza la Habari Tanzania, Mapendekezo ya Wadau Kuhusu Muswada wa Sheria ya Huduma za Vyombo vya Habari, 2008
2. Media Council of Tanzania, Programme Strategy 2007 - 2010, March 2007
3. Media Council of Tanzania, Kanuni za Maadili ya Waandishi wa Habari, 2001
4. Muro, Z., Mpogolo, E., Kundi, B. (2008): *Organizational Capacity Review and Development for Media Council of Tanzania*, ZSM Associates, Dar es Salaam
5. Media Council of Tanzania Constitution 1995, Incorporating all amendments by the National General Convention up to July 2008, MCT, 2008
6. Kanuni za Maadili ya Waandishi wa Habari, Baraza la Habari Tanzania, 2001
7. Print Media Monitoring Report, January – March, 2009, Media Council of Tanzania, Dar es Salaam 2009.
8. Print Media Monitoring Report, April – June, 2009, Media Council of Tanzania, Dar es Salaam 2009.
9. Media Gender Code of Ethics, Media Council of Tanzania, Dar es Salaam
10. State of the Media 2007, Media Council of Tanzania, 2008
11. Journalism on the Move - State of the Media 2008, Media Council of Tanzania, 2009
12. Agenda for Media Research in Tanzania, Media Council of Tanzania, Dar es Salaam, 2009
13. Scribes – Journal for the Advancement of Journalism, Issue no. 01, January 2010
14. Approved Work Plan 2010, Media Council of Tanzania
15. MCT Annual Report 2007, Media Council of Tanzania
16. MCT Annual Report 2008, Media Council of Tanzania

Appendix B: List of MCT Publications and Research

1. List of commissioned research in 2008 to 2009

Year	Title of Research	Names of Researchers	Progress	Remarks
1	Impact Assessment Of Community Radio Stations in Tanzania	Gasper Mpehongwa	Completed	To be published 2010
2	The Effects of Unethical Practices on Newspaper Reportage on Grand Corruption	Kenny Manara	Completed	To be published 2010
3	Baseline Survey on Freelance Journalists in Tanzania	Kisaka Huruma	Completed	To be published 2010

2. List of the major publications of MCT during the period under review.

Year	Title	Authors	Names of Contributors	Number Distributed
2008	<i>Annual Report of the Media Council of Tanzania, 2007</i>	MCT		
2008	Mapendekezo ya Wadau Kuhusu Muswada wa Sheria ya Huduma za Vyombo vya Habari, 2008	MCT, MOAT	Coalition of Eleven rights activist organs	-
2008	Rural reporting: A Manual for Tanzanian Journalists	MCT	Charles M. Kayoka and Ayubu Rioba	On sale
2008	Science and Research Reporting: A Manual for Tanzanian Journalists.	MCT	Kajubi Mukajanga	On sale
2008	Stakeholders Proposals on the Draft Media services Bill	MCT	Coalition of Eleven rights activist organs	-
2008	State of the Media 2007	MCT	Mukajanga, K., et al	
2008	Status of Poverty Reporting in Tanzania	Centre for Media Studies in Collaboration with MCT	Fili Karashani, John Mireny	330
2009	Agenda for Media Research in Tanzania	Centre for Media Studies in Collaboration with MCT	Dr. Abunwas Mwami and John Mireny.	300
2009	<i>Annual Report of the Media Council of Tanzania, 2008</i>	MCT		
2009	Basic Broadcasting: A Manual for Tanzanian Journalists	MCT	Jack Meena	On sale
2009	Kupasha Habari za Uchaguzi	MCT	Jack Meena	1630
2009	Memorandum and Articles of association of Tanzania Editors Forum	MCT	Damas D. Ndumbaro	900
2009	Poverty Reporting: A Manual for Tanzanian Journalists	Centre for Media Studies in collaboration with MCT	Fili Karashani, John Mireny	On sale
2009	Print Media Monitoring Report	MCT		900

Year	Title	Authors	Names of Contributors	Number Distributed
2009	Reporting Election in Tanzania: A Manual for Journalist	Kajubi Mukajanga	Kajubi Mukajanga	1885
2009	<i>Scribes – Journal for the Advancement of Journalism, Issue no. 01, January 2010</i>	MCT		
2009	State of the Media Report - 2008	MCT	Sakina Dato, Fili Karashani, Atililo Tigalile, Juma Thomas and Henry Muhanika	1200
2009	Training Needs assessment for In-service Journalist in Tanzania	MCT	Gervas Moshiro and Jack Meena	400

Appendix C: List of Participants in Review Sessions

Respondents of Structured Interviews

Sn	Name	Designation
1	Kajubi Mukajanga	Executive Secretary
2	Pili Mtambalike	Manager – Programmes
3	John Nguya	Finance & Admin Manager
4	John Mireny	Manager- Research, Monitoring & Publications

Focus Group Session Arusha

Participants	Designation
1. Angelo Mwoleka	Journalist
2. Eliya Mbonea	Journalist
3. Mwanaidi Mkwizu	Journalist
4. Claud Gwandu	Journalist
5. Ramadhani Siwayombe	Journalist
6. David Frank	Journalist

Focus Group Session with UTPC Board Members

Sn	Name	Designation
1	Jacob Kambili	Programme Officer - UTPC
2	Hassan Hashim	Board Member
3	Lucy Ogutu	Board Member
4	Devota Minja	Board Member
5	Juma Nyumayo	Board Member
6	Kenneth Simbaya	President
7	Abubakar Karsan	Executive Director
8	Deogratius Nsokolo	Board Member
9	Jackson G. Uiso	Board Member
10	Zillipa Joseph	Board Member

FOCUS GROUP SESSION LINDI

Participants	Designation
1. Christopher Lilai	Journalist
2. Said Hamdani	Journalist
3. Juma Mweru	Journalist
4. Kennedy Kisula	Journalist
5. Awetu Malunda	Journalist
6. Abdulaziz Ahmeid	Journalist
7. Raphael Waryana	Journalist

Focus Group Discussion Session with Editors - 11th March 2010

Sn	Full Name	Designation	Media House
1	Theophil Makunga	Group Managing Editor	Mwananchi
2	Neville Meena	Ag Secretary Editors' Forum	TEF
3	Jane Mihanj	Chief Reporter	Uhuru Publications
4	Erick Kabendera	News Editor	The Guardian
5	Bakari Machumu	Managing Editor	The Citizen

Focus Group Discussion Session with Media Owners - 11th March 2010

Sn	Full Name	Designation	Media House
1	Rashid Kejo	Features Editor	Mwananchi
2	Lilian Timbuka	Features Editor	Catholic Publishers Kiongozi
3	Shermarx Ngahemera	Editor	New Habari (2006) Limited
4	Mkombe Zanda	Editor	Radio Times
5	Fred Mirassi Okumu	Editor	The Express
6	Gabby Mgya	Assistant Editor	Daily News/Sunday News

Focus Group Discussion Session with Government & Development Partners 12th March 2010

Sn	Full Name	Designation	Organization
1	Mari Martinsen		Embassy of Norway
2	Ms Sozy Mahmoud	Assistant Director	MAELEZO
3	Katharina Jenny	Deputy Head of Cooperation	Swiss Cooperation
4	Tumsifu Mmari	Programme Officer	Embassy of Sweden

Focus Group Discussion Session with Representatives of Training Institutions 16th March 2010

Sn	Full Name	Designation	Training Institution
1	Joachim Rupepo	Principal	Dar es Salaam School of Journalism
2	Dr. Joseph Matumaini	Coordinator	School of Graduate Studies (SAUT)
3	Lucas O Mnubi	Principal	Time School of Journalism (TSJ)
4	Albert Z. Memba	Director	The Open University of Tanzania

Focus Group Session MCT Secretariat & Board Members

Sn	Name	Designation
1	Ms. Mariam Hamdani	MCT Vice-President
2	Hon. Justice Mark Bomani	Member of the MCT Governing Board
3	Mr Gervas Moshiro	Member of the MCT Governing Board
4	Ms. Ichikaeli Maro	Member of the MCT Governing Board
5	Mr. Theophil Makunga	Member of the MCT Governing Board
6	Mr. George Nyembela	Member of the MCT Governing Board
7	Ms. Flora Wingia	Member of the MCT Governing Board
8	Kajubi Mukajanga	Executive Secretary
9	Pili Mtambalike	Manager - Programmes
10	John Nguya	Finance & Admin Manager
11	John Mireny	Manager- Research, Monitoring & Publications
12	Ziada Kilobo	Human Resource and Administrative Manager

Participants to Interviews and Focus Group Discussion – Zanzibar 11-12 March 2010

Sn.	Name	Organisation
1	Mr. Ali Hosmani	Secretary, Zanzibar Press Club
2	Mr Ali Juma	MCT Zanzibar Manager
3	Ms. Shufaa	MCT Zanzibar Programme Officer
4	Kijakadi Abdala	Habari Maelezo
5	Mwashungi Tahir	Habari Maelezo
6	Ali Muombwa	Sauti ya Tanzania Zanzibar
7	Biubwa Said Mbarak	Sauti ya Tanzania Zanzibar
8	Omari Suleman	Habari Maelezo
9	Hamad H. Hamis	Habari Maelezo
10	Juma Hamisi	Zanzibar Leo
11	Ali B. Othaman	Zanzibar Press Club

MEDIA COUNCIL OF TANZANIA

Consultancy Services to Carry Out Mid-Term Review of the Programme Strategy 2007/08 - 2010/11

1 Background

The Media Council of Tanzania (MCT) is a voluntary, independent and non-statutory organization established to create an environment that enables a strong and ethical media that contributes towards a more democratic and just society. The MCT was formed by the media fraternity as an industry self-regulatory body. It envisions a democratic Tanzania with a free, responsible and effective media.

MCT developed a quadrennial Programme Strategy to cover the period 2007/8-2010/11 with the overall goal of expanding the perimeters of freedom of expression and the media in order to ensure that the Tanzanian media contributes effectively in the country's development and democratic processes.

To carry out its mission and achieve the Council's objectives, the Programme Strategy identifies four strategic levels to work at, each with clear programme objectives:

(i) Laws, Policies and Standards

The objective of this programme area is to step up advocacy work in promoting freedom of expression in its wider sense and freedom of the media in the context of human rights. The programme intervention was planned at three levels. First, to engage with policy makers and planners to effect policy changes and law review to allow for freedom of expression of the media. Other actors who shall be involved at this level shall be the business community and media owners (publishers) who pose a major and increasing threat to freedom of expression and the media through interfering with editorial independence and fostering the rise of cheque-book journalism.

The second level is to work with the media industry which include media owners (publishers), editors and journalists in enforcing codes of ethics, providing guidelines for more responsible and professional conduct, and providing the analytical capacity to editorial staff so that they can be in a better position to lead debates and dialogue on various socio-economic issues that can impact and affect the development of Tanzanians.

The third level is to work with the general public to stimulate and foster attitudinal changes so as to enable them demand for information from those who have such information in their custody and those custodians of information be compelled to provide it. The general public was to be encouraged to use the media and other means of communication to receive and exchange information as their inherent human right safeguarded by law.

(ii) Adjudication of Complaints/Media Ethics

Here the objective is to promote cohesion, professional solidarity, media editorial independence and press freedom, peer oversight, and learning from best practices as well as role models within the Tanzania media fraternity.

Tanzanian and international experience has shown that the best way to promote media professionalism and social accountability is through self-regulation and peer oversight. The programme aimed at promoting this value through arbitration services offered by the Council and facilitating and initiating peer oversight projects within media organizations such as appointing in-house ombudsman, developing and adopting in-house codes of conduct and newsroom style books on reporting.

(iii) Quality and Investigative Journalism

Here the objective is to promote cohesion, high quality and effective journalism that shall enable people to understand their circumstances, hold authorities to account, and make informed decisions and choices. Analytical and in-depth journalism shall be fostered.

This programme shall comprise of five components, namely providing skills and issue based training; providing training and support to journalists so as to enhance investigative journalism in the country; working with editors to put into place a strong editors guild that shall safeguard the rights and privileges of editors as custodians of editorial independence; and providing space for mentoring of young journalists in the media within and outside the country; and engaging with publishers and media owners in promoting, strengthening ethical journalism through in-house training and awarding excellence for good journalism. The programme targets individual media practitioners of various levels, media houses, media trainers and journalism schools.

(iv) Research, Policy Analysis and Documentation

The objective of this programme is to assist and build the capacity of the Tanzania media by building knowledge about its conduct, trends and directions through research. The programme facilitates the media in strengthening its analytical skills so that it can produce and disseminate relevant information and facilitate public debates on development and wider democracy issues. It also assists to enhance media's "watchdog" role in the society.

(v) Monitoring and Evaluation

The Programme Strategy captures broadly but accurately what the Council wants to achieve in the programme period. It is a focused pointer to how MCT shall move. To ensure that outputs are realistic and timeframes plausible, annual logframes were to be developed each year. Through this approach, the MCT sought to maintain flexibility and responsiveness. The bottom line was: Four-year strategy, annual logframe plans.

MCT places utmost importance on planning, monitoring and learning. Clear outputs and outcome indicators were to be developed, and quarterly reviews carried out. The Programme Strategy required MCT to produce short mid-year progress briefs as well as annual analytical narrative reports and independently audited financial reports.

This Programme Strategy is now halfway through its lifespan thus a midterm review is inevitable for reviewing the performance and the impact of the implementation of the planned activities and meeting the targets.

Therefore, MCT intends to conduct a midterm review for purposes of measuring efficiency and effectiveness of the implementation of the Programme Strategy.

2 Objectives of the Review

The main objectives of the proposed review are to:

- (i) Take stock of current MCT's achievements, problems and opportunities;
- (ii) Verify the continued relevance and pertinence of the activities as well as the related sustainability;
- (iii) Identify the necessary adjustments, if any, in the Programme Strategy design, objectives, strategies and implementation arrangement in light of changes in the environment;
- (iv) Identify areas which MCT management should pay specific attention in order to achieve the Programme Strategy objectives, and make any other recommendations on how to improve its performance.

3 Scope of the Assignment

The Mid-Term Review will cover design of the Programme Strategy; and implementation outputs and activities (quantity, quality and utility); outcomes and effects. The review will specifically cover the following:

- (i) **The Design of the Programme Strategy:** Using all relevant documents, the mid-term review consultants will assess the validity of the assumptions and premises that

formed the basis for the design and implementation of the Programme Strategy to determine their correctness and continued relevance. The consultants will particularly assess whether the situation analysis that was part of the Programme Strategy document of the media landscape and its problems are still valid.

- (ii) **Synergy and Comparative Advantage:** The enabling environment will also be assessed to determine ownership and support by MCT staff and stakeholders. The consultants will analyse how problems of the media sector are tackled by other actors and how MCT relates to other initiatives, and the importance of the programme nation-wide.
- (iii) **Implementation:** The implementation of the Programme Strategy components and activities will be reviewed in order to take stock of the quantitative and qualitative achievements, compare them with what was planned and ascertain the likelihood of achieving the objectives in the remaining time given the way activities are being implemented and outputs produced.
- (iv) **Planning, Monitoring and Review:** The review will examine the instruments for planning activities and monitoring implementation and their adequacy. This will include annual work programs and budgets, quarterly and special reports on progress and audit reports.
- (v) **Inputs:** The review will examine the adequacy of inputs for the delivery of outputs and the timeliness of the delivery of such inputs. As regards financing, the mid-term review will compare the proposed annual budgets with actual disbursements, timeliness of disbursement of funds, and absorptive capacity of MCT. The review will also assess budget levels to see whether they were appropriate and realistic considering the environment and needs.
- (vi) **Outputs:** The mid-term review will assess the overall outputs. The consultants will compare quantity and quality of the outputs produced with what was planned. Based on these assessments, the consultants will identify specific constraints and opportunities and make specific recommendations on how to improve the performance of the MCT.
- (vii) **Outcomes:** For each component, the consultants will assess the outcomes as per annual logical frameworks. The consultants will analyse whether the outputs produced are of value to the stakeholders. This will contain assessment of outcome as perceived by the stakeholders, observed in the field or recorded through questionnaires.
- (viii) **Conclusions and Recommendations:** The review will, based on its findings and observations, draw conclusions and recommendations that will guide the Programme Strategy to the end of its implementation.

4 Tasks

The consultants shall undertake, but not be limited to, the following tasks in order to reach the main objectives of the assignment:

- (i) Meet with MCT Secretariat to discuss the review exercise, the methodology and approach to be used;
- (ii) Review all documentation related to the MCT (work plans and budgets, progress reports, minutes, concept papers, ToRs and contracts for consultants, etc.);
- (iii) Hold discussions with the Secretariat on the relevance of the design of Programme Strategy, its operations, management and governance structure, administrative and financial procedures, usefulness, impact, challenges and long-term sustainability;

- (iv) Hold focus group discussions with stakeholders, including journalists, editors, ordinary consumers of media products, civil society, and other stakeholders as may be found necessary during the study.
- (v) Review the management performance to oversee effectiveness in the execution of the implementation of Programme Strategy activities;
- (vi) Prepare preliminary and final reports on the mid-term review of MCT with conclusions and recommendations.

5 Outputs

The consultants shall produce the following outputs:

- (i) A brief inception report within one (1) weeks after commissioning the assignment, which should include the consultant's ideas, views and preliminary findings from the literature review. The report must also highlight the overall approach to the assignment.
- (ii) An interim report should be submitted to the Executive Secretary of MCT within three (3) weeks after the agreed start date.
- (iii) That interim Programme Strategy review document should be presented by the consultant to MCT and selected key stakeholders at a separate meeting, by the fourth (4) week to gain feedback and support.
- (iv) Submit a final version of the Programme Strategy Mid-Term Review document by the Sixth (6th) week, which will take into consideration all comments from the Secretariat and the wider stakeholders' community and present it to the Secretariat for approval.

All reports shall be submitted in three hard copies and one soft copy (CD-ROM) to the Executive Secretary of MCT.

6 Methodology

The Consultant is expected to propose an acceptable, efficient and cost effective methodology for executing the assignment; and undertake a participatory consultation with all relevant stakeholders when executing the assignment.

The methodology of the review must be appropriate to the objectives of the review and may include, as appropriate, conducting focus group discussions, carrying out content analysis or reviewing existing ones, analysis of complaints by the public towards the media, and stocktaking of media research initiated so far by the programme.

7 Focal Person

MCT's Programmes Manager shall be the focal person for the purpose of this consultancy and shall provide support services in coordinating this consultancy. The focal person shall facilitate accessibility to key officers and members as and when the consultants reasonably requires such access in order to proceed with the assignment.

8 Timeframe and Reporting

It is anticipated that the assignment will take an estimated time of six weeks.

The consultants are expected to quote for all logistical requirements during the assignment including the cost of data gathering in the sampled areas and at the MCT Zanzibar office.

The Client will bear the cost of convening stakeholder workshops to discuss the findings and for presentation of the final report.

9 Remuneration

Remuneration for the assignment shall be based on the submitted technical and financial proposals and the ensuing negotiations.

10 Profile of the Consultant

The team shall comprise consultants who have solid experience, knowledge and skills in the following areas:

- Project monitoring and evaluation
- Extensive experience in designing, preparing and reviewing strategic plans
- Familiarity with the media and media industry
- Ability to facilitate discussions and analyze issues
- Excellent computer skills; and
- Excellent writing and communication skills in English and in Kiswahili.

