

FINAL REPORT

INFORMATION & COMMUNICATION TECHNOLOGIES FOR DEVELOPMENT (ACACIA): THE CASE OF UGANDA

DATE: JANUARY 2003

PREPARED FOR: THE IDRC EVALUATION UNIT

AUTHOR: DR ZM OFIR, EXECUTIVE DIRECTOR, EVALNET, PO BOX 41829, CRAIGHALL 2024,
SOUTH AFRICA (F)

CONTRACT NUMBER: 10714

PROJECTS INCLUDED:

- ☐ The Acacia National Secretariat for Uganda (Project number 055475)
- ☐ The Development of an Integrated Information and Communication Policy for Uganda (Project number 100572)
- ☐ Policy and Strategies for Rural Communications Development in Uganda (Project number 100577)
- ☐ The Development of Operational Guidelines for the Uganda Rural Communications Development Fund (Project number 101134)

CONTENT

EXECUTIVE SUMMARY	4
GLOSSARY OF ABBREVIATIONS	7
PREAMBLE: Some Key Events that shaped the Development of ICTs in Uganda	8
Chapter I APPROACH AND METHODOLOGY.....	11
I.1 Introduction: The Study	11
I.2 The Consultant	12
I.3 Project Selection	12
I.4 Methodology	13
I.5 Types of Policy Influence	16
Chapter II THE ICT POLICY ARENA IN UGANDA	18
II.1 Uganda in Brief	18
II.2 Factors that encouraged the “Policy Window”	19
II.3 The Ugandan ICT Policy Community	32
Chapter III Project 1: THE ACACIA NATIONAL SECRETARIAT.....	33
III.1 The Acacia Program	33
III.2 Acacia in Uganda	35
III.3 The Acacia National Secretariat	36
III.4 The Policy Intent	37
III.5 The Policy Influence	39
Chapter IV Project 2: THE DEVELOPMENT OF AN INTEGRATED INFORMATION AND COMMUNICATION POLICY	46
IV.1 The Project	46
IV.2 The Policy Intent	47
IV.3 The Policy Influence	48
IV.3 Other Results of the Project	52
Chapter V Project 3: POLICY AND STRATEGIES FOR RURAL COMMUNICATIONS DEVELOPMENT	54
V.1 The Project	54
V.2 The Policy Intent	56
V.3 The Policy Influence	57
Chapter VI Project 4: THE DEVELOPMENT OF OPERATIONAL GUIDELINES FOR THE RURAL COMMUNICATIONS DEVELOPMENT FUND	61
VI.1 The Project	61
VI.2 The Policy Intent	61
VI.3 The Policy Influence	63
Chapter VII SYNTHESIS OF THE POLICY ROLE OF ACACIA IN UGANDA	64
VII.1 The Acacia Design	64
VII.1.1 Comments on the IDRC Inputs and Initiatives	65
VII.1.2 The Policy Influence Mechanisms	66
VII.3 The Actual Policy Influence of the IDRC	72
VII.4 Factors that Facilitated Opportunities for Policy Influence	78
VII.5 Barriers to Policy Influence	79
Chapter VIII POLICY AND THE GENDER DIMENSIONS OF ACACIA	80
VIII.1 The Context	80
VIII.1.1 Developments in Africa	80
VIII.1.2 Gender in Uganda	82
VIII.2 Policy and Gender in Acacia	85
VIII.3 The Acacia Projects	86
VIII.3.1 The Acacia National Secretariat	86

VIII.3.2	The Development of a National ICT Policy.....	89
VIII.3.3	Policy and Strategies for Rural Communications Development in Uganda	91
VIII.3.4	The Development of Operational Guidelines for the Uganda Rural Communications Development Fund	93
VIII.4	In summary	93
ADDENDUM 1:	Extract from Terms of Reference	95
ADDENDUM 2:	Bibliography	100
ADDENDUM 3:	Key Informants.....	105
ADDENDUM 4:	Project Tombstone Data.....	109

EXECUTIVE SUMMARY

Uganda is one of the poorest countries in the world. In 1986 it emerged from two decades of turmoil and trauma under various destructive political regimes. After coming to power in 1986 the government of President Yoweri Museveni immediately embarked on a series of macroeconomic and social reforms aimed at stabilizing the country and initiating development across all sectors of the economy. Between 1990 and 2000 Uganda's real GDP growth averaged nearly 7% per year.

Privatization of state-owned entities and trade liberalization encouraged the growth of information and communications technologies (ICTs), especially during the late nineties. In this environment a variety of policy initiatives related to ICTs started to emerge, facilitated by the following:

- ❑ The strong commitment of the government and the people of Uganda to the development and modernization of their country, as reflected, among others, in their careful and systematic integrated and sector-specific planning using overall frameworks such as Vision 2025 and the Poverty Eradication Action Plan.
- ❑ The exposure of key Ugandan decision-makers to the international concept of, and developments around, the Information Society, and to regional donor-led initiatives to encourage African countries to become part of this global trend. This was enhanced by the expertise of Ugandans abroad or returning after exile, by the use of foreign expertise to assist in planning processes and by participation in regional developments around priorities and strategies for development.
- ❑ The nurturing by the government of a domestic environment attractive to international donors, giving donor organizations a high profile and actively encouraging them to engage in the ICT arena.
- ❑ The reform and liberalization of the telecommunications sector.
- ❑ The commitment by the government to economic development, accompanied by the development of a dynamic private sector which applies pressure to the government to create an enabling environment for the use of ICTs for business development.
- ❑ Advocacy and awareness creation by local institutional and individual ICT champions from the government, academic, private and NGO sectors, supported by effective and accurate media information.
- ❑ The emergence of disparate, uncoordinated ICT related policy activities across sectors.

A significant number of role players in Uganda were well-positioned to grapple with, and influence, issues in the ICT policy arena. The role players were situated in government structures, civil society and the international arena. This made the creation of forums for inputs by all stakeholders a vital part of policy processes in order to ensure balanced and accepted outcomes. The private sector in Uganda has also been a significantly greater policy influence than in Mozambique. Traditionally the private sector had close links with the government using various forums; this was facilitated by an intense government focus on economic opportunities.

In spite of the fact that there has been significant ICT activity in Uganda during the past decade, a lack of capacity and resources for accelerated development in the ICT arena remained. This necessitated foreign financial and technical intervention and assistance from international donors and consultants, enhancing their influence – a situation common in developing countries.

Indigenous ICT policy research expertise in particular was not developed before the support of the first studies towards ICT policy formulation around 1995. There were few ICT projects in Uganda during the early to middle 1990s, and thus few models for researchers. During the past few years only a handful of local researchers were exposed to ICT policy research, usually based on ad hoc survey type findings and some action research activities, rather than on rigorous analytical comparative studies aimed at identifying alternative approaches to inform policy formulation in particular contexts. This capacity needs to be developed in order to support future policy development.

The Acacia focus on the funding of two ICT policy development processes enabled the IDRC to have an immediate and quite significant policy influence in the ICT field. The integrated nature of Acacia, with funding allocated for community-based projects as well as projects related to policy implementation, supported by the Steering Committee/NAAC and Acacia National Secretariat, enhanced the opportunities for policy influence.

In addition to the direct support of, and participation in, policy formulation processes, various Acacia mechanisms and activities helped to influence policy:

- ❑ Action research coupled to M&E activities
- ❑ Ad hoc research studies to address specific policy issues
- ❑ Implementation of, and exposure to, demonstration projects
- ❑ Systematic information dissemination
- ❑ Advocacy
- ❑ Forums and networking opportunities.

To varying levels these activities led to learning and capacity development, as well as a greater awareness of ICTs among the local target groups, especially among local policy makers and several researchers. Two new policies were developed, an integrated National ICT Policy and a Policy and Strategies for Rural Communications Development. Other major contributions to policy influence were the knowledge generated through research studies and the creation of opportunities for networking among target and other stakeholder groups. The knowledge generated by the action research was used mainly as policy ideas, as most of the findings were not yet substantive enough for detailed policy interrogation. Both the action research results and research studies raised policy questions and brought issues to the fore, stimulating debate and their further investigation.

Some of the factors that facilitated the policy influence activities were:

- ❑ The contextual elements that opened the “policy window”
- ❑ The small group of key decision-makers involved in a number of parallel activities, and in the NAAC
- ❑ The position of the National Program Coordinator in national policy formulation processes
- ❑ The integrated Acacia design with a number of complementary policy foci and opportunities for the learning of lessons
- ❑ The government’s recognition of the need for integrated policies, coupled to limited protection of its own territory
- ❑ Various simultaneous initiatives in business and the public sector aimed at creating awareness of the usefulness of ICTs for social and economic development.

An aspect that has reduced the Acacia impact was the inability of the National Acacia Advisory Committee to find its role in relation to the UNCST/Acacia Secretariat, and the IDRC. Another factor was the lack of early ELSA contributions and results that could have strengthened the research component. It is not easy to assess the *extent* of the policy influence of all the Acacia activities compared to other players’ contributions. In many cases the “percolation of information and ideas” provides a context within which policy decisions are taken. IDRC has made major contributions to this, also through its research activities, which fall into the “enlightenment”, problem-solving” or “interactive” modes of use. There is a need for greater emphasis on systematic, long-term policy research and on the building of this capacity in the country.

The IDRC is especially well recognized for its earlier pioneering work when there were fewer players on the ICT (policy) stage. It is also lauded for the manner in which it has conducted its work – seen as being supportive, not prescriptive. However, IDRC bureaucracy is seen as having hampered potential impact.

A dynamic focus on gender does not seem to have been an integral part of the Acacia Secretariat's efforts and more time could have been spent on the development of gender-sensitive strategies for the various Acacia activities. The policy initiatives supported by Acacia were also not found to have been gender-sensitive.

Through its advocacy, awareness creation, Steering Committee/NAAC and networking activities, Acacia could have had a greater impact on the national ICT policy formulation process, where the issues demanded a more critical analysis of their implications for, and potential impact on, women. It is disappointing that the Acacia focus on gender did not influence the policy processes or outcomes. An overall Acacia gender strategy coupled to the training of Acacia project implementers towards an in-depth understanding of the elements of gender-sensitive policies, strategies and projects would have contributed to a greater impact by Acacia in this important area – one that was meant to cut across all Acacia initiatives. Implementation should be supported by a substantial ELSA focus on gender-focused research in order to inform future policy and projects and to contribute to a better understanding of the need for engendered ICT policies.

GLOSSARY OF ABBREVIATIONS

ADF	African Development Forum
AISI	African Information Society Initiative
BICA	Building the Information Community in Africa
CBOs	Community-based Organizations
CEEWA	Council for Economic Empowerment of Women in Africa
CIDA	Canadian International Development Agency
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
GK I	First Global Knowledge Conference
GK II	Second Global Knowledge
ELSA	The Evaluation and Learning System of Acacia
ESAnet	East and Southern African Network
GWIG	IDRC's Gender and Information Working Group
ICTs	Information and Communication Technologies
IDRC	International Development Research Centre
IICD	International Institute for Communication and Development
IIP	Intergovernmental and Informatics Program (of UNESCO)
IMF	International Monetary Fund
ISAD	Information Society and Development
ISIS-WICCE	Isis Women's International Cross-Cultural Exchange
ITU	International Telecommunications Union
MISR	Makerere Institute for Social Research
MTN	Mobile Telephone Networks
NAAC	National Acacia Advisory Committee
NARO	National Agricultural Research Organization
NCDC	National Curriculum Development Centre
NEPAD	New Partnership for African Development
NGOs	Non-Government Organizations
NRM	National Resistance Movement
PEAP	Poverty Eradication Action Plan
PoP	Point of Presence
PSF	Private Sector Foundation
RCDF	Rural Communications Development Fund
UCC	Uganda Communications Commission
UIA	Uganda Investment Authority
UICTOSA	Uganda Information Communication Outsourcing Services Association
UNCST	Uganda National Council for Science and Technology
UNECA	United Nations Economic Commission for Africa
UNESCO	United Nations Education, Science and Cultural Organization
UPL	Uganda Post Limited
UPTC	Uganda Posts and Telecommunications Corporation
UTL	Uganda Telecom Limited
UWONET	Uganda Women's Network
WOUGNET	Women of Uganda Network
WIRES	Women in Information Resource Electronic Service
WTO	World Trade Organization

PREAMBLE:

Some Key Events that shaped the Development of ICTs in Uganda

1986	National	President Museveni comes to power and macroeconomic reforms are initiated
1995	Regional (African)	The first African Regional Symposium on <i>Telematics for Development</i> , organized by UNECA, ITU, UNESCO and IDRC and held in Addis Ababa on 3-7 April, is attended by 450 people.
	National	<p>Celtel becomes the first mobile phone operator in Uganda.</p> <p>The Department of Information in the Office of the President commissions a study to identify the information needs of the country, starting a process which eventually leads to the submission to Cabinet of the White Paper on Information and Communication for Sustainable Development (later suspended).</p>
1996	Regional	<p>The Action Plan for the <i>African Information Society Initiative (AISI)</i>, a framework for using ICTs in Africa to accelerate economic and social development, is finalized and approved by the ECA Conference of African Ministers of economic and social development and planning. Uganda is one of the signatories of AISI, committing itself to build an information society in that country.</p> <p>The <i>Information Society and Development (ISAD)</i> Conference held in South Africa introduces the African development community to the potential of ICTs and serves as a launching pad for the AISI Action Plan.</p>
	National	<p>A baseline study carried out by the (UNCST) and supported by the IDRC identifies the development communication needs of communities.</p> <p>The Electronic Media Statute creates a licensing system under the Broadcasting Council for radio and television stations, cinemas and videotape rental businesses.</p> <p>An ITU field mission to Uganda takes place to assess the interest and opportunities for the implementation of Multi-Purpose Community Telecenters in Uganda. The first MCT locations are considered and two competing sites are identified.</p>
1997	International	The first <i>Global Knowledge Conference (GK1)</i> is held in Toronto, Canada, June. President Museveni confirms a political commitment to ICTs at the conference and requests international donor assistance.
	National	<p>The Poverty Eradication Action Plan (PEAP) is established by the Ugandan government as a basis for all development planning.</p> <p>The Ministry of Works, Housing and Communications formulates a communications policy and the Uganda Communications Act is enacted. This Act is aimed at increasing the level of communication services in the country through private investment rather than government support.</p>

The state owned Uganda Posts and Telecommunications Corporation is restructured, creating an independent regulatory agency, encouraging privatisation and introducing competition in the industry. Uganda Telecom Limited (UTL), Uganda Post Limited and Post Bank is created.

The Uganda Communications Commission (UCC), an independent regulator, is established and the concept of the Rural Communications Development Fund (RCDF) accepted.

An IDRC financed mission to Uganda engages in final MCT site selection and prepares development and business plans for the first telecenter in East Africa. The first "how to" manual for creating telecenters in Africa is developed and widely circulated in Africa.

The Acacia Strategy for Uganda is formulated with inputs by a National Consultative Forum, 8-10 December.

1998 *Regional*

COMESA Third Conference of Heads of State identifies the importance of ICTs.

Publication of the SADC Protocol on Transport, Communications and Meteorology, March.

The African Telecommunications Union (ATU) is established, December.

National

MTN starts operating as second mobile operator, October.

IDRC funds a study on the status of ICTs in Uganda. This coincides with a field survey on information and communication channels by a field team constituted by the Ministry of Information.

The Acacia National Secretariat is established, hosted by the Uganda National Council for Science and Technology (UNCST).

The National Acacia Steering Committee is established, composed of high profile members from the ICT stakeholder communities.

A Telecenter Awareness Day is held in Nakaseke through a UNESCO consultancy, with 120 people attending demonstrations of Inmarsat telephony and email, HV radio low-band email, telehealth and distance education technologies. Participants include the Uganda Minister responsible for Women's Issues and many local government officials.

The Uganda Internet Society is formed and holds a public forum on *Telecenters and Development*.

1999 *International*

The World Telecommunications Development Report is published.

Regional

The *Building the Information Community in Africa* (BICA) Conference is held in Pretoria, South Africa, 22-25 April. Five Ugandan representatives attend the event.

First Meeting takes place of the Ministers of Telecommunications from Senegal, South Africa, Uganda and Mozambique, high-level officials of the ICT regulatory and communications operators, and the principal participants of the Acacia Advisory Committees. A strategy aimed at assisting the countries to introduce ICTs towards universal access to information is discussed, 23-25 September.

First *African Development Forum on the Challenge to Africa of Globalisation and the Information Age* is held, October.

National

Memorandum of Understanding is signed between the IDRC and the Government of Uganda, June.

WorldLinks for Development begins a new program of school-based telecenters in Uganda.

Nakaseke MCT officially opens.

The UCC undertakes a study, supported by the IDRC, to investigate the policies and strategies for rural communications development in Uganda.

A National ICT Policy Task Force is constituted to spearhead the formulation of an ICT Policy, October.

2000 *International*

The *Second Global Knowledge Conference (GKII)* is held in Malaysia, 7-10 March.

National

The Poverty Eradication Action Plan is revised and becomes the Comprehensive Development Framework

The Ministry of Education embarks on the formulation of a technology-enhanced education policy to systematize the application of ICTs in education, June.

51% of UTL is sold to an international consortium.

A high-level dialogue is hosted by UNCST and the Ministry of Works, Housing and Communication to develop an ICT Policy for Uganda, 16 August, followed by a National Workshop on the Formulation of a National Policy Framework, September.

2001 *Regional*

Second Acacia Ministerial Meeting is held in Kampala, Uganda, 31 January.

National

Draft National Information and Communication Policy Framework is completed, but further refinements are requested after consultation, June.

A Rural Communications Development Policy for Uganda is finalized by UCC, July.

2002 *National*

Third draft of the UCC Rural Communications Development Fund (RCDF) Manual of Operating Procedures is made available, 13 February.

Draft National Information and Communication Policy is presented to Cabinet, 11 June

Planning meeting is held to consider the establishment of a national "Information Society Foundation", following on the NAAC activities, 16 October

Chapter I

APPROACH AND METHODOLOGY

I.1 INTRODUCTION: THE STUDY

Many IDRC programs and projects reflect the expectation that the research supported will influence public policy at the national and local levels. This implies that the organization should have a clear understanding of what it means by policy influence and how this is achieved through its project and program activities. Three key questions have to be answered:

- ❑ What constitutes public policy influence in the IDRC experience?
- ❑ To what degrees, and in what ways, has IDRC supported research or projects influenced public policy?
- ❑ What factors and conditions have facilitated or inhibited the public policy influence potential of the IDRC supported research?

A number of initiatives are being undertaken by the IDRC as part of a concerted study aimed at answering these questions. It is envisaged that the study will provide an opportunity for learning at the program level, where it can enhance the program and project design to address policy issues. It will also support corporate level learning by providing input into strategic planning processes, enable feedback on performance and assist in the design of the next corporate program framework.

One of the components of the policy influence study is a series of case studies in a variety of countries in which the IDRC is active. These are conducted to explore the work undertaken by the IDRC, the changing context in which it was carried out and the processes that were used. They have to present rich, detailed stories of the policy influence process, developed through a document review as well as interviews with program leaders, participants, those said to have been influenced and relevant IDRC staff.

The study is being conducted by a team of international evaluators in various developing regions in the world. The Acacia program, aimed at the development of Information and Communication Technologies (ICT) in Africa, was selected as the focus for the case studies on the African continent, in particular in Mozambique, Senegal, South Africa and Uganda. Further information can be found in the abbreviated Terms of Reference of the consultant (*Addendum 1*).

I.2 THE CONSULTANT

Dr Zenda Ofir, Executive Director of *Evalnet*, an evaluation consultancy company based in Johannesburg, South Africa, was contracted for a period of 45 days to conduct the case studies in Mozambique, South Africa and Uganda.

Although the consultant is an experienced evaluator and has worked in the policy arena in several capacities, she has not been involved in Acacia or in the ICT field prior to this study.

The Acacia case studies in French-speaking Senegal were to be conducted by a consultant from that country.

I.3 PROJECT SELECTION

Acacia has been ongoing since 1997 in four countries in Africa, namely Mozambique, Senegal, South Africa and Uganda. Acacia has as central hypothesis that new ICTs will empower communities to take effective control over their own development. To test this, a number of different models of community access were established in the participating countries. According to project documents this was done through linked and simultaneous action in four areas: policy, infrastructure, tools and technologies, and applications. It was envisaged that this approach would stimulate the demand for, and supply of, connectivity at a community level.

The Acacia case studies for this study were selected by the IDRC based upon a set of criteria designed to identify suitable case studies in all regions. Considerations included the range, uniqueness, comparability, type of influence, the type of organization doing the research, the type of organization being influenced, the duration of the IDRC involvement with the partners, intentional versus unintentional influence and the IDRC programming type. The main case studies selected by the IDRC from the various projects were

- ❑ The National Acacia Advisory Committees
- ❑ Projects that had as a direct objective the creation of national ICT, or information policies in countries participating in Acacia.

In Uganda, the selected projects were:

- ❑ The Acacia National Secretariat for Uganda (Project number 055475)
- ❑ The Development of an Integrated Information and Communication Policy for Uganda (Project number 100572)
- ❑ Policy and Strategies for Rural Communications Development in Uganda (Project number 100577)
- ❑ The Development of Operational Guidelines for the Uganda Rural Communications Development Fund (Project number 101134).

I.4 METHODOLOGY

The case studies were to be used to explore the work undertaken by the IDRC, the changing context in which the work had been carried out and the processes used. They had to present detailed stories of the policy influence process in order to ensure case studies “rich” in information for analysis.

Collection of Information

Data gathering was done through a desk study and interviews with key informants.

Document review

The document review was an important part of the study. It provided the necessary background information for the consultant to understand the project contexts and activities, to ensure focused interviewing and to help with the triangulation of information obtained from other sources. Official project documents were obtained from the Regional IDRC Office in Nairobi, Kenya. General ICT and policy documents were obtained from the Internet, while informants also provided material that otherwise could not be obtained.

Documents studied include project proposals, IDRC Project Approval Documents, progress reports, evaluation reports, policy documents, various expert publications, meeting minutes and dissemination material. A list of these documents and relevant Websites is attached as *Addendum 2*.

Interviews with key informants

One-on-one, in-depth interviewing was regarded as the most appropriate method of data gathering from project participants and observers. Surveys or focus group interviews would not adequately allow for the perception and follow-up of subtle nuances in information, or allow for the depth of discussion needed for the purpose of the study.

The consultant visited Uganda during the week of 3-8 June 2002 in order to conduct interviews with key individuals involved on the initiatives covered by the study. The consultant also visited the East and Southern Africa Regional IDRC Office in Nairobi, Kenya, to conduct interviews with IDRC staff and to access relevant project documents. Further interviews to follow up on earlier information were conducted by telephone during the week of 9-15 Oct 2002.

The program for the visit consisted of individual interviews. During a visit to the Nakaseke Telecenter a number of discussions were held with telecenter staff and with a focus group of 20 community members who gave insights into what the center had done for them. The list of 27 individual interviewees and six telecenter informants is given in *Addendum 3*.

Interviews were conducted with the following role players. Note that several informants had more than one role:

- ❑ Two IDRC staff members.
- ❑ Two representatives from UNESCO, co-founder of several ICT projects supported by Acacia.
- ❑ The Acacia National Program Coordinator.
- ❑ Three researchers who participated in Acacia projects.

- ❑ Two IDRC consultants with experience of ICT development in Uganda (one with a private sector perspective).
- ❑ The Chairperson of the Uganda ICT Policy Task Force.
- ❑ A representative of the Uganda Communications Commission.
- ❑ Six (ex) members of the Acacia Steering Committee/National Acacia Advisory Committee.
- ❑ Project leaders (or senior participants) of six Acacia projects
- ❑ Two representatives from the private sector.
- ❑ A representative from an NGO and a former Coordinator of the Uganda Women's Network.
- ❑ One Member of Parliament.
- ❑ At least three persons involved in drafting the two key policies used for this study.

The interviews were planned to be semi-structured, using interview guides developed by the IDRC in consultation with the consultants to direct the questions. A challenge was that many of the interviewees had participated in, or had insight into, a number of projects. In such cases the interviews tended to address particular issues in a “cross-cutting” manner, with interviewees giving their perspectives across projects; or providing a complete story rather than responding to particular questions. The conversation was often allowed to flow more freely than initially planned, with occasional guidance by the interviewer to address the key issues required. This was not necessarily negative as it provided opportunities for information to be given that might not have been solicited through a more structured question-and-answer format. Data analysis was somewhat more complicated than it would have been with a more structured interview format. Wherever possible, time was devoted to in-depth probing of particular issues for clarity or data validation purposes; in several cases this was found to have been inadequate and had to be followed up with subsequent interviews with the same or with new informants.

Most of the interviews were recorded and used for reference during the writing of the reports. No transcriptions were made due to the time and cost involved in their production. Only in a few cases did interviewees request that their interview not be recorded.

People were in general open in their response to interview questions. Most of the interviews required 1.5-2 hours for an in-depth discussion. Where interviewees were involved in one project only, 1.25 hours were usually sufficient. Discussions often led to suggestions for further interviewing; in such cases the interviewees sometimes agreed to meet at very short notice, but this could not always be achieved.

Analysis and validation

Triangulation was used extensively during interviews and through the documentation to ensure validity of findings. In some cases the relevant information could be obtained through telephonic or email follow-up activities. Some issues could require further probing and validation as certain gaps in information still exist. In several cases this was due to the fact that key informants, especially government ministers and other officials, could not be interviewed as meetings could not be arranged, or were cancelled at short notice.

Reporting

The information collected was analyzed, integrated and synthesized into the case study report. The first draft was read by respondents whose comments were included in a second draft. It was also refined through a series of follow-up telephonic interviews.

A workshop to be held on 8-9 November with Acacia staff and invited experts will be used to give comments before final submission of the report to the IDRC.

I.5 TYPES OF POLICY INFLUENCE

The types of policy influence used in this study were derived from definitions developed by Lindquistⁱ, while the study also explored additional types of influence which would not fit this categorization. While often mentioning activities through which policy influence could be achieved, such as lobbying, the informants did not provide new insights into the *results* of such actions.

The categories of policy influence according to Lindquist are:

Expanding Policy Capacities

These could include activities that

- ❑ improve the knowledge or data of certain actors;
- ❑ support recipients to develop innovative ideas;
- ❑ improve capabilities to communicate ideas;

ⁱ *Discerning Policy Influence: Framework for a Strategic Evaluation of IDRC-Supported Research*. Evert A Lindquist, School of Public Administration, University of Victoria. 1 September 2001.

- ❑ develop new talent for research and analysis.

Broadening Policy Horizons

These could include activities that

- ❑ provide policy makers with opportunities for networking or learning within their jurisdiction or with colleagues elsewhere;
- ❑ introduce new concepts to frame debates, putting ideas on the agenda, or stimulating public debate;
- ❑ educating researchers and others who take up new positions with broader understanding of issues;
- ❑ stimulate quiet dialogue among decision-makers (and among, or with, researchers).

Affecting Policy Regimes

These could include activities that

- ❑ modify existing programs or policies; or
- ❑ lead to the fundamental re-design of programs and policies.

A new aspect could be added to this category: the creation of a new policy regime in an emerging field of endeavor. The field of information and communication technologies is a good example.

Another aspect that might require some thought (it might be covered in the definition) is the “unintended” consequences of a particular policy process, for example in influencing other (related) policy processes or content. In this study this effect was frequently observed; examples are given in Chapter IV.

Chapter II

THE ICT POLICY ARENA IN UGANDA

II.1 UGANDA IN BRIEF

Uganda is a landlocked country in East Africa endowed with substantial natural resources, including fertile soils, regular rainfall, a favorable climate and sizable mineral deposits of copper and cobalt. Agriculture employs more than 80% of the workforce. Coffee is Uganda's major export crop and accounts for the bulk of its export revenues. Uganda's per capita income of approximately US\$1 000 per year puts it in the category of least developed countries, with 55% of Ugandans living below the poverty line. The literacy rate in 1999 was around 66%.

Approximately 86% of Uganda's 22 million people live in rural areas. The country is divided into 45 districts, each of which has a major town or district centre, and on average four counties, 16-20 sub-counties and 90 parishes. The Ugandan government follows a decentralization policy which places many administrative responsibilities at the sub-county level.

Except for some areas in the north of the country, Uganda has enjoyed political stability for over a decade. The dictatorial regime of Idi Amin in 1971-1979 was responsible for the deaths of more than 300 000 opponents, while a guerilla war and human rights abuses under Milton Obote claimed another 100 000 lives during 1980-1985. In 1986 Lt Gen Yoweri Kaguta Museveni took over power. He introduced a Ten Point Program as part of a political education campaign to highlight the principles on which the country's development was to be based. During the 1990s the government promulgated non-party presidential and legislative elections. Museveni was elected President in democratic presidential elections in 1996 and 2001.

The National Resistance Movement (NRM) chaired by Museveni remains the largest political movement in the country. The people's interests in government are represented through the Parliament, which is among others responsible for debating and approving draft policies.

It consists of 214 members elected by popular vote and 62 nominated by legally established interest groups, approved by the President (interest groups = women 39, the army ten, the disabled five, youth five and labor three members).

Although Uganda remains one of the poorest countries in the world, since 1986 the government has acted to rehabilitate and stabilize the economy. In 1987 the government embarked on an IMF designed Economic Recovery Program, which evolved into a Structural Adjustment Program in 1991. Advised by foreign countries and international agencies, economic restructuring efforts targeted the high inflation rate and aimed to boost production and export earnings. The government pursued tight fiscal policies, undertook currency reform, raised producer prices on export crops and improved civil wages. By the fiscal year 1999/2000, 90 of the 107 public enterprises had been privatized.

In terms of economic policy, the government has been following a hands-off approach since 1986, enforcing the privatization of formerly state-owned entities, foreign investment, private entrepreneurship and trade liberalization. Between 1990-2000, with an average real GDP growth rate of 6.9% per year, the economy showed a solid performance based on continued investment in the rehabilitation of infrastructure, improved incentives for production and exports, reduced inflation, gradually improved domestic security, and the return of exiled Indian-Ugandan entrepreneurs.

During the past nearly two decades donors, including the IMF and World Bank, have provided sustained financial and moral support to the country. A major component of policies has been the development of the private sector in Uganda. In 1991 the government established the Uganda Investment Authority (UIA) to attract, provide information to and support intending investors. Fiscal incentives to investors provide for generous capital recovery terms. The Private Sector Foundation (PSF) was established as a forum for consultation between the government and the private sector.

II.2 FACTORS THAT ENCOURAGED THE “POLICY WINDOW”

It is important to determine the contextual factors that facilitated the opening of a “policy window” in Uganda. In other words, it is necessary to identify the key factors in the political, social and economic environment that brought about an emphasis on telecommunications and information related policies and thus facilitated an environment for policy interventions.

II.2.1 After turmoil, commitment to modernization and development

After the trauma and turmoil experienced by the Ugandan people until 1986 (especially during the rule of Idi Amin and Milton Obote), over the past fifteen years both the government and the people have regarded the development of their country as a priority. “We want to catch up on time lost”, noted one informant. “National systems had broken down and no-one could gain much from controlling them; all were therefore keen to work to build up these systems again”.

Another informant noted that this attitude was facilitated by the fact that Ugandans were always known as “more progressive than many others in Africa” and “eager to work as individuals to improve their circumstances, rather than waiting for someone else to do it for them”. Furthermore, unlike many other African countries, the government was not anxious about issues such as “losing control” or “sacrificing security” through liberalization of the relevant sectors and the promotion of global advances such as the Internet.

In line with its development focus, in recent years Uganda has embarked on a number of initiatives to strengthen the national development planning process. This includes major consultative exercises concerning Uganda’s long-term goals and objectives, such as *Vision 2025*, describing national aspirations, and the 1997 *Poverty Eradication Action Plan* (PEAP) as a national framework to guide detailed medium term sector plans, district plans and the budget process.

In turn, detailed sector-wide plans and investment programs have reached varying stages of completion, set within an overall medium term expenditure framework. A program to strengthen district capacity to prepare medium term expenditure frameworks was launched. Important sector-specific development plans include the *Uganda Information Infrastructure Agenda* led by Makerere University, the *Plan for the Modernization of Agriculture*, the *Rural Electrification and Transformation Project*, *Universal Primary Education* and *Health Improvement and Delivery*.

The PEAP, drawn up in 1997, was revised in 2000 and became Uganda’s *Comprehensive Development Framework*. This over-arching national planning document signals poverty eradication as the fundamental goal of the government. Among others the involvement of communities and organizational stakeholders in the planning framework has been strengthened, making the process more participatory than in previous years.

Drawing on recent evidence (including household surveys and the Uganda *Participatory Poverty Assessment Project*), the PEAP highlights the many dimensions of poverty in the Ugandan context. It recognizes the importance of increasing income to poor households and places a high priority on the eradication of income poverty. It also views ignorance as a particularly constraining feature of the lives of poor people and is concerned with improving literacy and educational achievement among the population at large. Health is another central concern for the poor, and clear goals have been established for improving the health of Ugandans. Among others the PEAP states that it is essential for poor people to have an effective voice in the design and implementation of public policy. The objective of the PEAP is thus to marshal public effort at improving these dimensions of public well-being.

This kind of environment is conducive to the introduction of new concepts that can promote development. The idea of information and telecommunications technologies as an instrument for development was therefore welcomed by the government since they became aware of the potential of these technologies through the global, regional and local initiatives during the past decade.

II.2.2 Exposure to global and regional influences

Several factors facilitated the exposure of Uganda to international influences that could assist in the development of the country. These include:

- ❑ global and regional conferences and events aimed at the establishment of an information society;
- ❑ the return of Ugandans who were in exile during its turbulent years;
- ❑ the use of foreign expertise to help determine local approaches and policies; and
- ❑ regional developments that aim to facilitate joint planning and the identification of common priorities and strategies in Africa.

The dynamic development of ICTs in the rest of the world towards the creation of a global information society could not leave Africa untouched. The earliest efforts during the 1970s and 1980s to use ICTs as a tool to promote development came from the IDRC, working with UNESCO and UNDP. They were later joined by the ITU, UNECA, the US National Academy of Sciences and others. By the mid-1990's, donor interest had expanded and many organizations were incorporating ICT related programs into their priorities.

By 1995 the world-wide foci on telecommunications and information technologies, and the activities of the pioneers in the field on the continent, started to affect countries in Africa. The donor community in particular played an important role in helping to ensure that these developments were considered at public forums. Organizations such as UNECA, UNESCO, ITU and the IDRC were some of the first that supported initiatives aimed at stimulating regional and Pan-African discussions and debates on the best strategies to establish these new approaches and technologies in an African context.

Some examples of such initiatives are:

- ❑ On 3-7 April 1995 the *First African Regional Symposium on Telematics for Development* held and organized by the ITU, UNESCO, Bellanet International and the IDRC, was held at UNECA in Addis Ababa, Ethiopia. It brought together 117 African specialists from 39 African countries, 43 representatives from other countries and international development organizations, as well as 35 observers from the host country, to discuss achievements, problems and proposed solutions. Various influential Ugandans attended the event.

The communiqué resulting from this conference made several key recommendations aimed at stimulating the awareness of African countries in ICTs, building political leadership in ICTs for development, creating enabling national environments for ICTs and encouraging cooperation and partnerships in promoting ICTs in African countries.

- ❑ As a result, the ECA Conference of Ministers of Economic and Social Development passed Resolution 795 entitled “Towards an African Information Superhighway”, which called upon the ECA to proposed a plan to facilitate African countries’ entry onto this highway. A year later, the Conference of Ministers adopted the plan of action as the *African Information Society Initiative (AIS)*. Uganda was represented at all these forums.
- ❑ The *Information Society and Development (ISAD)* Conference held in South Africa in 1996 continued this process. It introduced the African development community to the potential of ICTs and served as a launching pad for AIS.
- ❑ In 1997 a number of Ugandans, including President Museveni, attended the first *Global Knowledge Conference (GKI)* in Toronto, Canada.
- ❑ In 1998 the *Global Connectivity for Africa Conference* was organized by UNECA in conjunction with the IDRC, ITU, ADB and the World Bank. Uganda sent one of the

largest delegations to this conference, including the Minister of State of Communications, John Nasasira, who was a leading participant.

- In October 1999, ECA convened the inaugural session of its African Development Forum (ADF) to address the challenge to Africa of globalization and the information age. The event brought together hundreds of African practitioners of ICT for development, and highlighted many projects in the areas of policy, education, health and business development.
- The *ITU TELECOM* program was launched in Uganda, stimulating and encouraging debate and interaction on relevant information and telecommunications issues between governments, the industry and other role players, using forums and exhibitions. This program aimed to facilitate the development and incorporation of these technologies especially in developing countries, including in Africa.

Several informants felt that the Diaspora of Ugandans during the 1970s and early 1980s, and their subsequent return to Uganda under the Museveni government, brought new ideas and methods into the country, including insights and concepts around telecommunications and information technologies. Many of the previous exiles or refugees were highly educated and had good positions abroad; several became key decision-makers in the government and in other sectors.

The use of foreign consultants – usually from the countries providing some financial support - is a major force in development in Africa. International development agencies often use foreign consultants, sometimes working in tandem with local experts. Even African governments and local development agencies frequently use foreign consultants, usually (but not always) where local capacity does not exist.

Within the new spirit of an African renaissance there has recently been a strong focus on efforts to stimulate cooperation and partnerships within and across Africa. For example, the New Partnership for African Development (NEPAD) has ICT development as one of its priorities. Although it has not yet become apparent (and is thus not necessarily relevant to the initial “policy window” in this field), it is likely that the policies and initiatives (including projects, symposiums and think-tanks) of organizations and programs such as the African Union (AU) and NEPAD will have a significant influence on domestic policies and strategies in Africa, and therefore in Uganda.

Such influence can also be exerted through pressure groups and activities specifically aimed at East Africa. These could include political initiatives such as the East African Community (EAC), or private sector initiatives, for example the East African Business Council.

II.2.3 Leadership by the government

Already in 1994 voices started calling for the establishment of a national policy that could help to create an enabling environment for telecommunications and information technologies in Uganda. In that year President Museveni requested the Uganda National Council for Science and Technology (UNCST) to devise strategies on how to proceed with the development of such policies to facilitate private sector growth. (The UNCST has to coordinate the formulation and management of explicit national policies in all fields of science and technology). A think-tank on information technology and advanced communication systems was created. One of its recommendations was the formulation of a national policy, among others to ensure the protection of intellectual property.

In 1995 the Department of Information in the Office of the President started to focus on mechanisms to transfer government policies to “grassroots” communities. With the assistance of UNESCO and UNDP it commissioned a study to identify the information needs of the country. Again one of the areas identified for action was the national policy environment. The findings of this study served as input into a consultative process which eventually led to the submission to Cabinet of the White Paper on Information and Communication for Sustainable Development. This process and document was later suspended to allow for the possible integration of the policy principles into a single policy on information and communications technologies.

During the middle to late nineties President Museveni actively promoted the concept of an information society in Uganda from public platforms and encouraged a focus on the establishment of national policies in this regard. In June 1997 he made a political commitment to ICTs at the *First Global Knowledge Conference* in Toronto, Canada. He invited the international community to assist Uganda to apply ICTs and traditional knowledge systems in the socio-economic development of the country.

Ministries with an early sector focus on information and communication needs included the Ministry of Works, Housing and Communications, who initiated the Communications Act to reform the telecommunications sector, the Ministry of Finance, Planning and Economic Development operating the Uganda Computer Services as an independent unit in the Ministry, and the Ministry of Education and Sports, which received funding from the Netherlands government to support relevant needs at all levels of education.

The first awareness of the need for these initiatives was often among the Ministers themselves, with Minister John Nasasira and others recognized as early champions. The government's exposure to regional and global developments and their commitment to national societal and economic development assisted in creating an awareness around these issues.

This awareness was further facilitated by national initiatives, for example studies launched by donors (including IDRC) to inform relevant planning, workshops held to stimulate private sector awareness of the usefulness of these technologies for economic development, early NGO advocacy efforts and institutional and individual champions (refer also to Section II.2.7).

The Ugandan government therefore played an early and active role in promoting the use of these technologies for development, involving the country in global and regional debates and ensuring its participation in relevant agreements, treaties and resolutions. It also encouraged a focus on these technologies within Uganda.

II.2.4 The nurturing of a national environment conducive to donor involvement

As described in section II.1, in 1986 the Ugandan government initiated, under the leadership of President Museveni, a number of reforms aimed at stabilizing the economy and putting the country on a fast track for development. Simultaneously, concerted efforts were made by the President and other government officials to entice the international donor community to support development programs in Uganda.

The stability of the government and their keen and often successful focus on economic and social development, appealed to the donor community. This facilitated their involvement in the support and promotion of new ideas and technologies in the country, making Uganda one of the African countries receiving the largest proportion of external revenue from donor assistance.

As a direct response to the President's invitation at GK I in 1997, by 1998 a number of governments and international institutions had indicated their support for the development of ICTs in Uganda. International agencies, in particular the World Bank and UN agencies such as UNECA and UNESCO; and bilateral public and private donor organizations such as the IDRC and others very actively supported developments in this field in the nineties.

These organizations thus had the potential to exert an extensive influence over policy-making processes due to their funding of projects and studies and their partnerships with local organizations. They were also very well accepted by the government and were able to access the highest level decision-makers if necessary.

II.2.5 Reform and liberalization of the telecommunications sector

The broad macroeconomic reforms implemented by the government since 1986 put the Ugandan economy back on course, touching many sectors related to telecommunications and information technologies. The UPTC - the Uganda Posts and Telecommunications Corporation – existed as a monopoly until the middle nineties. This approach in the sector was characterized by typical insufficiencies such as prohibitive costs for telephone lines, a waiting period for services of up to one year and low penetration of services outside urban areas.

This situation as well as global trends in the area prompted the Ugandan government in 1996 to embark on an extensive reform of the telecommunications sector which included the restructuring of the formerly state-owned monopoly, the creation of an independent regulatory agency, privatization and the introduction of competition in the industry, and the licensing of multiple operators.

In 1997 the Communications Act was passed, with as central aims increased teledensity, improved telecommunications facilities, as well as a market open to a variety of new services. It was also to serve the huge unmet demand, especially in rural areas, and increase the geographical distribution and coverage of services. The Act paved the way for the privatization of UPTC, starting with the separation of the state-owned company into Uganda Telecom Limited (UTL), Uganda Post Limited (UPL) and Post Bank Uganda Ltd. In June 2000 51% of UTL was sold to an international consortium.

A second operator license was awarded to Mobile Telephone Networks (MTN), which started operating in Oct 1998. It was licensed to compete in all aspects of telecommunications with the former monopoly operator – fixed line, mobile, long distance and the Internet. In order to secure returns on investment and planning, the two national operators were awarded exclusivity of service until 2005.

The Uganda Communications Commission (UCC) was established in 1997 as an independent regulator and key initiative in developing and implementing Uganda's liberalized telecommunications policy. The Act also provided for the establishment of a Rural Communications Development Fund to assist in ensuring extensive penetration of services across the country and to facilitate universal access to ICTs in rural areas.

All these activities resulted in enhancing the profile of the telecommunications sector in the country and drawing attention to the role that information and communications technologies can play in national development.

II.2.6 Pressure from a growing private sector

The roll-out of communications infrastructure (fixed lines) remained slow, with concentrations only in the major cities. A cellular telephone company, Celtel, was operational and the second national operator was setting up its operations. Between 1996 and July 2001 the number of fixed lines installed by Uganda Telecom Limited grew from 46 000 to just over 56 000, while in the same period the number of mobile subscribers grew from 3 500 to 276 034.

Mobile communication thus filled the communications vacuum. It made it possible for users to make a call almost anywhere, at any time, at an affordable price. This had a profound effect on the economy; it increased productivity and simplified the lives of businessmen, farmers, public servants and others. People were suddenly much more aware of the potential effect that ICT could have on their development.

The number of private computer vendors and Internet providers had also been growing rapidly. By 2000 there were already nine Internet service providers with more than 10 000 subscribers, eight VSAT international data gateways, three paging service providers, 110 FM radio stations (up from 14 in 1996), 20 television stations (up from 4 in 1996), 18 public payphone licenses and 1 210 private radio communication operators. Most of the ISPs on the market provided Internet/email access exclusively in Kampala.

Public access to relevant technologies outside Kampala remained very scarce, consisting mainly of some Internet cafés and privately or NGO-managed telecenters offering telephone, fax, email, Internet, computing and photocopying services. In spite of this, the private sector dealing with information and communications technologies in Uganda expanded significantly during the nineties, becoming a more dynamic voice for change and a more dynamic player in the development of ICTs than was the case in Mozambique. It applied pressure on the government to create an enabling environment for ICTs in order to encourage the exploitation of the business potential of these technologies. Among others it requested a review of the high import taxes on equipment and also created an awareness of ICTs in society, for example through the establishment of cyber-café and other related services.

In the meantime, through its *Big Push Strategy* of the Uganda Investment Authority (UIA), a government effort to jump-start the economy, had identified information and communications technologies as one of its priority areas for economic development. One of its nine task forces was responsible for exploring the potential of these and promoting their use for economic development. It raised the issue of the need for a national policy, expanded telecommunications infrastructure, revising of the exclusive periods given to current operators, the reduction of costs of ICT services, the reduction of the high taxes on hardware and the coordination and standardization of ICT training programs.

One of the recommendations presented to the government was the formulation of a national ICT policy and the creation of an implementing body for this purpose.

Due to the national focus on economic development and hence on the interests of the private sector, the government is committed to their participation in the development and implementation of policies and programs designed to stimulate rapid economic growth. The private sector in Uganda is said to have access to the highest echelons of power in government and participate in policy formulation in many areas. This includes foreign private companies, often in partnership with local ventures. Major players such as Celtel, MTN and other large service providers can act as major pressure groups for policy change. Some overarching bodies also exist (although most were established during the past two years only) that act as a combined force to support the ICT private sector, including the Private Sector Foundation (PSF), Uganda Information Communication Outsourcing Services Association (UICTOSA) and the Uganda National Chamber of Commerce and Industry.

These companies and bodies are thus in a position to exert considerable influence over relevant policy processes. Interestingly enough, it seems as if their participation in the national ICT policy process was limited. The reasons for this remain unclear.

II.2.7 Creating awareness: The emergence of local champions

Compared to Mozambique, where ICT awareness and policy development was driven by a handful of visionary champions from academia and the government, in Uganda there were many more individuals and organizations from different sectors that championed the development of these technologies during the past decade.

One of the earliest champions was the President himself. Museveni promoted the concept of an information society and new technologies (especially for economic development) at various forums and made a political commitment to this at GK I in Toronto, Canada. As noted before, he invited the international community to assist Uganda in applying ICT systems to the socio-economic development of the country.

Particular prominence is also given to the Minister of Works, Housing and Communications, John Nasasira, who has been lauded by several informants as *the* visionary in government and in the country during early efforts to promote the field in Uganda. Other Ministers and officials noted as visionary and keen promoters of the concept of ICTs are the previous Minister of State of Higher Education, Dr Abel Rwendaire (who according to anecdote was responsible for bringing President Museveni on-line), Mr Johnson Nkuuhe, Member of Parliament, and Dr Ham Mulira, Director in the Ministry of Finance, Planning and Economic Development (*check*).

Champions also emerged in other sectors. The UNCST and the Makerere University Institute of Computer Science are regarded by informants as the key institutional champions, especially during the early years of ICT development. Prof ZM Nyiira, UNCST Executive Secretary, is credited with having lobbied government and driven processes to establish national policies.

Within the auspices of ESAnet, a network among leading universities in five countries in East and Southern Africa funded by the IDRC, the MUKLA Node at Makerere University's Institute of Computer Science began in 1991 as an experiment to demonstrate the viability of electronic communication over telephone lines and personal computers. It was thus the oldest Internet service provider in Uganda.

MUKLA's short-term goal was to build a self-sustaining operation, beginning with the research and university communities, and later adding the NGO and business sectors and government. This was achieved within four years. According to anecdote the activities at MUKLA and two other collaborating networks – HealthNet and NGOnet – spurred the use of electronic mail among NGOs, government departments and the business community. It also inspired several young people to follow careers in electronic communications. The Institute is still active in the field and has recently implemented an InfoDev Project to develop an Information Infrastructure Development Agenda for Uganda.

Charles Musisi, initially Network Manager and now with UgaBYTES and Uganda Online, was closely involved in this initiative and is widely regarded as one of the most prominent early ICT champions. Another recognized champion in the private sector is Vincent Musubire who recently initiated the Uganda Information Communication Outsourcing Services Association (UICTOSA).

Although ICT development in Uganda was built on a wave of local interest in the academic and private sectors, international and local development agencies also played an important role in stimulating an awareness of the information society and the potential role of the new technologies in development. The early entrants from the donor community, among others the IDRC, ITU, UNESCO and UNECA, are credited with having been pioneers in the field of raising awareness around ICTs, for example through the establishment of telecenters and networking initiatives such as ESAnet.

It has been somewhat more difficult to determine the exact role played by the NGO community and other local community organizations in championing and raising awareness around ICTs. Those mentioned as active in advocating the use of ICTs during recent years are, among others, the Uganda Computer Society, UgaBYTES, Women of Uganda Network (WOUGNET), the Forum on Women and Democracy (FOWODE), who advocated the power of ICTs for advocacy and women's participation in politics, the International Institute for Communication and Development (IICD) and Enterprise Uganda. Individuals noted include Winnie Byanyima, later Member of Parliament, and Ruth Ojiambo Ochieng of ISIS-WICCE, who both spoke out on the issue of ICTs for the empowerment of women.

According to several informants, the efforts of the individual and institutional champions were assisted by the Ugandan media. Their reporting on ICTs was regarded by these informants as informed and accurate, and helped to shape the emerging awareness of ICTs, promoting their use among the government, the private sector and the general public.

II.2.8 The emergence of disparate, uncoordinated initiatives across sectors

The Government of Uganda has 15 national Ministries. As awareness of ICTs became more prevalent, various Ministries started to develop sectoral ICT policies and strategies. Proposed initiatives were usually based within a specific sector, each with different strategies in various areas of ICT use and application.

Some of the Ministries most active in this respect were the Department of Information in the Office of the President; the Ministry of Works, Housing and Communication; the Ministry of Finance and Planning; the Ministry of Tourism, Trade and Industry; and the Ministry of Education and Sport.

Among others, in 1996 the Electronic Media Statute created a licensing system under the Broadcasting Council for radio and television stations, cinemas and videotape rental businesses. In 1997 the Ministry of Works, Housing and Communication set up the Communications Act and established the Uganda Communications Commission (UCC). The main objective behind this policy was to increase the penetration and level of telecommunications services in the country through private sector investment rather than government intervention.

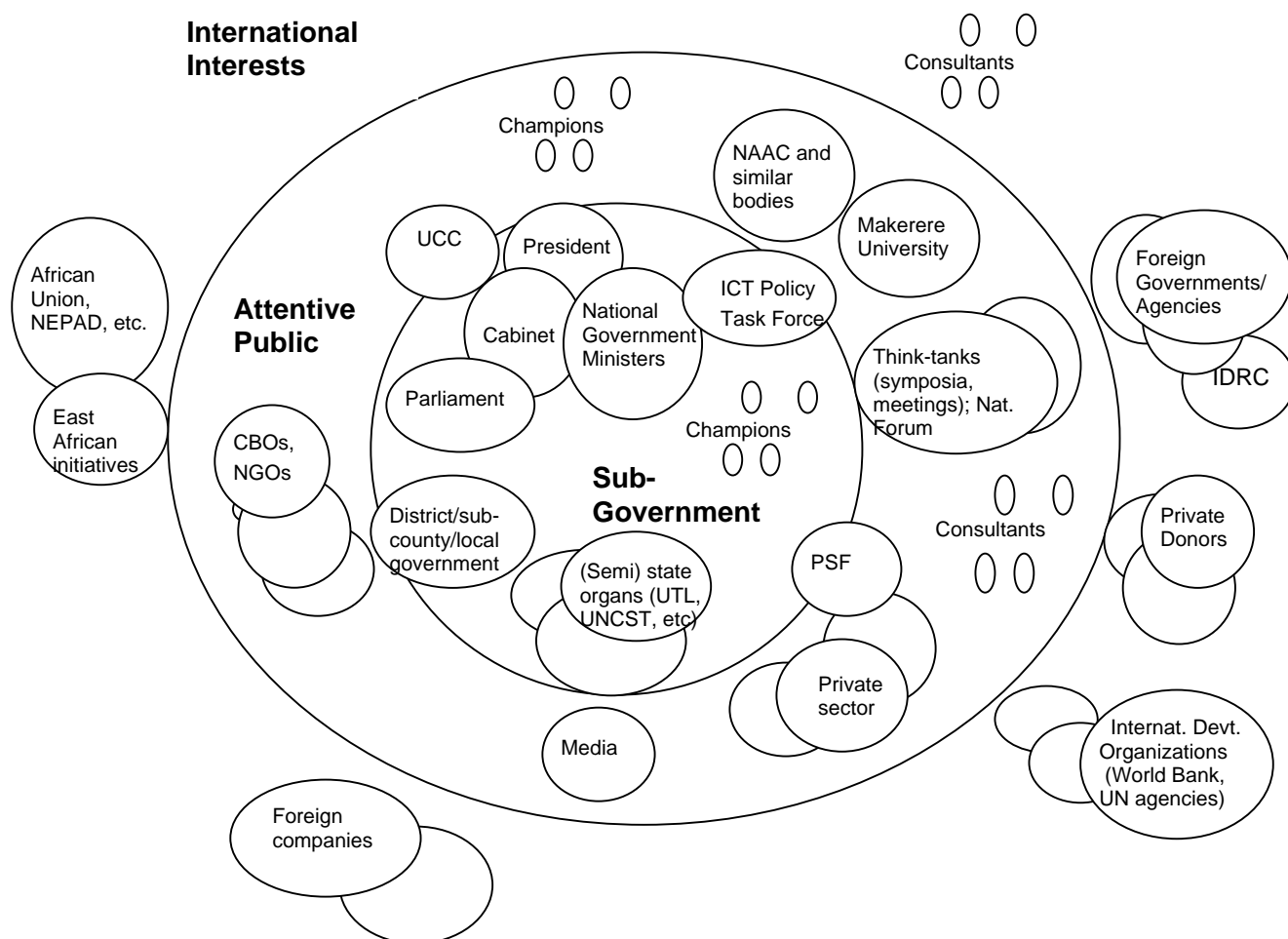
Government agencies and parastatals were also active. Among others, the UIA sponsored a study on the development of e-business partnerships as a mechanism to deal with ICT exports. The UNCST, with its principal statutory function to coordinate the formulation of national policies in all fields of science and technology, was involved in initiatives such as the formulation of a Science and Technology policy, which also touched on information and communications systems. The UCC focused on efforts to bring ICTs to all rural areas in the country.

These and other initiatives, as well as activities of the private sector (noted in Section II.2.7) soon made it clear that regulation as well as harmonization across the sectors were urgently required. This was to prevent fragmented developments and give a stronger voice to calls for reform in areas touching on ICTs.

II.3 THE UGANDAN ICT POLICY COMMUNITY

Figure II.1 gives an overview of the different types of role players who were (or are) in a position to influence information and (tele)communications related policies in Uganda. No attempt was made to assess the magnitude of their involvement or contribution, or determine the coalitions and networks that might exist. This would entail a separate study. This schematic view of the role players is given only to indicate the wide variety of role players with the potential to affect the ICT policy environment in the country.

FIG. II.1



Chapter III

Project 1: THE ACACIA NATIONAL SECRETARIAT

III.1 THE ACACIA PROGRAMⁱ

ACACIA I: OBJECTIVES
<ul style="list-style-type: none"> ❑ <i>Demonstrate how access to information and communication technologies can most effectively contribute to enabling communities to solve development problems in ways that build upon local goals, cultures, strengths and processes;</i> ❑ <i>Build a body of knowledge identifying the policies, technologies and methodologies that are most instrumental to promoting affordable and effective use of ICTs by poor disadvantaged communities; and</i> ❑ <i>Create a growing momentum in support of expanded rural access.</i>

The Program Design

According to anecdote, the idea of Acacia emerged at the 1996 ISAD Conference and perhaps more strongly at the “sister” conference for civil society held at Helderfontein in Johannesburg. These conferences were the first of their kind held in a developing country and they were thus from the outset closely aligned with efforts by developing countries, particularly in Africa, “to ensure that their voices would help shape the Global Information Society”.

Acacia I (the first five year phase) was one of the first major donor-supported initiatives in Africa to focus on breaking new ground in the comprehensive understanding of the role ICTs can play in community development, especially among poor, disadvantaged communities. At the time precedents in Africa did not exist and the focus was to be on lessons learned from project experiences.

ⁱ The information in this and the following section has been quoted from various Acacia project documents

As there were few ICT projects on the ground in most African countries, this meant that Acacia also had to initiate projects that were outside its normal research focus. It was therefore somewhat of an anomaly in the IDRC portfolio of programs.

In March 1997, the Board of Governors of the IDRC approved Acacia as a program aimed at establishing the potential of ICTs to empower poor African communities.

Acacia was to focus its actions on four fronts, including policy. In the conceptualization of Acacia the importance was recognized of policy frameworks linked to research, as well as the need for demonstration models that could inform public policy initiatives in the countries participating in Acacia. Issues such as affordability, sustainability and the easy use of technologies came to the fore as priorities for study (and not only ICT access which often dominated debates).

The need for an enabling policy environment and thus sound ICT policies in the participating countries became important issues in the Acacia approach.

In its approval of Acacia the IDRC also recognized that social and policy research would be critical in assisting with the possible replication of those Acacia pilot projects considered to be successful.

The Evaluation and Learning System of Acacia (ELSA)

Apart from these aspects of the Acacia program design, in each of the participating countries common issues quickly arose out of the national strategies, leading to a recognition of the need to address a broad spectrum of ICT policy issues – across countries. This led to a decision that Acacia should focus on projects that addressed policy issues which required a sub-regional or regional perspective.

This approach meant that in the emerging ICT policy arena Acacia had the potential to contribute significantly to the total knowledge base on ICTs for development in Africa, especially around issues of universal access and community development.

ELSA was conceptualized as a “learning, evaluation and management tool”, the main instrument through which Acacia aimed to contribute to policy development. ELSA was to test the core Acacia hypothesis and stimulate learning in the communities where development was to take place. It had to balance the management needs of Acacia, the learning needs of donor organizations and, “most importantly, the learning needs of those responsible for policy and implementation in Africa”.

One of the target groups for ELSA activities was therefore policy makers who would require a more solid basis for decision-making than was currently available.

The initial ELSA strategy focused on establishing the mechanisms through which community learning and impact assessment could take place in the context of telecenter development. The telecenters as a major Acacia thrust were seen as points where many of the critical issues converged – policy, infrastructure, technology and applications. It was envisaged that new knowledge would be generated through studies and monitoring and evaluation activities across the participating countries, facilitating opportunities for comparative studies on the continent.

It was furthermore envisaged that apart from ELSA, discrete research activities would be undertaken, particularly to contribute to the tools available to support decision-making on the extension of ICTs to rural areas. Promising research would also be investigated for incorporation into ELSA, thus retaining a flexible research agenda.

III.2 ACACIA IN UGANDA

The first Acacia initiatives in Uganda were launched in mid-1997 (although the Memorandum of Understanding with the IDRC was signed only in 1999). Initial preparatory work included the commissioning of four studies to examine the status of the human capacity, policy, infrastructure and technology, and the content and applications of ICTs for the implementation of Acacia in Uganda. The results of these studies were discussed at a workshop in December 1997 where members from parliament and representatives from various sectors, including public servants, universities, NGOs, the private sector and community leaders, met to determine the Acacia vision in Uganda, to formulate a national strategy and to establish a basis for partnership. The initiative had strong support from several Cabinet ministers as well as from UNESCO as potential donor partner.

The workshop defined an action plan in four areas: policy, infrastructure and technology, human resources and content. According to available documentation (note: these did not include the Acacia action plans) the initial Acacia activities were “intended to sensitize decision-makers, policy designers and opinion leaders and enlist their support for the use and application of ICTs for rural community development”.

Apart from establishing a Steering Committee (later the National Acacia Advisory Committee) and National Secretariat to manage its activities, the Acacia program in Uganda supported the following projects over the course of the next five years:

- i. The Development of an Integrated Information and Communication Policy for Uganda
- ii. Policy and Strategies for Rural Communications Development in Uganda
- iii. The Development of Operational Guidelines for the Uganda Rural Communications Development Fund
- iv. Economic Empowerment of Women through ICTs in Uganda
- v. Strengthening Community-Based Organizations through ICTs
- vi. Electronic Delivery of Agricultural Information to Rural Communities in Uganda
- vii. Enhanced Access to Health Services and Information through ICTs in Uganda
- viii. The African Highlands Initiative Project
- ix. Community Empowerment through the Use of ICTs in Uganda.

This Chapter considers the policy influence of the Acacia National Secretariat in Uganda.

III.3 THE ACACIA NATIONAL SECRETARIAT

The Acacia National Secretariat was established on 5 Jan 1998 as the coordinating office for Acacia projects and activities in Uganda. It is located in the Uganda National Council for Science and Technology (UNCST) under the management of Prof ZM Nyiira, Executive Secretary of the UNCST and National Program Coordinator for Acacia, supported by an Acacia Project Officer.

The Secretariat aims to ensure that the Acacia project objectives are fulfilled. It implements the decisions of the National Acacia Advisory Committee and documents the development of the Acacia activities in Uganda.

ACACIA NATIONAL SECRETARIAT FOR UGANDA: RESPONSIBILITIES

- ❑ *Organize meetings of the Steering Committee and follow up on the implementation of its recommendations*
- ❑ *Maintain a Website and discussion list that will inform the national and international public about Acacia activities in Uganda*
- ❑ *Document the Acacia activities in the country*

- ❑ *Assist the ELSA coordinator to implement the monitoring and evaluation component of projects under development*
- ❑ *Follow up and implement the recommendations of partnership creation that the Steering Committee will determine*
- ❑ *Facilitate and coordinate the work of the task forces that are responsible for developing ICT applications in the priority areas identified by the Steering Committee (agriculture, education, commerce, health and governance)*
- ❑ *Develop mechanisms for attracting interns, volunteers and retirees to Acacia activities around telecenters*
- ❑ *Develop follow-up activities on the recommendations of the Steering Committee on the sustainability of the Secretariat and all Acacia projects in Uganda*
- ❑ *Maintain close collaboration with the other three Secretariats in the Acacia countries*
- ❑ *Plan and organize the Acacia staff meeting to be held in September 1999 in Kampala, Uganda*

III.4 THE POLICY INTENT

Nowhere in the available documentation (including the available PAD) was it *explicitly* stated that the Acacia National Secretariat would have as a specific objective to deal with or influence policy. However, an interpretation of its objectives and envisaged activities indicates its implicit potential for policy influence through the following activities:

- ❑ Supporting and facilitating the activities of the Acacia Steering Committee (later the NAAC) and the Acacia projects;
- ❑ Documenting the Acacia activities and disseminating relevant information and research results to various national target groups, including policy makers;
- ❑ Assisting with the research, monitoring and evaluation, and learning activities of ELSA. This would include facilitating comparative studies across the participating countries for lessons that could inform policy;
- ❑ Organizing meetings and events that would stimulate national debate on ICTs and policy related issues, and provide opportunities for networking, for example during the Second Meeting of African Ministers in Kampala.

Furthermore, according to Edith Adera, Acacia Program Officer in the IDRC Regional Office in Nairobi, Acacia in Uganda focused its policy influence on two sets of projects respectively aimed at:

- ❑ creating a policy environment (the support of policy processes), and

- ❑ generating project results that could be used in policy design (results from the Acacia pilot projects in Uganda).

She confirmed that the idea was to sensitize policy makers as a first main target group and the public as another. The Acacia Steering Committee, later reconstituted as the National Acacia Advisory Committee (NAAC), managed by the Secretariat, was therefore established with the idea that it could influence policy in two ways:

- ❑ Through the dissemination of information useful to policy, and
- ❑ As high level group acting as ICT champions and building on their personal interactions with key policy makers. According to Adera the NAAC was to be “a strong indirect route to the heart of the policy makers”.

As in the case of Mozambique, while some of these intentions were not clearly spelt out in relevant program documents, they were part of the Acacia design in Uganda.

A summary of the policy influence of the Secretariat as envisaged during inception is given in Table III.1.

Table III.1

Program	Key achievements sought	Intended policy influence
Acacia National Secretariat	<ul style="list-style-type: none"> ❑ Fulfillment of the Acacia project objectives ❑ Effective implementation of the decisions of the National Acacia Advisory Committee ❑ Documentation and dissemination of the development of the Acacia activities in Uganda 	<ul style="list-style-type: none"> ❑ <i>Expanding the capacities of policy makers</i> Main instruments: <ul style="list-style-type: none"> ▪ Supporting Acacia pilot projects which focus on action research and policy design; ▪ Documenting the Acacia activities and disseminating relevant information and research results to policy makers; ▪ Assisting with the research, monitoring and evaluation, and learning activities of ELSA ❑ <i>Broadening the horizons of policy makers</i> Main instrument: Organizing, as part of the Acacia projects, meetings and events that stimulate national debate on ICTs and policy related issues, and provide opportunities for networking ❑ <i>Affecting the national ICT policy regime in Uganda</i> Main instrument: Facilitating national ICT policy processes

III.5 THE POLICY INFLUENCE

It is generally acknowledged among informants for this study that the telecenters at Nabweru, Nakaseke and elsewhere, as well as the other earlier IDRC supported activities such as ESAnet and the studies and workshops to raise awareness of the potential of ICTs for economic development, could have played a more dynamic role than Acacia in creating an awareness of ICTs and in providing a platform for demonstrating and advocating the use of ICTs. At the time the IDRC was one of the early pioneers in promoting and supporting ICT related activities in Uganda. Its role in developing ICTs in Uganda is usually associated very directly with the establishment of the telecenters and thus “taking communication into the rural areas”. According to one of the key informants, these early projects as well as the more recent foci on the provision of relevant information through telecenters (for example in agriculture and health), “demonstrated that if technology is adapted to address real needs of people, they will use it”.

It should also be acknowledged that more time has elapsed since the earlier IDRC activities, with more time for them to become absorbed in the policy environment than some of the more recent Acacia activities. They also took place at a time when the interest in ICT policy and strategies was emerging. When Acacia came into being, much of the groundwork had already been done and it became only one of the significant number of players in the field.

As the brief of this study was to focus on the work of Acacia, the impact of the earlier activities was not pursued to the required depth to obtain a clear understanding of their policy influence. However, from discussions with informants it is clear that the earlier work of the IDRC is recognized as having been groundbreaking in helping to inform decision-makers and public opinion about the potential usefulness of ICTs for economic and rural community development – and hence in all probability played a definite role in influencing policy makers during the early stage of ICT policy development in Uganda.

For example, one of the informants noted that the work of the IDRC assisted in helping to shift public perceptions from an understanding of ICTs as a technical issue only, to an understanding of the importance of “consumer applications” and the “value-adding capabilities” of ICTs. He commented that the IDRC was “the one that blew the whistle that brought the country to where we are in ICTs”, giving ICT development a kick-start and “planting the seeds that are now coming to fruition”.

The Secretariat together with the National Acacia Advisory Committee were the instruments chosen to continue the work of the IDRC in an arena with many more players and in which ICT activities have become more commonplace in a variety of sectors. The following section lists those activities of the Secretariat that had the potential to contribute to policy influence. The extent to which these activities have played a role in influencing policy has been more difficult to establish than in the case of Mozambique, as opinions have been more divided. The relative complexity of the recent Ugandan ICT environment - as sketched briefly in Chapter II - also made it more difficult to trace specific results of the Acacia activities.

i) Involvement in the policy formulation process

The Acacia National Secretariat was directly involved in influencing the national ICT policy through the involvement of the Acacia National Program Coordinator in initiating the national ICT policy formulation process. The IDRC made a strategic choice in appointing the Executive Secretary of UNCST as its Acacia National Program Coordinator. This facilitated a direct yet informal link between the Secretariat and the policy process, as UNCST had the task of steering the process as government agency responsible for the design of all policies in science and technology.

According to at least one of the ICT Policy Task Force members who were intimately involved in the drafting of the policy, Nyiira was also instrumental in the development of aspects of the policy content. The Acacia Project Officer, Steering Committee/NAAC members and various project beneficiaries also contributed to the national ICT policy formulation process.

ii) Advocacy and creating an awareness of ICTs

The Secretariat, through Nyiira, has been acknowledged as a champion for ICTs in Uganda through his personal discussions with key government officials and other decision-makers, promoting ICTs and the need for integrated ICT policies. Due to his position as Executive Secretary of the UNCST and as the National Acacia Program Coordinator, Nyiira was also a participant in many of the public forums and meetings related to ICTs and ICT policy development in Uganda and in Africa.

The Acacia Steering Committee also played an advocacy role through the initiatives of several of its members. This was facilitated by the fact that the Committee consisted of experts who all had prominent roles in different sectors of the ICT arena.

Anecdote indicates that Committee members could have played a significant role in getting ICTs incorporated into the newest version of the National Development Framework (PEAP).

The Secretariat did some monitoring and facilitation of the implementation of Acacia projects. It collected information about supported projects through regular progress reports and analyses of lessons learnt. This information was then used for various purposes, among others to inform policy makers and the public of the Acacia activities. The main means of dissemination was a Website, a newsletter that was also distributed to policy makers, reports to the Acacia Steering Committee and participation in media events, including at least one television program.

According to one of the authors of the National ICT Policy, the project reports were the main mechanisms through which participants were informed of IDRC and Acacia activities at various stages of the policy formulation process. Several informants confirmed that the task force responsible for the National ICT Policy formulation made use of IDRC and Acacia reports during the process. This included the pre-inception studies supported by the IDRC to inform the design of Acacia, which also helped to create an awareness around policy issues that needed to be addressed.

Additional sources of information used by the Secretariat for advocacy and to inform decision-makers were the results of the various types of research activities in the Acacia projects – action research as well as more conventional research studies. It occasionally assisted with the facilitation of surveys and research studies and used the results in policy design and advocacy activities. The Secretariat acted as the link with ELSA and although the impact of final ELSA reports (for example the publication on the telecenter evaluation), on policy still needs to be demonstrated, the potential for policy influence is certainly there. According to one of the IDRC officials, the process of dissemination of the results through workshops has already assisted in informing key players (This could not yet be verified).

Several informants have noted that government ministers have quoted telecenter experiences from public platforms. It is not clear how this information has reached them, and whether this has flowed from early IDRC/UNESCO/ITU projects or from more recent Acacia activities disseminated through the Secretariat or Steering Committee activities.

iii) The establishment and management of the National Steering Committee

A National Steering Committee (later the National Acacia Advisory Committee) was established in 1998 composed of nine high profile members from stakeholder groups.

These included government, the private sector, NGOs, international organizations and academic institutions. Its Chairperson was Mr Patrick Masambu of the UCC.

According to project documents the Steering Committee was to

- ❑ provide overall leadership to the Acacia Integrated Strategy for Uganda
- ❑ develop liaison and partnership between Acacia and all the ICT stakeholders in Uganda and the international community
- ❑ provide leadership in ICT policy advocacy in the country
- ❑ recommend to IDRC for funding, those ICT research and demonstration projects that respond to the national vision of Acacia in Uganda and the objectives of the Acacia Program initiative
- ❑ source additional funding to enhance the visibility of Acacia in Uganda.

In early 2000 the Committee title changed to that of National Acacia Advisory Committee.

According to meeting minutes the Steering Committee was set up to be guided by task forces responsible for developing applications around the ICT facilities in the priority areas of education, health, governance, commerce and agriculture. Other ad hoc task forces were to be created as required. At a certain stage a policy task force was appointed, but it did not seem to have played an active role in any of the ICT policy formulation processes.

Steering Committee/NAAC members solicited and recommended projects for support through Acacia. Due to their high profile as individual experts, members also participated in various forums and meetings related to ICTs. At least one of the Steering Committee/NAAC members served on the ICT Policy Task Force (*check again*). Another served (albeit in an individual capacity) on specific committees that could exert significant policy influence, for example the UIA Strategic Partnership Committee, which could lobby the Minister for removal of tax on computer equipment and also in the concept of strategic partnerships.

It must be remembered that one of the reasons for the selection of these members was their individual high profiles; it was actually hoped that these would help to assist with sensitizing policy makers and bringing the Acacia activities and results to the attention of decision-makers – in effect contributing to a “percolation of information” in the ICT arena through their individual participation. In principle then the IDRC was successful in achieving this objective, with the Committee members active in the policy arena in a variety of ways.

The Committee also provided an opportunity for more intensive interaction and networking between the members themselves than would normally have been the case.

However, although individual members were active and participated in various stages of the policy formulation process, the *Committee* was not recognized as having played a dynamic role in policy input and development - even though the Acacia host was also the secretariat for the ICT Policy Task Force.

In Mozambique the situation was similar, although there were more members who participated as leading figures in the formal policy formulation processes. There were certainly more ICT players in Uganda in both the private and public sectors, providing a greater selection of experts who could represent ICT interests on committees and initiatives.

It must be noted that there was a strong feeling among many of the Committee members who also acted as informants for this study, that the Committee did not fulfil the most effective role it could have played in the policy arena and in ICT development in general. They commented that they were often not sure of their mandate and the role they were to play – either as “advisory body” or “steering committee”. Meetings were held, but little action flowed from some key decisions.

The informants felt that either the IDRC or the UNCST Secretariat was not clear in the role that it had to play and that this impeded them in their activities. Several views pointed to a lack of clarity on the role and responsibilities of the Committee compared to that of the Secretariat (or its host organization). “We did not know how we can freely fly”, was how one of the informants put it. Another noted that “UNCST managed Acacia like another of its projects”. There are signs that the Committee did not act as a team, but in the case of specific individuals rather in a competitive mode.

Significant confusion and even demoralization among Committee members seems to have resulted from this situation. IDRC bureaucracy which led to long time lapses before decision-making is said to have further contributed to the lack of dynamic action by the Committee.

As a result, during the past 1-2 years the NAAC has become quite dormant. Recently the IDRC initiated, in consultation with several leading figures, an attempt to revive the Committee concept, but as a next phase of development in order to create sustainability. The transformation of the NAAC into a national “Information Society Foundation” with wider stakeholder participation has thus been mooted and was to be discussed at a meeting between key stakeholders on 16 October 2002. This would be a public instrument and platform for consultation and think-tank activities, rather than a project-bound Committee.

iv) The facilitation of processes to select Acacia projects

If it is assumed that the Acacia projects can be used to influence policy by demonstrating practical examples of ICT application – especially in rural areas - and collecting useful research results, the Secretariat's role in initiating proposals and facilitating the Steering Committee/NAAC input into the project selection puts it in a position to influence policy, albeit in a somewhat indirect manner.

The IDRC support for the development of policies for rural access to ICTs through the Rural Communities Development Fund, and the resulting guidelines, formed part of the National Acacia Program. The Steering Committee and Secretariat played a role in the approval of these projects. Other Acacia supported projects focus on access to ICTs by rural communities and the development of local content and other applications. The vehicles for this purpose are various forms of telecenters and telecenter facilitated activities.

The Acacia projects were publicized in conferences, reports, in the press and on Websites. As noted before, the reports and the telecenters themselves served as demonstration projects for raising awareness around ICTs and policy issues. The President and other key government officials visited the Nakaseke telecenter which, although an earlier IDRC project, is still used as a model for learning lessons about telecenter development. From anecdote and examples it seems as if the government has indeed embraced the concept of telecenters, with their different functions as demonstrated by some of the Acacia projects, as a means to facilitate universal access to ICTs. This is demonstrated by their efforts to promote the Multipurpose Community Telecenters concept in various sectors as vehicles for rural development.

v) The organization of meetings as forums for stakeholders to discuss ICTs.

Several national meetings were arranged by the Secretariat as part of the Acacia projects. This included the organization of the Second Acacia Ministerial Meeting held in Kampala, Uganda, on 31 January 2001.

Community inputs were obtained and awareness of ICTs raised in rural areas by consensus building workshops held in five regions in Uganda during the planning phases for the Acacia interventions. These were aimed at creating a greater awareness of ICTs at community level, an information needs assessment and the building of partnerships with communities.

Table III.2

INTERVENTION	INTENDED POLICY INFLUENCE	POLICY INFLUENCE ACTIVITIES	INFERRED FROM	TYPE OF POLICY INFLUENCE	FACILITATED BY
The National Acacia Secretariat	<input type="checkbox"/> Expanding the policy capacities of policy makers <i>Main instruments:</i> <ul style="list-style-type: none"> supporting Acacia pilot projects which focus on action research and policy design; documenting the Acacia activities and disseminating relevant information and research results to policy makers; assisting with the research, monitoring and evaluation, and learning activities of ELSA 	Involvement in the national ICT policy formulation process	Comments by Policy Task Force members; documented role in process	<i>Assistance with the creation of a new policy regime</i>	<p>Nyiira's dual role of Executive Secretary of the UNCST and the National Program Coordinator of Acacia</p> <p>The high profile of the UNCST in the science and technology policy arena</p> <p>Role of Nyiira as one of ICT champions in Uganda among a well-networked group of key decision-makers from different sectors</p> <p>The Acacia design that creates key structures and supports policy processes as well as demonstration projects and relevant action research with the potential to inform the policy process</p> <p>Public interest in ICTs due to a variety of processes and events promoting their usefulness, including advocacy by President Museveni</p> <p>Government focus on development, also in rural areas</p>
		Advocacy as well as creating awareness through the provision of systematic information related to the Acacia projects: <ul style="list-style-type: none"> Personal discussions between Nyiira and policy and decision-makers; Use of project information to create awareness from various platforms; Use of research results to inform policy processes; Participation in national and international ICT forums and meetings 	Documented activities and anecdote;	Difficult to get a sense of impact, but Nyiira widely recognized as a champion for ICTs and ICT policy development. <i>Introducing new concepts to frame debates, putting ideas on the agenda, and stimulating debate</i>	
	<input type="checkbox"/> Broadening the policy horizons of policy makers <i>Main instrument:</i> Organizing as part of the Acacia projects, meetings and events that stimulate national debate on ICTs and policy related issues, and provide opportunities for networking <input type="checkbox"/> Affecting the national ICT policy regime in Uganda <i>Main instrument:</i> Facilitating national ICT policy process; dual role in UNCST/Acacia	The establishment and coordination of the Acacia Steering Committee/NAAC; participation by Steering Committee/NAAC members in the policy formulation process	Documented activities; comments from informants (Impact uncertain)	<i>Providing opportunities for networking and advocacy</i>	
		The facilitation of processes that help determine the type of projects supported by Acacia in Uganda.	Exposure to, and acceptance of, telecenter concept by policy makers in policy documents; comments by informants	<i>Indirect influence aimed at introducing new concepts to frame debates, putting ideas on the agenda, and stimulating debate</i>	
		The organization of meetings that serve as forums for policy makers, stakeholders and public to discuss ICTs, including second ICT Acacia Ministers' meeting in Kampala	Documented activities; role of such events in sensitizing decision-makers to policy issues in a new field, confirmed by informants.	<i>Stimulating public debate</i> <i>Providing opportunities for networking</i> <i>Stimulating quiet dialogue among decision-makers</i>	

Chapter IV

Project 2: THE DEVELOPMENT OF AN INTEGRATED INFORMATION AND COMMUNICATION POLICY

IV.1 THE PROJECT

During the late nineties it became clear that an integrated policy was needed to harmonize the disparate policy development efforts, to create an environment conducive to ICT development and to regulate some of the operations in the private and public sectors. The early studies by the IDRC on the state of ICTs in Uganda, as well as the process of the implementation of Acacia, identified a number of areas which would require policy intervention. Through the National Program Coordinator, the Steering Committee advised the Ugandan government of this need, in the process joining a number of voices calling for greater synergy in ICT policy efforts.

In response, a consultative meeting was held in August 1999 between UNCST and the National Intergovernmental and Informatics Program (IIP) Committee supported by UNESCO. The meeting recommended the formation of an “Informatics Policy Task Force” to prepare a project framework for activities leading up to the formulation of a national “Information and Informatics Policy” for Uganda.

In October 1999 a multi-disciplinary and multi-sectoral National ICT Task Force was established by the Executive Secretary of the UNCST to spearhead and oversee the formulation of an ICT policy. It was comprised of 12 high profile representatives from key ICT stakeholder institutions under the chairmanship of Prof PE Mugambi, Professor of Mathematics and Computer Science, Makerere University (who was also the chairperson of the UNESCO Intergovernmental and Informatics Program). It included a senior representative from each of the following: Makerere University; the Directorate of Information in the Office of the President; the Ministry of Works, Housing and Communication; Parliament; UTL; UCC; the Uganda Computer Society; GECIL and UNESCO. UNCST had two members on the Task Force (not including Nyiira), one of whom was the Secretary of the Task Force.

The Task Force was to prepare a project framework and strategy for activities leading to the formulation of an ICT policy for Uganda. UNCST was to coordinate the activities of the Task Force, while the IDRC and UNESCO committed themselves to funding the process.

IV.2 THE POLICY INTENT

THE DEVELOPMENT OF AN INTEGRATED INFORMATION AND COMMUNICATION POLICY FOR UGANDA: GOAL AND OBJECTIVES	
Goal:	<i>To develop a national information and informatics policy for Uganda</i>
Objectives:	<ul style="list-style-type: none"> ❑ <i>To conduct a comprehensive national assessment of the current state, development of micro-electronics, telecommunications and computer technology in key sectors</i> ❑ <i>To hold a national stakeholders' workshop to review the IT status in Uganda, and identifying key areas which require policy guidelines for IT development and application</i> ❑ <i>To prepare an ICT policy document by the consultants together with the task force, and its submission to the government through UNCST</i>

The abovementioned project objectives indicate the clear intent to establish a new policy regime in the ICT field in Uganda, while also expanding the knowledge of role players through the assessment study and stimulating debate around policy issues.

Table IV.1

Program/Project	Key achievements sought	Intended policy influence
The Development of an Integrated Information and Communication Policy for Uganda	<ul style="list-style-type: none"> ❑ Greater understanding of the ICT development status in Uganda ❑ Greater understanding of the ICT policy issues in Uganda ❑ Development of a national ICT policy for Uganda 	<ul style="list-style-type: none"> ❑ Establishing a new policy regime in Uganda ❑ Expanding the knowledge of role players ❑ Stimulating debate around policy issues

IV.3 THE POLICY INFLUENCE

A background study was conducted as the main input into the design of a policy framework. Two consultants, Ignatious Kakembo-Ntambi and Edmund Katiti, were contracted to carry out a survey and prepare a position paper on the status of ICT development in the country. The survey was to map out the areas of concern for an ICT policy in the country, covering at least the following sectors: Industry, education, administration, financial institutions, trade and commerce, health, agriculture, transport and communication, and telematics. It was to highlight

- ❑ the strengths and weaknesses of the existing sector policies on ICTs,
- ❑ the status of the national infrastructure for ICT,
- ❑ the national human resource capacity in ICTs,
- ❑ the application of ICTs in Uganda with reference to those in other countries,
- ❑ research and development efforts in Uganda,
- ❑ the ICT industry and investment in ICTs, and
- ❑ the marketing and after sales support of ICT products.

The position paper also had to identify key issues and recommendations for a national policy, and address any other relevant issue connected to the formulation of the policy.

A meeting was held on 16 Aug 2000 to facilitate a high level dialogue about the policy between key ICT stakeholders. It was attended by 18 representatives from four key ministries, the Uganda Investment Authority and various other government organs such as UCC, the National Bureau of Standards, UTL and UNESCO. The objectives of the meeting were to:

- ❑ brief key Ministries, institutions and organizations on the activities towards the formulation of an ICT policy;
- ❑ harmonize the institutional and sectoral interests in preparation for the national stakeholders' forum to be held to discuss the draft policy proposal;
- ❑ list the past and existing efforts of the ICT stakeholders as an input into the national policy framework, and
- ❑ agree on a strategy and way forward for the formulation of the national ICT policy.

On 27-28 September 2000 a National Stakeholders' Workshop was held to discuss the background document on the status of ICT development and application in the country, identify key policy issues to be addressed by the national ICT policy and identify the institutional framework for the development and application of the policy.

This national forum was attended by 140 stakeholders from all sectors with an interest in ICTs, including government ministries, parastatals, telecommunications service providers and regulators, ICT vendors, the private sector, cooperatives, research and development institutions, educational institutions, professional societies, civil society, national and international NGOs and development partners. It was structured to consist of a plenary and several working group sessions. Strong government support for the initiative was indicated by the opening speaker, the Minister of Works, Housing and Communications.

With this input, a draft policy document was developed by UNCST under supervision of the Task Force, based on the background study, the documents noted above and the forum inputs. Subsequent consultation, including at a follow-up workshop, revealed that stakeholders were concerned that a number of issues related to the right of access to information as well as information content were not addressed and that there was still a too great emphasis on ICT infrastructure.

Paul Uhler, an American consultant, was subsequently contracted by UNESCO to interrogate these aspects more thoroughly and to refine the relevant policy recommendations. Among others, Uhler used Ugandan legislation and planning documents as well as inputs from earlier policy processes and studies, for example those that led to the 1997 Communications Act. His report was submitted in June 2001 for integration with the draft policy document.

A final policy document was drafted and submitted in August 2001 by UNCST to the Minister of Works, Housing and Communications, to take to Cabinet. However, further discussions between Ministries found that a number of issues concerning electronic media and other aspects related to information were not well developed. It was therefore decided that the Directorate of Information in the President's Office had to be involved in order to ensure that information *and* communication needs were addressed in the policy. A mutually agreed team was established to revise the draft policy document, whereupon it was submitted to the Cabinet for consideration on 11 June 2002.

In this project the IDRC was a co-funder, with UNESCO focusing on the two research studies (the background and Uhler studies) and IDRC on the process and work of the Task Force. The IDRC made a further contribution through the support of earlier studies that served to inform the policy project. These included the initial surveys done for the Communications White Paper in 1996/7, the UCC policy studies and early work by Perwit International on the stimulation of e-business in Uganda.

These studies, although not the result of systematic and in-depth research for comprehensive policy analysis, all played a role in setting the scene for the eventual draft policy produced by the Task Force.

According to the policy document, other stakeholder inputs that informed the draft policy were:

- ❑ The *Uganda Information and Infrastructure Agenda Project* (UIAAP) spearheaded by the Makerere Institute of Computer Science.
- ❑ The *Big Push Strategy* of the Uganda Investment Authority
- ❑ The *Draft White Paper on Communication and Information for Sustainable Development* that was initiated and developed under the then Ministry of Information.
- ❑ The UCC Study on *Policies and Strategies for Rural Communications Development*
- ❑ A report by Perwit International presented at a stakeholders' workshop on *Promoting e-Business in Uganda*
- ❑ A report by Perwit International on *Strategic Partnerships for E-business* in Uganda.

According to the Chairperson of the Task Force, the telecenters also provided models that informed the policy thinking, as several key participants in the process had been exposed to the concept, results and lessons of the telecenter projects.

The highly participatory and collective approach left little room for individual ownership of the policy. Several individuals dedicated significant effort to the policy formulation process, among them the UNCST staff Nyiira, who provided the overall vision and direction, and Ismael Barugahara, who provided technical supervision and coordination.

According to Barugahara the members of the Policy Task Force, the various consultants, the key sector ICT Ministers, distinguished members of the ICT fraternity in Uganda and the general public all provided input into the process and end product.

A summary of the policy influence and its facilitating factors is given in Table. IV.2.

Table IV.2

INTERVENTION	INTENDED POLICY INFLUENCE	POLICY INFLUENCE ACTIVITIES	INFERRED FROM	TYPE OF POLICY INFLUENCE	FACILITATED BY
The Development of an Integrated Information and Communications Policy for Uganda	<ul style="list-style-type: none"> ❑ Establishing a new policy regime in Uganda ❑ Expanding the knowledge of role players ❑ Stimulating debate around policy issues 	Financial support of the process to design an integrated National ICT Policy for Uganda	Financial support for the ICT policy process; Project documents	<i>The creation of a new policy regime</i>	<p>The factors contributing to the “policy window”:</p> <ul style="list-style-type: none"> ▪ Government commitment to development, including ICTs as a development priority ▪ Exposure of decision-makers to global and regional ICT views, expertise and trends ▪ The government’s nurturing of a national environment conducive to donor involvement, and donor interest in ICTs ▪ Reform and liberalization of the telecommunications sector ▪ An active private sector ▪ Inputs by local ICT champions, (including the President) calling for a policy framework <p>The recognition by Ministers of the need for integration and a policy framework across sectors, and the agreement to locate the process in a neutral place. Sector initiatives were suspended by the Prime Minister in lieu of the national ICT policy process.</p> <p>The support of the process through partnership of organizations dedicated to ICTs</p>
		The creation of opportunities for interaction and consultation between policy makers and other stakeholders	Interview comments; documented networking opportunities	<p><i>Broadening policy horizons:</i></p> <p>Providing opportunities for networking and learning with colleagues</p> <p>Stimulating quiet dialogue among decision-makers and researchers</p>	
		Research studies (in this project supported by UNESCO); earlier inputs supported by the IDRC	Documented and anecdotal evidence that the studies were used to inform the policy (as a main source of information)	<p><i>Expanding policy capacities:</i></p> <p>Supporting recipients to develop innovative ideas (supported by UNESCO; project provided opportunity)</p> <p><i>Broadening policy horizons:</i></p> <p>Introducing new concepts to frame debates and putting new ideas on the agenda</p>	

IV.3 OTHER RESULTS OF THE PROJECT

Apart from the outcomes listed in Table IV.2, a main benefit of the policy process and the debates around it was the creation of awareness of, and excitement about, the potential of ICTs for development. The informants believe that Ugandans are now more informed about ICTs than they were before the policy process started. The process and its results were publicized in reports, in the press and on Websites. Commented an informant:

“People refer to it and now realize that it is not just something for the industry”.

In the absence of discussions with those in other sectors directly responsible for policy formulation, it was not possible to establish clearly whether the national ICT policy process had a direct or indirect influence on policy development in other sectors. Many informants felt that this was the case, especially as several policy design processes had been running concurrently with the national ICT Policy initiative. Informants believe that there was “cross-pollination” between the various policy initiatives, as so many of the role players were the same or interacted during various consultative processes. Specific examples mentioned of policy processes influenced by the focus on a national ICT policy, are ICT initiatives in education (other relevant ICT initiatives such as WorldLinks would also have had an influence on the education policy makers), agriculture and the Rural Communications Development Fund (mutual influence in this case was confirmed).

The Ministry of Education and Sports has embraced ICTs by supporting the roll-out of 11 VSATs in Uganda, funded by the Bill and Melinda Gates Foundation and establishing an “ICTs in Education” Task Force. The relevant Minister is said to be very supportive of the idea that local content should be developed and delivered using ICTs. The Minister is apparently also interested in developing an ICT policy for education.

According to Nyiira, the Ministry of Agriculture, Animal Husbandry and Fisheries has accepted the idea of using a telecenter in each county for the electronic delivery of agricultural information.

He also felt that another result of the policy process was the discussion between the President of World Space Corporation and President Museveni on the use of satellite radio for education.

Prof Mugambi, Chairperson of the ICT Policy Task Force, noted that discussions with judges about the importance of ICTs have led them to consider incorporating ICTs in their current law reform initiatives. Efforts are also under way to incorporate ICTs in national health initiatives, including those aimed at HIV/Aids.

As far as the private sector is concerned there are still gaps in the current draft ICT policy. However, the policy initiatives are starting to bear fruit for the private sector. In the week of 15 July 2002 Francis Babu, Minister of State for Housing in Uganda, spoke at the launch of the Central Broadcasting Services (CBS) Website at Bulange Gardens in Mengo.

“Information technology services are now at the center stage of government policy and that is why taxes on computers and related software have been removed”, he said.

(In the private sector, the government imposed a tax on airtime for mobile phones, not on fixed lines. This prompted an outcry from the public and from service providers. The tax was subsequently reduced from 10% to 5%. It will be interesting to explore whether the findings of any of the ICT studies were used in the decision to lower the taxes.)

Chapter V

Project 3: POLICY AND STRATEGIES FOR RURAL COMMUNICATIONS DEVELOPMENT

V.1 THE PROJECT

The vast majority of Uganda's telecommunications infrastructure is concentrated in Kampala. The recent reforms in the sector were therefore partly aimed at jump-starting the deployment of infrastructure to rural areas. The Communications Act of 1997 sought to

- ❑ facilitate private sector participation in the communications sector as well as in the overall national development
- ❑ provide a legal framework for the development of communication services
- ❑ separate the roles of policy formulation, regulation and operations
- ❑ introduce competition through licensing of multiple operators.

As noted in Chapter II, liberalization of the telecommunications sector saw the introduction of competition through licensing of multiple operators and the creation of Uganda Telecom Limited, Uganda Post Limited and Post Bank. During this process the Uganda Communications Commission (UCC) was created to reduce the government's direct role as regulator in the sector. Two key functions of the UCC are the promotion of the development of the communications sector and ensuring equitable distribution of services in the country, including in the rural areas.

Since 1997 significant change has taken place in this area. In most parts of the country the two national telecommunications operators have been expanding their services in voice telephony, expecting high returns on their investment. In spite of this progress, most of the north and southeast regions will not be served adequately by MTN and UTL due to political conflict and a high degree of remoteness and poverty. To address this problem UCC imposed two additional requirements on the telecommunications providers: they had to serve all sub-counties for which they were awarded licenses, and by mid-2002 they had to indicate all sub-counties which they would not cover in the long term. As a result they indicated that around 154 of 930 sub-counties would not be covered by July 2002.

In order to address this situation, the UCC had to encourage bids for licenses from telecommunications providers who would be prepared to apply to go to underserved sub-counties. In order to make this approach viable, the 1997 Communications Act made provision for the establishment and administration of a *Rural Communication Development Fund* (RCDF) by the UCC. One aim of this Fund was to provide support for economical investment and maintenance costs of providers who obtain licenses for underserved areas. Preferential interconnection agreements with the other operators to lower access costs for the subscribers were also to be worked out.

The UCC initially lacked data upon which concrete plans for the implementation of a policy on rural communication development could be based. A project was therefore devised under the Acacia program to facilitate studies that could enable the UCC to:

- ❑ develop implementing policies and programs for the RCDF
- ❑ determine the approach for the provision of universal access
- ❑ determine the best use of the limited funds to achieve the greatest results.

POLICY AND STRATEGIES FOR RURAL COMMUNICATIONS DEVELOPMENT IN UGANDA: GOAL, OBJECTIVES AND ENVISAGED OUTPUTS

Goal

To define policy and strategies for implementation of the Rural Communication Development Fund to leverage investment in communications for rural development

Objectives

- ❑ *To study the needs, demands and preferences of people in rural areas*
- ❑ *To determine the economic viability of rural areas to support the communications services and assess the resources needed and costs involved to meet the requirements of rural areas*
- ❑ *To make recommendations on appropriate policies and strategies for rural communications development, and an appropriate approach and plan to bring the RCDF into operation with maximum national benefit.*

Envisaged outputs

- ❑ *A comprehensive RCDF strategy and plan available to stimulate investment in rural communication for Uganda's social and economic investment.*
- ❑ *Capacity development in research among relevant UCC staff and other communication policy planning institutions.*
- ❑ *Vital information to government, NGOs and international development agencies on rural communications, indicating factors and processes leading to universal access under Ugandan conditions.*
- ❑ *Linkages between policy makers and operators on issues of development of rural communication services and universal access.*

The project was to be implemented by the UCC, while technical expertise was to be provided by national consultants and an international Canadian consulting firm, Intelcon Research and Consultancy Ltd.

V.2 THE POLICY INTENT

This project was designed as a direct result of the need to define policies and strategies for rural communication development following the enactment of the Uganda Communications Act of 1997. According to project documents, in particular it sought to conduct research in order to formulate a policy and strategies for rural communications development which would encourage the roll-out of telecommunications services for rural development in Uganda.

The experience and knowledge generated in the project was to be disseminated widely, including to the other Acacia countries through ELSA. The intended policy influence is summarized in Table V.1.

Table V.1

Project	Key achievements sought	Intended policy influence
Policy and Strategies for Rural Communications Development in Uganda	<ul style="list-style-type: none"> □ Definition of a policy and strategies for implementation of the RCDF to leverage investment in communications for rural development 	<ul style="list-style-type: none"> □ <i>Expanding the policy capacities of policy makers and researchers</i> Main instrument: Supporting research to improve the knowledge of policy makers □ <i>Affecting the national ICT policy regime in Uganda</i> Main instrument: Support of a process to design a policy and strategies for rural communications development in Uganda

V.3 THE POLICY INFLUENCE

Funded by the IDRC and UCC, the project was launched on 1 September 2000 after approval of the project plan submitted by Intelcon Research and Consultancy, the lead consultants of the project. Two researchers from the Makerere Institute for Social Research (MISR), Richard Kibombo and Sam Kayabwe, acted as the local counterpart consultants.

The project team in conjunction with UCC held an initial consultative workshop with the MISR team and UCC staff members to fine tune research instruments before embarking on a series of interviews with key stakeholders. Field research was carried out. This consisted of a pilot survey in every region of the country. A stakeholders' workshop was conducted with selected user groups in January 2001. Among others, the Development Officer from every district participated in the workshop. The pilot survey was followed up by an in-depth baseline survey by the MISR team. The baseline survey comprised a total of 640 questionnaire interviews plus focus groups covering two districts, four sub-counties and eight rural parishes in each region. The report was finally discussed at a workshop with an open invitation to stakeholders and the public to participate.

A report (*Policies and Strategies for Rural Communications Development in Uganda*) was produced that included a plan for the establishment of the RCDF and its administration. The report gave facts and proposed alternatives that could be considered by the policy designers. According to the subsequent policy document, the

"UCC has primarily used the findings, interpretations and recommendations of the report to develop the policy and strategies for Rural Communication Development, as well as the establishment and administration of the RCDF".

The policy was drafted by UCC officials and adopted by the UCC in July 2001.

The UCC policy process was conducted more or less in parallel with that of the national ICT Policy. According to informants and supported by relevant documents, the processes did influence each other, for example through the representation of the UCC on the Policy Task Force. According to one of the UCC informants, the research studies used to inform both processes confirmed the level of disparity in infrastructure between urban and rural areas and also indicated the communication and information needs in these areas.

The Acacia support of the UCC policy process had several direct policy benefits which were not as apparent in the national ICT Policy process.

The Acacia interest in bringing ICTs to rural people made it very appropriate that its most dynamic influence was in this project. With its policy mission

“to support the development of communications infrastructure in rural Uganda and ensure that people in rural areas have reasonable and affordably access to communications services”,

the policy sets targets for individual and institutional ICT access in sub-counties and districts. It focuses on delivery that would create immediate impact. It also aims to support the establishment of an Internet Point of Presence (PoP) associated with Internet cyber cafes and to promote the provision of communication services in rural areas as profitable businesses. The *Rural Communications Development Fund* is the main instrument through which this is to be achieved.

The policy formulation process had various elements which contributed to the policy influence of the project:

i) *Knowledge generation*: The policy study conducted by the consultants was the major influence in the final policy content. The study was also used by the National ICT Policy Task Force to inform their initiative.

ii) *Capacity building*: According to UCC officials and the Ugandan researchers involved, the combination of an experienced international consultant with the MISR counterparts led to some local capacity development in policy research and design. The lead consultant had to be a person with “extensive international experience in demand and market evaluation; economic cost-benefit analysis; sector policy reform and regulation; strategic analysis and commercialization of rural networks and services”. This type of expertise was deemed not available in Uganda, but the project was consciously designed to facilitate local capacity building and exposure to high level policy expertise.

According to a UCC informant, capacity and awareness was also developed within the UCC through the incorporation in the study of socioeconomic aspects, in addition to the technological aspects of the delivery of ICTs to rural areas which would normally be the UCC focus.

iii) *Information sharing*: Forums, meetings and other exposure opportunities enabled the sharing of relevant information among decision-makers and researchers, including information about the telecenter experiences in Acacia.

Said one informant.

“The influence of these events should not be underestimated”, “They make ideas flow around”.

The various telecenter projects in Uganda informed thinking around policy through exposure of decision-makers to them and through the results of ad hoc policy studies. (The first comprehensive telecenter study reports through ELSA were released too late to influence these policy processes, although the earlier dissemination of these results might have informed policy thinking; this could not be confirmed with certainty). The early telecenters were set up as demonstration facilities (among others with IDRC funding), using action research to convince people that these concepts could be used as vehicles for development. The IDRC was one of the pioneers in telecenters in Africa through its participation during the middle nineties in an IDRC, UNESCO and ITU partnership to establish the first telecenters in Africa, even before the inception of Acacia.

Complex issues arose, such as the sustainability of these centers, and were pointed out in studies and discussions around the telecenter model. Policy issues were raised and the government and UCC are now considering the various telecenter models as modalities for universal access. In the RCDF the telecenter concept has been adopted to help facilitate rural access to ICTs. These early projects and resulting experiences have therefore had a direct influence on ICT policy formulation in Uganda.

This particular policy process also had an additional benefit. The World Bank supported Rural Electrification Project was set up to continue on its own, but after becoming aware of the UCC policy initiative, they decided to join forces with that effort. This project has therefore also helped to stimulate integration in the development efforts around rural communication.

Refer to Table V.2 for a summary of the policy influence intent, the activities and their results.

Table V.2

INTERVENTION	INTENDED POLICY INFLUENCE	POLICY INFLUENCE ACTIVITIES	INFERRED FROM	TYPE OF POLICY INFLUENCE	FACILITATED BY
Policy and Strategies for Rural Communications Development in Uganda	Expanding the policy capacities of policy makers and researchers <i>Main instrument:</i> Supporting research to inform policy makers and develop the skills of policy researchers Affecting the national ICT policy regime in Uganda <i>Main instrument:</i> Support of a process to design a policy and strategies for rural communications development in Uganda	Background research study; ad hoc policy studies and findings related to telecenter projects	Study used directly as basis for policy design; comments from informants	<i>Improving the knowledge and data of policy makers</i>	Government commitment to rural areas, as demonstrated in their development plans such as the Poverty Eradication Action Plan
		Capacity building of local researchers through their partnership with international ICT planning experts	Informants' comments	<i>Educating researchers with broader understanding of issues</i> <i>Developing new talent for research and analysis in this field</i>	Policy issues raised by earlier IDRC studies on rural development
		Sharing of research information and findings at forums and meetings	Meeting documents; informants' comments	<i>Providing opportunities for networking and learning</i> <i>Stimulating public debate</i>	
		Formulation of a Rural Communications Development Policy	Policy document	<i>Creation of a new policy regime</i>	

Chapter VI

Project 4: THE DEVELOPMENT OF OPERATIONAL GUIDELINES FOR THE RURAL COMMUNICATIONS DEVELOPMENT FUND

VI.1 THE PROJECT

This project was to draw on the results of the project *Policy and Strategies for Rural Communications Development in Uganda* (refer to Chapter V). Further Acacia support was provided was to develop an operations manual to guide the policy and strategy implementation: *Guidelines for Rural Communications Development and Management of the Rural Communications Development Fund*.

The manual was to contain detailed information, principles and procedures including:

- ❑ How the RCDF Board would be set up and how it will function
- ❑ Details on the roles of the RCDF Board and the UCC
- ❑ Methodology for estimating the maximum subsidy that required
- ❑ Procedures for handling issues related to the governance of the RCDF
- ❑ Disbursement of the RCDF funds
- ❑ The selection criteria of area packages
- ❑ The methodology for evaluating and prioritizing between projects competing for finance from the Fund.

The UCC was also responsible for the management of this project, while Intelcon Research and Consultancy was again contracted to develop the Manual as a follow-up to the policy and strategy development process.

VI.2 THE POLICY INTENT

The Manual was to be used by the UCC to guide rural communications development. It was also to be a source of information to development partners about rural communications in Uganda.

A “how to do” handbook for the establishment and operationalization of the RCDF was therefore to be prepared and published for wider dissemination. This was to be used

“to inform active and emerging telecommunications regulatory agencies in Africa and elsewhere in the world, given that limited knowledge and expertise in this new area of telecommunications liberalization existed”.

**THE DEVELOPMENT OF OPERATIONAL GUIDELINES FOR THE UGANDA RURAL
COMMUNICATIONS DEVELOPMENT FUND: GOALS**

- ❑ *To develop an operations manual which will contain operations guidelines based on the Rural Communication Development Policy, through which rural communications development will be guided, in general and through which funds from the RCDF will be distributed.*
- ❑ *To document and publicize the process followed in developing the RCDF for Uganda in order to inform others embarking on the same process*

According to the PAD the project would

“help to demonstrate the transformational potential of ICTs to people and their environment through the formulation of policies that recognize regional disparities and propose feasible directions to overcome these”.

Table VI.1

Program/Project	Key achievements sought	Intended policy influence
The Development of Operational Guidelines for the Uganda Rural Communications Development Fund	<ul style="list-style-type: none"> ❑ An operations manual which contains operations guidelines based on the Rural Communication Development Policy ❑ A “how-to” handbook describing the establishment and operationalization of the RCDF 	<ul style="list-style-type: none"> ❑ To inform future policies on ICTs for rural development based on the implementation experience – in order to modify existing policy regimes. <p><i>Main instrument:</i> Monitoring and evaluation of the implementation experience and using this for learning</p>

VI.3 THE POLICY INFLUENCE

A stakeholders' workshop was held in January 2002 to discuss the content of the guidelines. They have subsequently been finalized but still have to be approved. The documentation of the guidelines – the “how to” handbook - still needs to be done.

It is therefore too early to assess any policy influence of this project. In essence it qualifies as a policy implementation initiative which should inform future policies and possibly lead to their modification. A monitoring and evaluation system has been incorporated as part of the Rural Communications Development Policy and its implementation priorities.

The IDRC support of a project aimed at facilitating policy implementation, with a feedback loop for improving future policies and strategies, is an important contribution to bridging the gap between policy design and implementation. The effectiveness of policies and strategies is greatly dependent on their implementation and inadequate implementation has often led to the failure of good policies and strategies. Guidance of these implementation processes through a set of clear guidelines should greatly assist in enhancing their chances of success.

This IDRC contribution has been recognized by the UCC. In a briefing document to the consultant the UCC representative noted:

“The success of UCC in this program will be partly attributed to the IDRC. I wish therefore on behalf of ICC to thank IDRC for its invaluable contribution to the whole process of increasing the penetration of communications services in the rural areas of Uganda”.

Chapter VII

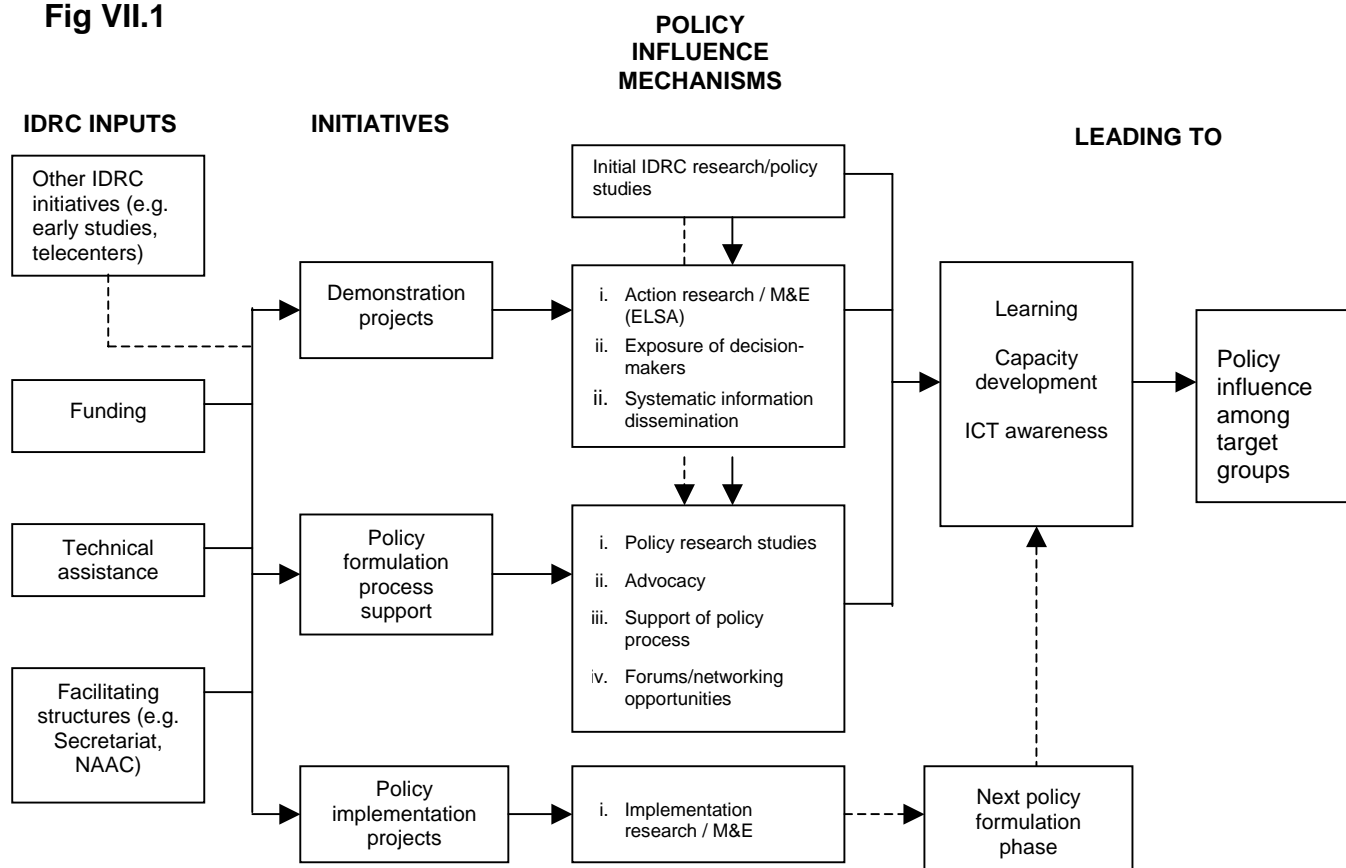
SYNTHESIS OF THE POLICY ROLE OF ACACIA IN UGANDA

Based on the preceding chapters, this chapter summarizes the contribution made by the IDRC, and in particular by the Acacia program, to the ICT policy environment in Uganda.

VII.1 THE ACACIA DESIGN

Figure VII.1 is a graphic presentation of the integrated design of Acacia Uganda as it relates to policy influence activities. In Sections VII.1.1-VII.3, key observations are made around these elements without a systematic explanation of all the components.

Fig VII.1



VII.1.1 Comments on the IDRC Inputs and Initiatives

The IDRC was one of the first organizations to recognize and address ICTs as a priority area for development in Africa. It chose to focus its actions on community access and services – a very difficult arena about which very little was known in Africa and in the rest of the (developing) world. Its pioneering focus increased its risks as funder; outcomes were uncertain and there was very little known that could direct strategies and approaches. The early emphasis on relevant research studies and the establishment of demonstration projects laid the groundwork for a more integrated, multi-pronged approach in Acacia. As indicated in Fig. VII.1 the approaches and components which characterized Acacia worked together to provide significant policy influence potential – even though most of the IDRC projects were not *designed* to influence policy, but rather to provide opportunities to learn.

The allocation of funding in an integrated approach to ICT development did in fact enhance its potential for policy influence, as projects were supported that

- ❑ could act as demonstration models to learn lessons in the use of ICTs for rural development;
- ❑ directed the processes for the establishment of two ICT related national policies;
- ❑ through a focus on implementation could help to provide opportunities for policy modifications in a next policy cycle.

The direct funding of the processes for the development of the National ICT Policy and for the Rural Communications Development Policy and Strategies led to immediate policy impact through Acacia's efforts. However, the early IDRC supported studies and stakeholder workshops (before Acacia), together with other early ICT initiatives such as the telecenters, are credited by key role players as having been instrumental in mobilizing the interest of the Ugandan government in ICTs for development. Before this, "they knew about it, but did not do much about it", according to one of the informants. It also shifted the attention from ICTs as a purely technical issue to a far broader understanding of its many facets.

In Uganda the technical assistance by IDRC staff was not as direct as in the cases of Mozambique and South Africa, where especially Kate Wild, but also other IDRC staff, acted as resource persons for various policy processes and assisted key decision-makers with advice. In Uganda the main contribution in terms of technical assistance was the support of international ICT experts to assist with policy studies.

The facilitating structures for Acacia in Uganda – the Steering Committee (later the National Acacia Advisory Committee) and the Acacia National Secretariat – exerted some policy influence through the key positions of their members in various sectors involved in ICT development. These high-level individuals were exposed to reports, studies and findings from Acacia projects. There were many opportunities at forums and meetings where they could interact with peers on the policy issues raised by the Acacia studies and project reports. This led to cross-pollination of ideas before and during the various policy processes.

However, for several reasons their role was less dynamic than that of similar structures in Mozambique, where several members held key positions in policy task forces and working groups. The NAAC activities have dwindled during recent years as the Committee struggled to identify its role in relation to that of UNCST and the IDRC. It became dormant towards the end of Acacia Phase I and has only now started a process of transforming itself into a national “Information Society Foundation”.

VII.1.2 The Policy Influence Mechanisms

i. Research and Research Capacity Development

Without a systematic study it is impossible to comment in detail on the analytical capacities of role players in the ICT arena before and during the policy formulation processes. Reference can only be made to studies that have touched on this issue. The background study conducted for the National ICT Policy Task Force recognized the lack of indigenous ICT (policy) expertise. It stated that there was no significant research and development activity in ICT in the country and also noted that the current education system did not effectively exploit the ICT potential. There were a number of training initiatives in ICTs, but these focused on technical rather than research or policy expertise.

In the late nineties, during the inception of the ICT policy process, there were also no institutions in Uganda with recognized expertise in ICT policy research or which specialized in building indigenous capacity in ICT (policy) research. Although surveys, baseline studies and action research activities could be conducted, there was no expertise in systematic, comparative and in-depth research studies that could provide a sound basis for strategic decisions related to ICTs for development.

A small number of individuals had relevant expertise and years of ICT experience which could be mobilized for the ICT policy process. Those responsible for establishing bodies such as the NAAC and the National ICT Policy Task Force made an effort to mobilize the best local ICT expertise available. Processes were put in place to assist with filling expertise gaps (usually by bringing in expertise from abroad). Various projects commissioned background studies to inform policy decisions and managed a consultative process where ad hoc think-tanks provided opportunities to mobilize local expertise across a broader front.

Thus, as in Mozambique, the prevailing situation in the nineties meant that there was very limited capacity and experience on the continent in ICT policy research and design, and few practical experiences and projects that could serve as models for policy decisions. Where capacity existed, it was mainly focused on the technical aspects of ICTs without adequate understanding of the accompanying socioeconomic issues. Building indigenous capacity in (policy) research related to ICTs was not a focus of academic institutions or government agencies. There was thus almost no local information and research expertise that could inform policies, strategies and implementation.

Acacia chose to support two distinct types of research in Uganda:

- ❑ Studies commissioned to provide background information and answers to specific policy questions. In this category are the studies conducted to inform the Rural Communications Development Policy process, the telecenter baseline studies and the four studies initially commissioned in 1998 to examine the status of ICTs in Uganda.
- ❑ Action research in the telecenter projects, usually in the form of monitoring and evaluation activities in conjunction with ELSA.

A strong focus on action research is a departure from the conventional IDRC approach. Instead of working with projects directed by trained researchers, Acacia involved almost no researchers in day to day project management. According to informants, research components were not solidly embedded in the project activities from the beginning and there was (at least for an initial period) a perceived division in responsibility between project staff and the ELSA implementers – a situation that was exacerbated by the slow implementation of ELSA.

The research processes started to yield systematic results only recently with the completion of the first ELSA studies – and these have possibly been released too late to detect policy influence already (although as stated before, the earlier processes of information dissemination through meetings and workshops could have provided audiences with some preliminary insights). However, according to informants, discussions with participants and project reports on the telecenters have contributed to the policy processes, primarily by raising key policy issues and sensitizing decision-makers to the concept of using multi-purpose telecenters as a vehicle for rural development. They have not yet provided answers to policy issues.

The four studies commissioned before the start of Acacia provided critical information that highlighted the need for an enabling policy environment and noted priorities for development. According to informants they were also instrumental in bringing ICTs to the attention of key government officials. These studies, as well as the surveys and research studies commissioned to inform the two policy formulation processes supported by Acacia, served as substantive inputs and hence had the potential to influence both processes significantly. As noted before, there was also significant cross-pollination between the two processes through the sharing of the research information.

Local researchers did not have opportunities to expand their skills in this emerging field before the IDRC and other agencies stimulated investigation into the status quo and ICT needs of the country. Several studies were therefore conducted by international consultants who could draw from their ICT experiences in other parts of the world. Some local ICT policy research capacity was developed through the commissioning of research studies (in at least one case in collaboration with international experts) - although the number of local beneficiaries was very low and the research activities ad hoc rather than systematic and long-term. For example, the local researchers from the Makerere Institute for Social Research (MISR) who worked with the Canadian company Intelecon Research and Consultancy Ltd felt strongly that their collaborative experience had enhanced their own policy research capacity.

During the policy processes there were few ICT projects that could be studied and hence few domestic models on which base policy decisions could be based. The ELSA studies across Africa as well as the significantly increased number of projects - both in ICTs for development and ICTs for business - means that the scope for good policy studies has increased dramatically.

This offers fertile ground for a much greater focus on systematic, in-depth studies combining classical research methods and action research that can lead to elucidation of policy implementation results and of alternative policy choices for the future.

The IDRC is well placed to develop this type of local expertise in addition to the important focus on action research. The development of both arenas of research expertise, coupled to regional and international ICT policy research collaboration, can greatly enhance the quality of future policy making initiatives in Uganda and in Africa.

Furthermore, research (albeit more focused on industry orientated research) has been identified and documented as a focus in the national ICT policy. Provision has been made in both policy documents, as well as in the accompanying RCDF guidelines, for monitoring and evaluation during program implementation. If properly harnessed, these inputs can provide a further important contribution towards focused and systematic policy research on ICT development in Uganda and Africa as a whole.

In general the research generated through IDRC activities seems to have been used by policy makers as a source of ideas and information, rather than as data that could be used to solve a particular problem. Among others this might be due to the fact that until now little systematic problem-solving research on ICTs had been done in Uganda. Reports on demonstration projects as well as conference, workshop or meeting interactions served to enlighten and educate policy makers and give them new policy ideas – more in the “interactive” mode of research use espoused by Weissⁱ. However, the policy studies commissioned to inform the two policy formulation processes can be seen as efforts to obtain data for problem-solving – or at least to indicate where problems might lie.

ii. Support of Demonstration Projects and Exposure of Decision-makers to these Projects

One of the mechanisms used to influence policy-makers was to expose them to pilot projects that could serve as models for policy considerations – especially as far as universal access to ICTs is concerned. Visits of key decision-makers were arranged to enable them to observe the projects and speak to participants.

ⁱ C Weiss. Policy research as advocacy: Pro and con. Knowledge & Policy, 4 (1/2): 37-56. Quoted in IDRC-Supported Research and its Influence on Public Policy: Knowledge Utilization and Public Policy Processes - A Literature Review. S Neilson, Evaluation Unit, IDRC, December 2001.

Project reports were also distributed. Nakaseke telecenter, the oldest and known for its level of ownership by the community, proved to be a popular choice, even visited on occasion by President Museveni.

More recent demonstration projects supported by Acacia focused on exploring the expansion of the role of telecenters by promoting local content and language, as well as the role of telecenters and ICTs in particular focus areas such as promoting women's development, agriculture, education, health and small business development. Among others the IDRC debuted its English-Luganda graphic-voice interface CD-ROM, *"Ideas for Rural Women Earning Money"*, at Nakaseke telecenter which according to anecdote has already impacted greatly on women using the telecenter.

The projects thus also exposed local communities and district/county/sub-county level decision-makers to the potential of ICTs for development and to the effect of the pilot projects on the community.

This has created a general awareness of the potential value of ICTs in these areas and is bound to have an impact on local level policies and development strategies, once these become a greater force as part of the decentralization processes of the government.

iii. Advocacy

In Chapter III reference is made to the advocacy role of the Acacia National Secretariat and the Steering Committee/NAAC in sensitizing government and other key decision-makers to the potential impact of ICTs on national development.

Although the effect of these advocacy activities is not as clear as in the case of Mozambique, they certainly added to the "percolation of ICT information" among decision-makers.

iv. Direct Support of Policy Formulation Processes

The direct funding of the processes for the development of National ICT Policy and the Rural Communications Development Policy and Strategies led to immediate policy impact.

(The policy processes themselves included at least four of the five other policy influence mechanisms).

v. Participation in the Policy Formulation Process

The Acacia National Program Coordinator and Project Officer, the Steering Committee / NAAC members and project participants participated in various ways in the policy formulation processes.

vi. Opportunities for Interaction

The processes linked to the planning of Acacia as well as the design of the two policies made it essential to obtain stakeholder input in the spirit of the consultative planning processes followed by the government. The various forums and meetings highlighted earlier in this report provided significant opportunities for the establishment of think-tanks and for key decision- and policy-makers to meet to discuss the issues and policy suggestions raised by the various research studies.

It is difficult to establish the measure to which policy influence took place during these events, either through formal presentations and formal and informal discussions. However, as these events were usually linked to specific policy steps or questions, they provided fertile ground for policy influence. They also provided opportunities to disseminate information generated by the Acacia program.

vii. Information Dissemination

It was the task of the Acacia National Secretariat and ELSA to disseminate information about Acacia in an appropriate manner, among others to policy makers in Uganda and on the continent. Vehicles used include a Website, a newsletter, media contributions and at least one television appearance. The most important mechanism was briefings at workshops, sometimes specially arranged to disseminate the results of studies, and at appropriate forums, for example where policy issues were discussed.

In the absence of comprehensive discussions with policy makers it has not been possible to gauge the effectiveness of the policy influence of the various information dissemination methods. There were significant weaknesses in the dissemination methods and several informants noted that the impact could have been greater with better dissemination methods. Special policy briefs were not prepared. The newsletter is only a recent initiative. Briefing meetings were held but sometimes not well attended (several examples were given, one of a NAAC briefing on research results where only two members turned up).

The impact of this mechanism of policy influence is usually difficult to determine. However especially during the initial stages of IDRC involvement there were few significant sources of information on ICTs in Africa and in Uganda in particular. Under these circumstances the information presented by IDRC sources would have served as an important source of information on the issues discussed at the time among policy makers.

VII.3 THE ACTUAL POLICY INFLUENCE OF THE IDRC

As in Mozambique, the timing of the IDRC entry into the ICT development arena in Uganda – when a policy window was opening – was a critical element providing the IDRC with an excellent opportunity to influence relevant policy initiatives. At the time few organizations were active in the field and the IDRC was able to play a pioneering role through early studies and demonstration projects such as the support of the Nakaseke telecenter together with UNESCO and a few others. Its methods and approaches, also later in Acacia, provided several mechanisms (noted in Section VII.2) through which policy influence could be exerted in the ICT arena.

The IDRC did not focus on influencing policy content in a particular manner according to an own agenda. Instead, it focused more on facilitating demonstration projects, processes and events that could provide lessons that could lead to policy influence. This enhanced its credibility among Ugandans as a supportive, sincere organization. Commented informants:

“They let us drive and own the processes”, and
“They ask: how can we help you with your problems”.

Its early establishment and promotion of telecenters as a concept “provided a crucible of information” from which ideas could be obtained and lessons could be learnt, for example the critical need for good management, ownership and sustainability mechanisms.

It also focused government and public attention on the concept of universal, rural access to ICTs.

This was confirmed by an informant as follows:

“When we talk about ICTs we cannot ignore the important contribution of the IDRC. It funded research, brought people together to discuss ICTs,gave ideas and brought about an understanding of the real utilization of ICTs in rural areas.”

Commented another:

“IDRC has taken communications into rural areas where local people can now access facilities that provide information.It helped to demystify ICTs. Before we thought that this meant only computers in offices”.

As awareness and support of ICTs grew in Uganda in the government, private sector and in the development field, more organizations entered the ICT (policy) arena. The government developed its own strong focus on relevant policy development. Acacia was established and continued to play a significant yet supportive role, primarily through the direct funding of two key policy processes.

Its influence using demonstration projects expanded through the Acacia program. Some of these projects assisted women to understand the role ICTs could play in their development; helped to make people aware of the importance of local content and language within the ICT sector; and stimulated application in the agricultural, education and health sectors, for example. It is likely that these experiences, if well documented and systematically researched, will play an important role in future policy development activities.

This implies that while at this time the IDRC was not so much a pioneering role player any more, it continued to make contributions recognized by others as important, albeit part of a wave of ICT developments. Its changing role during the past decade is best explained by quoting an IDRC informant:

“.....while the Acacia role in Mozambique may have been a ‘sprint’, given the direct-line relationship to the Prime Minister’s office, the process in Uganda was much more of a ‘relay race’, with many other agencies doing pieces of work, occasionally in concert, but most often independently.While IDRC was an early player, Acacia came in well past the mid-stream chronology of ICT ‘sunrise’ activities.”

A study of the *intended* policy influence of the four Acacia projects indicates that all the intended policy influence *activities* were undertaken – and more - and that they provided good opportunities and mechanisms for policy influence. However, there were many players in the ICT policy arena in Uganda and each of them had the potential to exert some measure of policy influence. The *extent* to which the IDRC policy influence activities had been effective therefore remains quite difficult to determine. Policy influence is notoriously difficult to trace; it is often impossible to claim that a particular policy decision has been taken because of a certain influence. In many cases the “percolation of information and ideas” provides a context within which policy decisions are taken.

The types of policy influence generated through the Acacia activities are given in Table VIII.1.

The Results of the Policy Influence Activities

The following summarizes informants' impressions, sometimes coupled to documentary evidence, of the results of the IDRC policy influence activities. These are given where there was a common perception around a specific issue. It must also be noted that in many cases the Acacia activities *contributed* to each of these results, rather than it having been the sole role player:

- i. The IDRC was one of the first organizations to focus attention on the need for, and potential of, strategies using ICTs to develop rural areas. It also stimulated an interest in e-business which helped to obtain government's support for the facilitation of economic opportunities using ICTs.
- ii. Its involvement assisted in establishing two new integrated ICT policies focusing on national perspectives in information and communication technologies as well as on the development of rural areas.
- iii. The IDRC approach brought social and socioeconomic development perspectives to technical approaches and supported processes that linked these approaches.
- iv. Awareness of, and excitement about, the potential of ICTs for development was created. Many Ugandans are now more informed about ICTs than they were before the policy processes started. "People refer to it and now realize that it is not just something for the industry", was one comment. According to two informants the initial studies supported by the IDRC made Ugandans "Internet-aware". This contributed to the subsequent focus on ICT policy and the high priority that ICTs have in the government's economic development efforts.
- v. Acacia highlighted the opportunities presented by various telecenter models to use ICTs as vehicles for the development of rural communities. The telecenters were set up as demonstration facilities, using action research to convince people that these could be used for development. Complex issues arose around, for example, the sustainability of these centers. In spite of this, the government has embraced the concept of telecenters as a means to facilitate universal access to ICTs.

Table VII.1

Type of Policy Influence	Activities	Example
<i>Expanding policy capacities:</i> Improving the knowledge of policy- and decision-makers	Provision of information from Acacia supported research studies at ELSA forums, meetings (NAAC /policy/planning processes), as background for policy studies.	Various briefing meetings to different audiences on Acacia research study results
<i>Expanding policy capacities</i> Developing new talent for research and analysis	Involvement of researchers in policy initiatives with more experienced teams.	Collaboration between MISR and Intelcon Research and Consultancy Ltd
<i>Broadening policy horizons:</i> Providing opportunities for networking and learning within their jurisdiction or with colleagues	Establishment of Steering Committee/NAAC. Organization of meetings that serve as forums for policy makers and stakeholder decision-makers	Second Acacia Ministers' Meeting held in Kampala High-level stakeholder dialogue as part of ICT policy process
<i>Broadening policy horizons:</i> Introducing new concepts to frame debates, putting ideas on the agenda or stimulating public debate	Advocacy activities by NAAC/S, think-tanks. Organization of forums for policy discussions and planning. Introduction of, and exposure to, demonstration project concepts.	Stakeholder meetings as part of policy processes to discuss research studies
<i>Broadening policy horizons:</i> Stimulating quiet dialogue among decision- and policy-makers	Policy Task Force activities	Meetings of the policy task force
<i>Affecting policy regimes:</i> Creation of a new policy regime	Support of policy formulation activities Participation by Acacia figures in the policy formulation activities	The establishment of two new policies in an emerging field where none existed before

- vi. At the same time community inputs were obtained and awareness about ICTs raised in several rural areas. Some capacity was built through the involvement of project staff in processes to interpret research results.
- vii. The successful completion of the Rural Communications Development Policy and Strategies project and the work on the development of the accompanying Manual has led the World Bank to provide US\$5 million to support the RCDF. According to one informant the World Bank supported Rural Electrification Project was set up to continue on its own, but after becoming aware of the UCC policy initiative, they decided to join forces with that effort. This project has therefore also helped to stimulate integration in the development efforts around rural communication. Other development agencies are now also interested in providing support.
- viii. According to one informant the work of the RCDF is also to be used as a model for the development of the Universal Access Fund in Kenya. The Kenyan Communications Commission has indicated that it wished to work with Intelcon Research and Consultancy Ltd and the IDRC to develop its own Universal Access Fund Policy.
- ix. According to one of the informants, the most recent version of the PEAP recognizes that the rural poor (which are mostly women) has a lack of access to information. It mentions ICTs and the informant (who has worked for government) believes that this will become very explicit in future, especially in initiatives such as the Medium-Term Competitiveness Strategy for Private Sector Development (*check*). UNCTST has subsequently been asked to develop a technology agenda for rural women (*check*).
- x. Information technology is one of the nine strategic areas promoted by government for economic development; among others, President Museveni promoted the concept of strategic ICT partnerships abroad. Business links to stimulate entrepreneurial activity in ICTs in Uganda have been established with Canadian companies, while the Uganda ICT Outsourcing Association (UICTOSA) composed of 17 member companies was registered in November 2001 to promote the use of the Internet for entrepreneurial business activities.

Both these initiatives followed a chain of events which started in 1999 when a Canadian firm, Perwit International, with funding from the IDRC, arranged workshops in Uganda and Tanzania to expose a cross-section of the private sector community to opportunities of doing business through the Internet.

- xi. The ICT and other related policy initiatives are starting to bear fruit for the private sector. During the week of 15 July 2002 Francis Babu, Minister of State for Housing in Uganda, spoke at the launch of the Central Broadcasting Services (CBS) Website at Bulange Gardens in Mengo. He stated:
- “Information technology services are now at the center stage of government policy and that is why taxes on computers and related software have been removed”.
- xii. Discussions by NAAC members with judges about the importance of ICTs have led them to consider incorporating ICTs into their current law reform initiatives.
- xiii. Informants’ comments indicated that the following could also be seen as results of the emphasis on ICTs for development and the focus on policy formulation processes:
- ❑ The National Agricultural Advisory Development Services has accepted the idea of using a telecenter model in each county for the electronic delivery of agricultural information.
 - ❑ Efforts are under way to incorporate ICTs in national health initiatives, including those aimed at HIV/Aids.
 - ❑ The Ministry of Education and Sports is interested in developing an ICT policy for education and has established an ICT policy task force for this purpose. The National Curriculum Development Centre (NCDC), which is responsible for the implementation of the CurriculumNet Acacia project, is a member of the Policy Management Working Group of the Ministry; this provides another avenue through which information gleaned from Acacia projects could influence policy decisions.
- xiv. For the sake of sustainability after termination of donor funding, as well as for better coordination of ICT efforts, an attempt is now being made to transform the NAAC into a broader, non-project bound national *Information Society Foundation* that can act as a think-tank and serve the ICT arena in Uganda in the long-term.

It should be noted that nearly all informants with first-hand knowledge of the IDRC commented on the manner in which bureaucracy and slow decision-taking, for example about funding allocation or requests for extension of support periods, has impeded the work of the Steering Committee/NAAC in Uganda. They were of the opinion that much more could have been achieved if it was not for the frustration caused by this situation.

VII.4 FACTORS THAT FACILITATED OPPORTUNITIES FOR POLICY INFLUENCE

- i. The strong commitment by the government and the people of Uganda to the development and modernization of their country, as reflected, among others, in their careful and systematic integrated and sector-specific planning using overall frameworks such as Vision 2025 and the Poverty Eradication Action Plan.
- ii. The government's commitment to social development – also in rural areas.
- iii. The exposure of key Ugandan decision-makers to the global concept of an Information Society, as well as regional (often-donor-initiated) networking and collaborative planning initiatives to encourage African countries to become part of this global trend.
- iv. The influence of Ugandans in, or returning from, the Diaspora after having been exposed to international ICT developments.
- v. The nurturing by the government of a domestic environment attractive to international donors, and the engagement of a number of these donors in the ICT arena.
- vi. The reform and liberalization of the telecommunications sector.
- vii. The growth towards a dynamic private sector which applies pressure on the government to create an enabling environment for the use of ICTs for business.
- viii. Growing public and private sector interest in ICTs which led to the emergence of disparate, uncoordinated ICT related policy activities across sectors due to a variety of simultaneous processes and events promoting their usefulness for development and business.
- ix. The recognition by Ministers of the need for integration and a policy framework across sectors, and the agreement to locate the process in a neutral place (Some tensions about areas of responsibility between different Ministries did lead to initial hesitation about the development of an integrated policy. However, sector initiatives were suspended by the Prime Minister in lieu of the national ICT policy process and the tension about territory never reached the level of that in South Africa.)
- x. Advocacy by local ICT champions, among others President Museveni, the Minister of Higher Education, the UNCST Executive Secretary and various private sector leaders.
- xi. The integrated Acacia design that created key structures, supported policy development processes, funded demonstration projects and initiated and supported research which could provide information and lessons to inform policy processes.

- xii. Nyiira's dual role of Executive Secretary of the UNCST and the National Program Coordinator of Acacia, coupled to the high profile of the UNCST in the science and technology policy arena.
- xiii. The involvement in several simultaneous ICT development processes of a small group of influential key decision-makers from the public and private sector, several of whom also served on the Acacia Steering Committee/NAAC.

VII.5 BARRIERS TO POLICY INFLUENCE

This element has not yet been explored to the required depth and is therefore not analyzed here.

Chapter VIII

POLICY AND THE GENDER DIMENSIONS OF ACACIA

VIII.1 THE CONTEXT

VIII.1.1 Developments in Africa

A focus on gender and ICTs in developing countries, and particularly in Africa, started to emerge in 1995 when commentators (including the IDRC's Gender and Information Working Groupⁱ), noted that the information revolution was bypassing women and that information-society literature had been conspicuously silent on gender issues. Little research had been done to address the circumstances of women in developing countries and the gender and information dimension of science and technology for development had been absent from discussions at international forums. It was found that governments and development agencies tended to ignore women's relationships to technology. They treated technologies as value-free tools and assumed that the adoption of these technologies would naturally lead to developmentⁱⁱ.

Gradually organizations and forums started to emphasize the link between ICTs and gender. The 1997 GK I Conference in Toronto gave women a platform to advocate an increase in their share in the benefits of the information-technology revolution and to argue for "connectivity for all". In Africa women also began to articulate issues for the region. They started to realize that the information age offered opportunities to African women to leapfrog over other developments they had missed and that if African women did not participate in it, they would find themselves further marginalizedⁱⁱⁱ.

ⁱ IDRC GIWG. 1995. Information as a transformative tool: the gender dimension. In United Nations Commission on Science and Technology for Development Working Group, ed. Missing links: gender equity in science and technology for development. IDRC, Ottawa, ON, Canada, pp 268.

ⁱⁱ Stamp, P. 1989. Technology, gender and power in Africa. IDRC, Ottawa, ON Canada. Reference in Gender and the Information Revolution in Africa, Eds. EM Rathgeber and EO Adera, IDRC, Ottawa, ON Canada. 2000, p 4

ⁱⁱⁱ Knight, P, et al. 1995. Increasing Internet connectivity in sub-Saharan Africa – issues, options and World Bank Group role. World Bank, Washington DC, USA. Reference in Gender and the Information Revolution in Africa, Eds. Rathgeber EM and Adera EO, IDRC, Ottawa, ON Canada. 2000, p 10

According to Hafkin and Jorge^{iv}, gender and ICT began to appear on the donor and international development agenda only around 1998, notably with papers presented to the ITU World Communications Development Conference in Vallarta, and the IDRC's sponsorship of the track on Women and ICT for the United Nations ECA Fortieth anniversary conference on *African Women and Economic Development: Investing in our Future*. Attended by 2 600 people, the ECA conference sought to develop strategic actions to speed up the socio-economic development of Africa by integrating gender issues into development policies, plans and programs. In the opinion of the authors it is only in 2002 that important development players, such as the World Bank, the EU and USAID started to take seriously the integration of gender in ICT projects.

Some of the key issues related to gender and ICTs in Africa have been identified as^v:

- ❑ Women and other members of civil society need to join forums to convince policy makers of the importance of an enabling environment in which communication and communication technologies can flourish.
- ❑ ICTs must be part of the curriculums for girls and boys everywhere in Africa from an early age.
- ❑ Men and women should be encouraged to develop content relevant to their interests and needs.
- ❑ Owing to the growing complexity of the technology, information facilitators are needed to interface with communities to help them meet their information needs.
- ❑ As a vital partner in extending connectivity in Africa, the private sector needs to realize the importance of access to ICTs for all groups in society, including women.

Although the telecommunications policies adopted by many African governments are typically intended to promote the spread of ICTs to less advantaged parts of the country, they make no distinction between the attitudes and needs of male and female users. Instead, it is assumed that such policies will provide equal benefits to all. Rathgeber points out that it has been shown that “gender-neutral” policies tend to favor men, as they usually have more resources and better education than women. For this reason

^{iv} Hafkin NJ and Jorge S, Get in and Get in Early: Ensuring Women's Access to and Participation in ICT Projects. Paper prepared for submission to ISIS International-Manila, Women in Action No. 2-2002, “Women and Communications”.

^v Hafkin NJ, Convergence of Concepts: Gender and ICTs in Africa. In Gender and the Information Revolution in Africa, Eds. Rathgeber EM and Adera EO, IDRC, Ottawa, ON Canada. 2000, p 12

“highly targeted efforts are needed to involve women and thereby ensure that their needs are integrated into ICT policies. Women themselves must become involved in ICT policy formulation”.

Rathgeber^{vi} writes that if women are to participate fully in all aspects of ICT development, ICT policies themselves will also have to include a gender dimension. As the field of ICTs is a relatively new area for policy research in Africa, it provides an opportunity for gender concerns to be integrated from the beginning into policy formulation.

Rathgeber further notes that the starting point for encouraging women to participate in ICT policy-making is to create an awareness in them of the importance of the information revolution and to help them to see the opportunities it holds for women. Women have to understand their own information needs and develop sufficient technical knowledge to be credible advocates of their views in policy debates. Strategies therefore have to be developed to deliberately involve women in adopting new technologies. Rathgeber argues that these strategies should focus on how to integrate women into ongoing processes while exploring and analyzing the extent to which these processes meet the needs of African women and take account of their perspectives.

VIII.1.2 Gender in Uganda

Uganda is a patriarchal society where men are still the dominant decision-makers, although women carry most of the reproductive, productive and community management responsibilities. The contribution that women can make to society and to the economy is affected by a number of factors, including the level of education, the rural and urban base and access to information, capital and decision-makers. Even though the Constitution of Uganda guarantees equality between men and women, in many ways women's roles in Uganda are still subordinate to those of men. Women are less educated and have unequal access to development resources, including land, capital and information.

Statistics reflect that although women constitute 70-80% of the agricultural labor force, they own less than 10% and only 30% have access to, and control over, proceeds from the land.

^{vi} Rathgeber, EM, Women, Men and ICTs in Africa: Why Gender is an Issue. In Gender and the Information Revolution in Africa, Eds. Rathgeber EM and Adera EO, IDRC, Ottawa, ON Canada. 2000, p 22

Few get loans from traditional financial institutions, as they do not have the necessary collateral. Primary education enrolment for girls and boys are almost equal, but the ratio changes rapidly in favor of boys secondary and especially at tertiary level, where fewer than 30% of the total student population are girls.

This means that in order for Ugandan women's interests to be reflected in economic and social development initiatives, policies need to address very specifically the constraints that affect women because of their gender.

When the government of President Museveni came to power in 1986, they pledged to eliminate discrimination against women, both in official policy and in practice. Since then the government has been progressive in promoting women's issues and has continued to appoint women in key positions, including as Vice-President. A Ministry for Gender and Community Development was established and a significant number of programs were launched to promote women's interests. A National Gender Policy was created in which the government committed itself to taking gender as a cross-cutting issue that should be taken into account in all government policies and programs. The Policy aims to empower women to play a more important role in the economic affairs of the country. It also provides a legal framework that will enable stakeholders to address gender imbalances within their respective sectors.

However, according to a recent study by Butegwa et al^{vii},

“...the existence of a national gender policy and professed commitment to the mainstreaming ideal has apparently not helped these actors to integrate gender into especially economic policy processes”.

Women in Uganda have to be in a position to influence policy in order to ensure engendered policies, yet Butegwa et al further indicates that women are not a significant force in policy making activities. Many women work in the NGO sector, yet this sector generally lacks the technical capacity to influence policy. Women's NGOs are not normally conversant with economic policies and tend to have major weaknesses in advocacy skills. In policy forums they appear to be passive.

^{vii} Report by Butegwa F, Awori T and S Mukasa, Putting Gender on the Agenda of Economic Reforms in Uganda: The Invisibility of Women in Formulation and Implementation of Policies for Private Sector Development. Jul 2000.

Individual NGOs often work in isolation, thus reducing their potential influence. They do not have strategies for exerting pressure on government or for assessing whether their ideas were considered in the final policy decisions.

The private sector has very strong links to the government but in spite of this – and although many women are entrepreneurs in the informal sector - they are greatly under-represented in the organized private sector, for example in the National Forum or the National Coordinating Committee for the Informal Micro and Small Enterprise Sector. Gender has not been on the agenda of these bodies and they have not developed processes that address gender-biased obstacles or allow for discussion of gender-biased concerns.

Butege et al point out that contact between the private sector and government policy-makers often takes place through informal meetings between members at private and social gatherings - usually in male-dominated settings where, given the cultural restrictions and gender roles, women would find it difficult to participate. As a result, the private sector development policies do not show an appreciation of the way in which different social, legal, economic and political structures constrain opportunities for women's participation.

According to Butege et al, the general failure by the government to take into account the role of gender in the stratification of Ugandan society has implications for women's participation and for gender integration into policies. Unless they are supported with a concerted effort, (business)women's capacity in gender analysis and advocacy will remain inadequate.

Informants were of the opinion that this situation also occurs in other sectors. There are now more efforts to include women in forums where policy is discussed, but "men look at women's interests in terms of numbers, not in terms of real issues", commented an informant. Especially in fields related to science and technology, such as ICT, men dominate discussions and inputs into policy.

In spite of this situation, during recent years several women's NGOs and individual women have started to play a more dynamic role specifically in the ICT arena in Uganda. According to one of the informants, early advocates include the Forum on Women and Democracy (FOWODE), a strong early activist for the power of ICT for advocacy; and the women of the Nakaseke telecenter.

Individual early champions of ICT and gender are regarded as Ruth Ojiambo Ochieng of ISIS-WICCE and Winnie Byanyima, who promoted the concept of the use of ICTs for information exchange and the empowerment of women (Ms Byanyima went on to become a Member of Parliament); and since 2000 Dorothy Okello of WOUGNET, who recently organized the online conference *Information for Rural Women*, the results of which were presented at the global *Women Know How Conference* attended by 185 people in Kampala in 2002.

VIII.2 POLICY AND GENDER IN ACACIA^{viii}

Acacia's original vision was to target disadvantaged and mainly rural communities isolated from ICTs, and in particular the marginalized groups within these communities - typically youth and women. Acacia I had as one of its main objectives to promote women's involvement in all aspects of ICTs in Africa. In 1997 an initial concept was developed for an Acacia gender strategy. An Acacia gender working group was established, consisting of 12 members from all over Africa. They were to help develop the strategy further and identify researchers and topics for research in preparation of the 40th anniversary conference of the ECA. Papers produced from this effort were to constitute one of the four conference strands under the theme *African Women and the Information Age*.

According to informants this was "ground-breaking work" which received significant attention from many policy-makers attending the conference. Subsequently a book on ICTs and gender^{ix} based on these deliberations and contributions was produced. It was distributed to more than 200 key organizations and individuals in Africa. Acacia also supported the distribution of a "how to" book on incorporating gender into ICT projects.

These activities gave the IDRC a profile as a leader in the field of ICT and gender in Africa. In spite of this, an Acacia gender strategy was never completed. According to IDRC informants, Acacia Program Officers in general had a two-pronged approach to gender issues in their work which was also reflected in their work in Uganda:

- ❑ The development of projects focusing on women
- ❑ The development of projects that would incorporate gender dimensions in them.

^{viii} Taken from various IDRC project documents

^{ix} *Gender and the Information Revolution in Africa*, Eds. Rathgeber EM and Adera EO, IDRC, Ottawa, ON Canada. 2000

VIII.3 THE ACACIA PROJECTS

VIII.3.1 The Acacia National Secretariat

The Acacia National Secretariat, as the “guardian” of Acacia in Uganda, was a primary instrument through which Acacia’s gender dimension could be illuminated in all Secretariat initiated or supported activities.

The following briefly discusses each of its main activities in this regard:

The “Public Face” of Acacia

For most of the period of the existence of the Secretariat, the National Program Coordinator, Prof ZM Nyiira, had the support of a female Project Officer. In many ways she was the “face” of the Secretariat and of Acacia in Uganda, especially as far as the project teams and participants in the rural communities were concerned. She was actively involved in the implementation of project activities and as instrumental in arranging key events and consultative, consensus building and feedback sessions. This put her in a position as role model for the women she was dealing with in rural communities.

The recently appointed new Project Officer is again a woman. The public image of Acacia was further enhanced by the other “public faces” in Acacia during this period: the Regional Director, Eva Rathgeber, and Edith Adera and Florence Etta, Senior Program Officers - strong women who were often involved in advocacy and planning meetings in Uganda.

The Composition of the Steering Committee (NAAC)

The composition of the Steering Committee/NAAC changed between 1998 and 2001. Initially two representatives from the Uganda Women’s Network (UWONET) participated in the Committee, but for most of the time the Committee had only one female (a UWONET representative) out of the eight Committee members.

Two factors could have led to the dearth of female representation on the Committee:

- ❑ The lack of significant numbers of women in key positions in the ICT world (the Steering Committee/NAAC members had to have a high profile in the ICT community), resulting in a limited pool of potential members;
- ❑ The need for Committee representation from a variety of sectors, all of which were male dominated.

Experience in Africa has shown that having so few women on a direction-giving Committee can easily result in the neglect of gender issues, unless the men are particularly gender-sensitive or the female member(s) particularly vocal on gender issues. The available minutes of Steering Committee meetings did not reflect any intensive discussions of gender as a programming issue. As far as could be determined, there were no significant gender-related decisions steering the activities of the Committee or the Secretariat. The June 2000 NAAC strategic planning meeting and the subsequent *Strategic Plan for the Short, Medium and Long Term* also did not include any gender dimension.

According to several Committee members, gender issues were mentioned occasionally, but were mostly “marginalized” in discussions.

Acacia projects with a primary focus on gender

During Acacia I, one project with a central gender focus was supported. It is often noted as Acacia’s most direct contribution to understanding gender in Uganda as it relates to development through ICTs. It was initiated by the Council for Economic Empowerment of Women in Africa, Uganda Chapter (CEEWA-Uganda), an NGO with the mission to promote economic empowerment of women in the development process through advocacy, training, research and documentation.

CEEWA-Uganda is comprised of professional women in economics, agricultural economics, banking, gender analysis and business who are dedicated to the economic empowerment of women in Uganda. It is a platform for women to use their official employment positions to influence gender equity and economic justice. Its target population consists of male and female economic decision-makers responsible for economic policy design and execution at national and district level, women’s organizations, networks and business associations, and micro-finance institutions.

The IDRC funded an early study to gain insights about the role of gender and ICT (*verify*). According to an informant this helped to “demystify ICTs for women”. The study uncovered important issues such as the high cost of ICT use and the need for subsidization, the role of ICT in establishing business partners, the distance from facilities and the need for information. Through the resulting project *The Economic Empowerment of Women through ICTs in Uganda*, CEEWA-Uganda has set up a Women in Information Resource Electronic Service (WIRES) center based in Kampala, connecting two rural sites with points of contact with participating women entrepreneurs and women’s organizations.

WIRES is a one-stop center where information on markets, prices, advisory services and institutions with trade support information/services can be accessed through available databases, the Internet, electronic discussions and exchange among different organizations.

CEEWA-Uganda, through consultative meetings, identifies the information needs of women entrepreneurs. It encourages them to take advantage of the developments in ICTs in order to broaden their opportunities in enterprise. Information is also collected from women's organizations and trade support institutions, print and electronic sources such as newspapers, the Internet, catalogue, published research papers and newsletters, and repackaged in simple and ready to use language easily accessible to women.

Informants believe that especially with a systematic research focus, this project can make an important and valuable contribution to enable an in-depth understanding of women and ICTs in Uganda. However, the results are only now becoming available in a systematic manner. It is envisaged that these could in future be used to inform policy formulation processes.

Acacia projects without a primary gender focus

Section III.2 lists the other eight projects supported by Acacia in Uganda. As gender is a cross-cutting issue in Acacia, it is assumed that each, or most, of these projects should have a gender focus. Six of the projects were not a target for this study and information about their gender dimensions is therefore not comprehensive. Each of the project documents of these eight projects contains a brief statement (often quite cryptic) about the gender dimensions of the project, but it is not clear now these have been playing out during project execution. Only CurriculumNet stated that gender considerations would be at the centre of their target group selection. In other projects, collection of information based on gender disaggregated data seems to be the main gender related activity.

In the telecenter projects visitor data are monitored by gender. In spite of this, baseline and other research studies have sometimes not shown evidence that gender disaggregated data were used to determine trends and studies. Surprisingly little attention has been paid to analysis of these trends within a broader context, and to launching follow-up actions that could further inform gender based analyses.

The recently compiled, very informative ELSA text, *African Telecenters: A Pioneering Experience*, edited by Florence Etta and Sheila Parvyn-Wamahiu, refer to some gender trends and issues related to telecenters in Africa, but does not have any in-depth interrogation of gender issues. This is also reflected in the findings and recommendations section, where there is a glaring lack of emphasis on gender dimensions, passing up a good opportunity to influence (African) thinking in this regard.

In all these cases gender issues and concerns seem to have been treated in a rather perfunctory manner. The book *Gender and the Information Revolution in Africa* noted before in this Chapter was an important contribution to the gender debate in Africa, yet does not seem to have informed the execution and analysis of the Acacia projects to any significant extent.

Organization of meetings and forums

The Acacia National Secretariat has been involved in organizing a number of consultative and networking meetings, both at policy-maker and at community level. It is not certain to what extent attempts were made to solicit adequate representation from women and from women's organizations on such occasions in order to ensure that their voices were heard.

The contribution of women at such events is often sorely affected by the fact that there are still only few women in key positions in the ICT arena in Uganda. This means that special efforts need to be made to obtain substantive input from women. Numbers of representatives in consultative processes were certainly small. At the high level stakeholder dialogue meeting only one of the 18 participants were women, while the subsequent very important stakeholders' workshop had only 21 women out of 143 participants. The level of their influence and participation in discussions is not clear.

VIII.3.2 The Development of a National ICT Policy

As noted in section VIII.1, if women are to participate fully in all aspects of ICT development, relevant policies have to include a gender dimension. Although the telecommunications policies adopted by many African governments are typically intended to promote the spread of ICTs to less advantaged parts of the country, they make no distinction between the attitudes and needs of male and female users. Instead, it is assumed that such policies will provide equal benefits to all. Gender-neutral policies favor men. Women should therefore become educated in ICTs and involved in policy formulation.

The problem statement

The background to the National ICT Policy formulation and list of “emerging issues” on which the draft policy is based, contained no reference at all to the role of gender or the barriers and constraints facing women who wish to enter the ICT arena.

The policy process

All but one of the members of the policy task force were male, as were the initial research team conducting the background research and the team who drafted the policy document. One of the consultants who assisted with the later research was a woman (who has not been interviewed).

As noted in the preceding section, consultative meetings included the main stakeholders in the ICT environment, which means an overwhelming majority of male participants in each of these events.

CEEWA-Uganda, one of the only organizations actively promoting gender issues as part of ICT policy, noted that they participated and gave input on gender issues during the first consultative workshop of the ICT policy development process. At a subsequent smaller meeting they realized that gender concerns had not been addressed. They raised these issues again, but it does not seem as if their concerns have been included in the final draft policy.

The policy content

The draft National ICT Policy is not an engendered or gender-sensitive policy document. Although “Gender Mainstreaming” is one of the 14 objectives of the policy, no reference is made to gender issues in the background to the policy, in the description of issues on which the policy design has been based, or in 12 of the 13 other policy objectives and their accompanying strategies. It is of particular concern that gender disparities were not mentioned in sections such as “Literacy Improvement” and “Human Resources Capacity”. Only in the objective “Facilitation of Access to Public Domain Information” is recognition given to the fact that gender disparities in access to information exist. In the two objectives related to indigenous content, reference is made to “disadvantaged groups” which is assumed to include women.

In spite of this situation, the strategies related to the objective of Gender Mainstreaming could assist greatly in ensuring participation of women in ICT activities. These are as follows:

- ❑ Take into account gender information needs and interests of both men and women in all information and communication programs;
- ❑ Develop mechanisms of increasing women's access to information (especially in rural areas) so as to reduce the gender information gap;
- ❑ Use non-discriminative, gender-sensitive language in information and communication programs;
- ❑ Ensure equal participation in all aspects of ICT development.

However, if gender issues are not described as an integral part of the various policy statements and strategies, the danger exists that the implementation activities will not encompass the required measure of gender sensitivity.

VIII.3.3 Policy and Strategies for Rural Communications Development in Uganda

The problem statement

In the IDRC Project Appraisal Document the only reference to gender dimensions in this project was the fact that the background research would focus on the needs and preferences of both men and women in the rural communities:

“The ‘rural demand and user preference’ research is deliberately designed to encompass both women and men, and their involvement will be actively encouraged. This will be ensured at the sampling stage in the survey, where equal numbers of men and women will be selected for participation”.

There is no evidence that data was disaggregated according to gender during the research study that led to the draft policy document. Arguments might have been that the issues covered by the study focused on communications rather than information - and in particular on the need for, and implications of, infrastructure roll-out, regulatory measures and the establishment of the RCDF. The view might exist that this would not require a level of detail where gender needs to be considered.

During the research process stratified sampling was done to ensure equal participation by men and women. The consultants also noted that in the stakeholder interviews they paid special attention to interviewing micro-finance agencies and women's organizations, to ask about women's role in the rural economy. They attended at least two micro-finance borrowers meetings and learned about their need for village payphones in order to redress the unfairness felt by women about the control of those with access to private phones (usually men, traders, etc.) and the business opportunities lost because of the lack of access to such phones.

However, in opinion of the consultant reference could have been made to differences that might have been detected between the needs and perceptions of men and women. This would have indicated that gender considerations were not being ignored in decisions about the best strategies for rural communications development. It is significant that the consultants were not briefed by IDRC, in particular, about the need for a special focus on gender in the study, given the purportedly strong focus on gender espoused in the Acacia program.

The policy process

The situation here was nearly identical to that of the National ICT Policy process, with no women involved in the research study or drafting of the policy and overwhelming numbers of male participants in consultative workshops.

The policy content

No reference has been made to gender dimensions in the policy document. Again it might be argued that the focus of the policy did not require the level of detail where distinction needed to be made between the needs and concerns of women and men. However, this is not very convincing in a policy that is aimed specifically at the needs of people in rural poor areas, where women are at a very specific disadvantage.

The UCC intends to monitor and evaluate the socioeconomic impact of their efforts to meet the communication needs of the rural areas. This will certainly require a focus on the differences in the situation of women and men in the rural context. The project research in future should therefore have a strong gender component.

VIII.3.4 The Development of Operational Guidelines for the Uganda Rural Communications Development Fund

According to the Project Approval Document, this project would “give due cognizance to gender and regional balance in proposing subsidy options for implementation of the Fund”.

Again there is no indication of any gender-sensitivity in the guidelines. Although it is acknowledged that much of the implementation of the procedures around the RCDF would in essence be gender-neutral, there are some aspects that would have benefited from a measure of analysis of, and greater sensitivity to, the particular situation of rural women.

VIII.4 IN SUMMARY

There has been some attempt by the Secretariat to bring gender issues to the fore in its activities. However, the consultant did not get the impression that a focus on gender was an integral part of the Secretariat's efforts. It might have been useful to spend more time on the development of gender-sensitive strategies for the various activities of the Secretariat. Through its advocacy, awareness creation, Steering Committee/NAAC and networking activities the Secretariat could have had a greater impact on the ICT policy process, where there was a dire need for greater awareness of the nature of an engendered policy process and content.

The policy initiatives in Acacia were found not to have been gender-sensitive. This is of particular importance in the National ICT Policy, where most of the issues demand a more critical analysis of their implications for, and potential impact on, women. It is disappointing that the Acacia focus on gender did not influence the policy processes or outcomes. It is not adequate to have a situation where, as one informant put it,

“There was no specific gender focus, but always an awareness of the role of women”,

or another:

“Gender is verbalized but not put into practice. The ICT community is not a gender-sensitive community”.

An overall Acacia gender strategy coupled to the training of Acacia project implementers towards an in-depth understanding of the elements of gender-sensitive policies, strategies and projects, would have contributed to a greater impact by Acacia in this important area – one that was meant to cut across all Acacia initiatives.

Implementation activities and demonstration projects should be supported by a substantial ELSA focus on in-depth, gender-focused research in order to inform future policy and project initiatives.

ADDENDUM 1: EXTRACT FROM TERMS OF REFERENCE

Contract period: 45 days

A. Background

Many IDRC project and program objectives reflect the expectation that the research supported will influence public policy at the national and local levels. Within projects and programs, the Centre staff promote various means of linking research to public policy, and research supported is often reported to have enhanced decision-makers' awareness of policy options or to have been otherwise taken into account in policy processes. If the Centre is going to increase (and improve the performance of) its portfolio of projects with this mandate, the Centre needs to address what it means by "policy influence". Initial discussions with Centre staff, and reviews of the literature and other relevant Centre documents point to three key questions: (1) what constitutes public policy influence in IDRC's experience; (2) to what degrees, and in what ways, has IDRC-supported research influenced public policy; and (3) what factors and conditions have facilitated or inhibited the public policy influence potential of IDRC-supported research. This will serve two main purposes: first, it will provide learning at the program level which can enhance the design of projects and programs to address policy issues where that is a key objective; second, it will provide an opportunity for corporate level learning which will provide input to the strategic planning process, providing feedback on performance, and feeding the design of the next corporate program framework.

The cases studies will form one important set of data in improving the Centre's capacity to support research which "will foster and support the production, dissemination and application of research results leading to policies and technologies that enhance the lives of people in developing countries." (from *IDRC program directions 2000-2005*, p.16).

The focus of case studies will be on the development of rich case studies that explore not only the IDRC work undertaken but also the changing context in which the work was carried out and the processes that were used. It is anticipated that the study will cover a range of stories to include cases where policy outcomes may be perceived as either positive or negative (i.e., research leads to "good" policymaking or "bad" policymaking). The cases will present detailed stories of the policy influence process. The story will be developed through: (1) A review of documents including project design documents, monitoring documents (*inter alia*, technical reports, trip reports, correspondence) and project reports; and where they can be located; (2) Interviews with project leaders and project participants; (3) Interviews with those said to have been influenced; and (4) Interviews with relevant IDRC staff (e.g. responsible PO's).

B. TORs

As part of building a corporate response to the three key questions outlined above, the consultant will prepare the following case study(ies): The National Acacia Advisory Committee processes in South Africa, Mozambique and Uganda.

Pursuant to his contract the consultant shall:

1. Review project documents prior to any interviews and to know the role of the interviewee in the project; The consultant will work with the Centre to identify and locate the appropriate individuals to be interviewed. The consultant may also have to search out individuals who are no longer known to the Centre but who were central to the project.

Based on the TORs and reading the project file, the consultant will develop interview guides for interviews with project leaders and participants, program officers, beneficiaries and others reached in the implementation and follow up to the project. These interview guides will be shared with and approved by the Centre.

2. Travel to and in Mozambique (up to seven days), Uganda (up to seven days) and South Africa (local travel costs) to interview key informants for the cases specified. Interviews should normally move out from those most directly affiliated with the project to those purported to have been affected by or to have used the results in some way. Because there is inherent bias in interviewees to present findings in the best possible light, triangulation of data sources is crucial. Every effort should be made to ensure that interviews are conducted with representatives of at least three of the main

groups involved: project implementers, beneficiaries, POs, policy makers and where applicable related project participants (other funded or departmental studies which have been linked to the project). The consultant will normally have an opportunity for follow-up visits for data verification or further data collection where warranted;

3. Participate in a TORs workshop in Ottawa for 2 days the week of 15 April 2002; and
4. Prepare a draft report for each case.
5. Participate in a verification workshop in a location to be determined; The consultant will make a brief presentation, describing the case and indicating preliminary findings. The consultant may be asked to facilitate the data analysis or may be asked to be an active participant in the process.

Following the workshops, the team may determine that it is advantageous to follow up the findings with further data collection in the field, either for the introduction of new informants or to gather data in areas not yet addressed in the case.

6. Finalize the case reports based on the outcomes of the workshop. Upon completion of the case studies, and the development of a regional analysis, the Unit may invite the consultant to participate in a preliminary global analysis of the data. On the basis of these documents, the consultants will be reconvened with the evaluation team for further analysis of the findings.

The consultant will collect data in three key areas:

1. – about what led to the project

– How did you get involved in [area of exploration] in the first place?

This has to do with clarifying the role of the interviewee as a leader, a informant to an issue that was raised, as someone who has seen this field for a long time, as a policy maker, researcher, funder, etc. In the case of interviewing a PO, this might be expressed in terms of response to a proposal, in terms of project development with regards to how policy influence may or may not have been incorporated into the proposal, in terms of their leadership in a research field; in the case of a researcher, this might be raised in terms of a problematique in their country, in terms of fall-out of their previous research, in terms of a dialogue with a PO, in terms of a proposal they have been floating for a long time seeking funding, etc. In the case of a purported beneficiary, their involvement might be much later in hearing the results and connecting them with an issue in their Ministry, Department or Organization.

2. – about the project

– When it was started, what did [the project] intend to achieve? Here one knows the objectives already, it is a discussion starter with the interviewee; they can be prompted as appropriate with the project objectives. One should identify the nature of the project as characterized by the interview, in terms of capacity building objectives, the policy influence objectives if any, the overall intent of the activity. This should also include the researcher's understanding of policy influence in terms what that means, what that entails (assumptions, hypotheses re: influencing policy). If any areas of objectives are left out, they should be introduced by the interviewer.

– What happened?

What was accomplished (were project objectives met, changed, completely revised, not met, but good things happened, not met but bad things happened; nothing happened, etc.). Here the interviewer is expected to move the interview towards policy related influence, but without closing off areas of activity which might have led to policy influence later. Where there is policy influence identified (as there should be in all cases), the interviewer needs to probe who was influenced, including their positions at the time of influence and their current positions if known, and in what ways. This could include (but is not limited to) the following:

- People inside the policy process
policy workers (those in the front line of policy recommendation and development)

policy decision makers (those in charge of policy decisions: political and bureaucratic)

- People outside the policy process

those who directly influence policy makers

those who indirectly influence policy makers

The interviewee should give an indication of what indicators they are using to determine if there has been policy influence and how they define it. This will be a crucial data set in defining policy influence. Types of policy influence (after Lindquist) include (but are not limited to):

– Expanding policy capacities

Improving the knowledge / data of certain actors

Supporting recipients to develop innovative ideas

Improving capabilities to communicate ideas

Developing new talent for research and analysis

– Broadening of policy horizons

Providing opportunities for networking / learning within the jurisdiction or with colleagues elsewhere

Introducing new concepts to frame debates, putting ideas on the agenda, or stimulating public debate

Educating researchers and others who take up new positions with broader understanding of issues

Stimulating quiet dialogue among decision makers and among or with researchers

– Affecting policy regimes

Modification of existing programs or policies

Fundamental re-design of programs and policies

The consultant will identify behavioral change associated with these three types of influence and any additional types of influence which do not appear to fit this categorization will also be named.

Capacity building is a critical dimension of policy influence. By capacity building, we refer to the process by which individuals, groups, organizations and institutions strengthen their ability to carry out their functions and achieve the desired results over time (Peter Morgan 1997). This refers therefore to the capabilities of individuals, organizations, institutions and to the strengthening of relationships among them.

– Why did it happen?

This is crucial as it deals with the relationship between the context and the project. Type of governance regime in the country is a critical factor for consideration. Perceptions about why should vary among interviewees and the discussion will build from interview to interview on a project. What were the contextual factors and what were the capacity factors within the project team? What favored/inhibited progress? Who did what? Here, one should be identifying the key influences both within the project and in its enabling environment which caused the project to develop as it did. Dissemination strategies should also be explored.

3. – about what happened after the project

Depending on the age of the project, it is crucial here to explore what is perceived to have been influenced by the project, when that influence occurred and whether or not the policy change or change in mind set (if any type of change actually happened) endured.

Here it is important to come back to outcomes and outputs of the project which may have appeared to have no policy linkage during the time of the project, but which may have had some later.

External factors are key to consider here: what changed, what remained constant in the political, legislative, economic, technical and social environments related to the project's work?

Tracing organizations and individual project members is critical: where did they go? What did they go on to do?

Tracing beneficiaries is also key: what was their role in sustaining the change (if any); what was their role in introducing new changes? Where did they go and what did they go on to do?

We are particularly interested in the role of the PO and IDRC generally in these processes: what is the perceived role (by project participants, by beneficiaries, by other related individuals and groups)?

Dissemination strategies should be reviewed.

Gender

Gender dimensions are discussed here, but relate to all stages of the activity - planning, implementation and post project. Gender should be considered with regards to tracing of project implementation team members as well as beneficiaries: were both men and women involved in the policy influence process and in what ways? How was this perceived by policy makers and by researchers (contributing inhibiting, neutral factor)? Was analysis gender sensitive or gender neutral at all stage of the policy influence process:

- problem definition

- definition of goals and beneficiaries

- definition of research agenda

- definition of research policy interface and linkages

- formulation of policy options

- choice of preferred options

- (Where applicable, implementation, M&E, policy revision processes)

Each area should cover the opening question first, followed by questions and discussions to elicit information related to the three main questions of the study.

ADDENDUM 2: BIBLIOGRAPHY

General

- Etta, F E and Parvyn-Wamahiu, S. (Eds). 2002. African Telecenters. A Pioneering Experience. IDRC. Canada.
- James, T. (Ed). 2001. An Information Policy Handbook for Southern Africa. A Knowledge Base for Decision-Makers. DBSA. South Africa.
- Government of Rwanda. 2000. An Integrated ICT-led Socio-Economic Development Policy and Plan for Rwanda (2001-2005). Abridged Version. ECA-CEA.
- Project Approval Document. Extending the benefits of E-commerce in Africa: Exploratory Phase. IDRC. Canada.
- Rathberger, E M and Adera, E O. (Eds). 2000. Gender and the Information Revolution in Africa. IDRC. Canada.
- Uhlir, PF. 2001. Policy Recommendations on the Right of Access to Information. Mission report. Contract No. 4130041. UNESCO.
- UNESCO General Information Program (PGI) Activities in Uganda. Uganda National Commission for UNESCO.
- Whyte, A. 2000. Assessing Community Telecenters. Guidelines for Researchers. IDRC. Canada.
- World Bank. 1999. Uganda's Integrated Information Management System. A New Approach in Statistical Capacity-building. Economic management and Social Policy No. 142. Washington.

ICT Policy

- Barugahara, IN and Muwanga, JN. 2000. Proceedings of the National Workshop. for Developing a National Information and Communication Technology (ICT) Policy for Uganda. 28-29 September. Uganda National Council for Science and Technology.
- Kakembo-Ntambi, I and Katiti E. 2000. Strategy for Developing a National Information and Communication Technology (ICT) Policy for Uganda. Draft Background Document. Uganda National Council for Science and Technology.
- Uganda National Council for Science and Technology. 2000. Proceedings of the High Level Dialogue of Key Stakeholders. Development of an Information and Communication Technology (ICT) Policy for Uganda. Ministry of Works, Housing and Communications.
- Government of Uganda. 2002. Draft National Information and Communication Technology Policy Framework. Ministry of Works, Housing and Communications.
- Project Approval Document. Development of an Integrated National Information and Informatics Policy for Uganda. IDRC. Canada.

RCDF Documents

- Intelecon. 2000. Progress Report to the Uganda Communications Commission. Rural Telecommunications Development.
- Intelecon. 2001. Final Report to the Uganda Communications Commission. Policies and Strategies for Rural Communications in Uganda.
- Brief to the IDRC Team at the UCC on the Rural Communications Development Program. 2002. IDRC.
- Government of Uganda. 2002. Rural Communications Development Policy for Uganda. Uganda Communications Commission.
- Project Approval Document. Policy and Strategy for Rural Communications Development in Uganda. IDRC. Canada.

CBO Support

- Asingwire, N and Muhangi, D. 2000. Monthly Progress Report. Strengthening the Capacity of CBOs through ICTs Project: A Pilot Case of Mukono District, Uganda. Makerere University.
- Asingwire, N and Muhangi, D. 2001. Technical Report. Strengthening Community-based Organizations through ICTs in Uganda. Makerere University.

IDRC. 2002. Strengthening Community-based Organizations through ICTs in Uganda. Technical Report for Milestone II. Makerere University.

Project Approval Document. Strengthening Community-based Organizations through ICTs in Uganda. IDRC. Canada.

CurriculumNet

CurriculumNet. 2000. Integration of Educational Technology into Curriculum for Primary and Secondary Schools in Uganda. A Pilot Project. IDRC.

CurriculumNet. 2001. Integration of Educational Technology into Curriculum for Primary and Secondary Schools in Uganda. Progress Report. IDRC.

Frances, B and Ayub, KG. 2001. Report on the Needs Assessment Survey for Integration of ICT in the Primary and Secondary Schools' Curriculum in Uganda. National Curriculum Development Centre. Uganda.

Project Approval Document. Curriculum Pilot Project: Integration of Educational Technology into Curriculum for Primary and Secondary Schools in Uganda. IDRC. Canada.

Community Multimedia Centers

Project Document. 2001. The Planning and Implementation of the Pilot Project for Establishing the National Network of Community Multi-media Centers (CMCs). IDRC. Canada.

Project Approval Document. Establishment of a National Network of Community Multi-media Centers (CMCs). IDRC. Canada.

NARO - Agriculture

NARO. 1999. Electronic Delivery of Agricultural Information to Rural Communities in Uganda. Proposal Submitted to the IDRC. September.

IDRC. 2000. Preliminary Update on the Agricultural Information and Communication Needs Assessment under the Project Electronic Delivery of Agricultural Information to Rural Communities in Uganda. Canada.

Adupa, J and Munyua, H. 2002. Mid-term Evaluation Workshop Report. Electronic Delivery of Agricultural Information to Rural Communities in Uganda. IDRC. Uganda.

Project Approval Document. Electronic Delivery of Agricultural Information to Rural Communities in Uganda. IDRC. Canada.

CEEWA

CEEWA. 1999. Economic Empowerment of Women through ICTs in Uganda. Proposal Submitted to the IDRC. February. Uganda.

Annual Report. 2001. Council for Economic Empowerment for Women of Africa (CEEWA), Uganda Chapter.

CEEWA. 2001. Information and Communication Technology Project. Progress Report. Uganda.

K2-Research. 2001. Final draft report for CEEWA Survey on Market Prices, Best Practices, Climate Information and Women Groups. September.

RCDF Guidelines

Intelecon. 2002. Manual of Operating Procedures, Rural Communications Development Fund (RCDF), Draft 3. Uganda Communications Commission.

Project Approval Document. Development of Operational Guidelines for Uganda's Rural Communications Development Fund. IDRC, Canada.

Uganda Communication Commission. Guidelines for Operation of the Rural Communications Development Fund in Uganda. A Project Proposal to the IDRC, Canada.

NAAC

IDRC. 1998. Community Empowerment through the use of ICTs in Uganda. Technical Report for the Period April – October 1998.

IDRC. 1998. Community Empowerment through the use of ICTs in Uganda. Progress Report.

Mureithi, M. 1998. Community Empowerment through the use of Community-based ICTs in Uganda. Pilot Project proposal to IDRC. Uganda National Council for Science and Technology. Uganda.

BMPCTC. 1999. A Report on the Buwama Multi-Purpose Community Pilot Telecenter from June – July 1999. Acacia Project.

Kayabwa, SK and Kibombo, R. 1999. Buwama and Nebweru Multi-Purpose Community Telecenters: A Baseline Survey. Draft Report. Makerere Institute of Social Research. Uganda.

Minutes of the 4th Steering Committee Meeting on 12 December 1999.

Content Development Workshop Report. 2000. Acacia National Secretariat.

Kayabwa, SK and Kibombo, R. 2000. Dissemination of Baseline Findings. Makerere Institute of Social Research. Uganda.

Madaya, N. 2000. Progress Report for the Acacia Secretariat for the Period January – April 2000. Acacia Secretariat.

NAAC. 2000. The Strategic Plan of Action for Short, Medium and Long Term. Uganda NAAC.

NAAC's Strategic Planning Workshop Document. 24 June 2000.

Technical report for the Acacia National Secretariat for the Period January – August 2000.

Etta, F. 2001. Trip Report to Uganda. IDRC.

Madaya, N. 2001. Progress Report for the Acacia Secretariat for the Period January – April 2001. May. Acacia Secretariat.

Minutes of the Regular 7th NAAC Meeting held on 23 May 2001. UNCST Boardroom.

Project Approval Document. Acacia National Secretariat for Uganda – extension of Funding. IDRC. Canada.

Nakaseke Community Telecenter

Nakaseke Multi-Purpose Community Telecenter Pilot Project. 1998. Management Committee Progress Report. Uganda.

Nakaseke Multi-Purpose Community Telecenter Pilot Project. 1999. Second Management Committee Report. Uganda.

Nakaseke Multi-Purpose Community Telecenter. 1999. Third Management Committee Report. Uganda.

Versel, M A. 1999. An Overview of Training and Methodological techniques adapted for the Baseline Survey of Communication Patterns, Nakaseke Multi-Purpose Community Telecenter (Uganda). Pact Institute. Washington.

Nakaseke Multi-Purpose Community Telecenter. 2000. Fourth Management Committee Report. Uganda.

Nakaseke Multi-Purpose Community Telecenter. 2002. Fifth Management Report. Uganda.

Uninet. 1998. Extracts from the Uninet Needs Analysis Draft Report. Version 1.4. Report Prepared for a Report-Back Workshop. 1 February 1999. <http://apies.frd.ac.za/unasg/eport1-4.html>.

Nakaseke Multi-Purpose Community Telecenter. 2002. Business and Operational Plan. Final Report. Uganda.

Websites

<http://www.idrc.ca/>

<http://www.ddn-africa.org/>

http://www.sas.upenn.edu/African_Studies/Padis/menu_teleomatics.html

<http://www.ids.ac.uk/bridge>

<http://bellanet.org/>

<http://www.uneca.org/>

http://www.itcd.net/itcd-2001/papers/doc_pdf/doc_36.PDF

<http://www.un-instraw.org/>

<http://www.makerere.ac.ug/>
<http://www.agricta.org/afagrict-l/telecenters.htm>
<http://www.dse.de/ef/ict/masambu.htm>
<http://www.world-links.org/english/html/tech-uganda.pdf>
<http://www.agricinfo.or.ug/>
<http://www.communitysa.org.za/africaict/ugandaict.htm>
<http://www.imf.org/external/NP/prsp/2000/Uga/01/>
<http://www.government.go.ug>
<http://www.aaas.org/international/africa-guide/uganda.htm>
<http://www.wougnet.org/Links/ictresources.html>
http://www.piac.org/rowing_upstream/
<http://www3.sn.apc.org/africa/projects.htm>
<http://www.miniworks.go.ug/>

ADDENDUM 3: KEY INFORMANTS

Title	Name	Position	Affiliation	Address	Email	Telephone	Fax
Ms	Edith Adera	Senior Program Officer	IDRC	Liaison House, Senate House Avenue, Nairobi, Kenya	Eadear@idrc.or.ke	+254 2 713160/1	+254 2 711063
Ms	Joyce Adupa	Senior Documentation Officer	Agricultural Research Information Service (ARIS)	P. O. Box 11098, Kampala, Uganda	Aris@imul.com	+256 41 567622	+256 41 566049
Mr	Allan Amumpe	Project Coordinator/ Instructional Designer	CurriculumNet	National Curriculum Development Centre - Kyambogo	Ncdc@uol.co.ug	+256 41 286170	+256 41 26145
Mr	Narathius Asingwire	Acting Head	Makerere University	Department of Social Work and Social Administration, P. O. Box 7062, Kampala, Uganda	Swsa@eol.co.ug	+256 41 534114	+256 41 534114
Ms	Grace Baguma	Co-Project Leader	CurriculumNet	National Curriculum Development Centre, Kyambogo, Uganda	Bagumag@yahoo.com	+256 77554290	-
Mr	Ismail Barugahara	Science Secretary	Uganda National Council for Science and Technology	11 th Floor, Uganda House, Kampala, Uganda	Uncst@starcom.go.ug	+256 41 250499	+256 41 234579
Mr	Simon Bugawa	Assistant Technical Manager: Licensing and Standards	Uganda Communications Commission	12 th Floor, Communications House, Plot 1, Colville Street, Kampala, Uganda	Stripleb@ucc.co.ug	+256 41 348830	+256 41 348832
Mr	Hezekiel Dlamini	Program Specialist in Informatics	UNESCO	P. O. Box 30592, UN Gigiri Complex, Nairobi, Kenya	h.dlamini@unesco.org	+254 2 622717	+254 2 622750
Ms	Florence Etta	Senior Program Officer	IDRC	Liaison House, Senate House Avenue, Nairobi, Kenya	Fetta@idrc.or.ke	+254 2 713160/1	+254 2 711063
Mr	Jeffrey Fine	Consultant	Jeffrey E. Fine Consulting	16 Garand Place, Ottawa, Canada	Jcfine@telepraxis.com	+613 5264258	+613 5260286

ADDENDUM 3

Ms	Zavuga Goretti	ICT Project Manager	Council for Economic Empowerment for Women in Africa	Plot 60, Bukoto Street, Kamwokya, Kampala, Uganda	Zgoretti@ceewawires.org	+256 41 534190/9	+256 41 534193
Hon	Sheila Kawamara	Member of Parliament	East African Community Assembly Parliament	Parliament Avenue P. O. Box 7178 Kampala, Uganda	-	+256 77 403120	-
Mr	Sam Kayabwe	Statistician	Makerere University	Makerere Institute for Social Research, P. O. Box 16022, Kampala, Uganda	MISRlib@imul.com	+256 77415415	-
Mr	Richard Kibombo	Statistician/ Computer Analyst	Makerere University	Makerere Institute for Social Research, P. O. Box 16022, Kampala, Uganda	MISRlib@imul.com	+256 41 554582	+256 41 532821
Ms	Florence Kuteesa	Chairperson	CEEWA	P. O. Box 9063, Kamwokya, Kampala, Uganda	?	+256 41 534190	-
Mr	Meddie Mayanja	ICT Community Development and Small Business Specialist	WorldLinks Organisation	Par Royal Building, Plot 83/85, Kampala Road, Kampala, Uganda	Mayanja@hotmail.com	+256 77502288	-
Prof	PE Mugambi	Chairperson, ICT Policy Task Force	Makerere University	P. O. Box 7062, Kampala, Uganda	Mugambi@ics.ac.ug	+256 41 540692	+256 41 541280
Mr	Dennis Muhangi	Project Coordinator	CBOs/ICTs Project	Department of Social Work and Social Administration, P. O. Box 7062, Kampala, Uganda	Cbos@uol-co.ug Muhangid@hotmail.com	+256 41 533810	+256 41 534181
Mr	Charles Musisi	Director	Computer Frontiers International	Plot 32, Lumumba Avenue, Kampala, Uganda	Cmusisi@cfi.co.ug	+256 41 340417	+256 41 340456
Mr	Vincent Musubire	President	Uganda ICT Outsourcing Services	Blacklines House, Colville Street, Kampala, Uganda	vmusubire@hotmail.com	+256 41 230385	-
Prof	Peter Muyanda Mutebi	Director	National Curriculum Development Centre	National Curriculum Development Centre, Kyambogo, Uganda	-	+256 41 286170	-
Mr	Patrick Mwesigwa	Technical Manager	Uganda Communication Commission	12 th Floor, Communications House, Plot 1, Colville Street, Kampala, Uganda	Pmwesigwa@ucc.co.ug	+256 41 348830	+256 41 348832

ADDENDUM 3

Ms	Anastasia Nakkazi	Secretary-General	Uganda National Commission for UNESCO	P. O. Box 4962, Kampala, Uganda	Ugunesco@africaonline.co.za	+256 41 259713	+256 41 258405
Dr	Z Nyiira	Executive Secretary	Uganda National Council for Science and Technology	11 th Floor, Uganda House, Kampala, Uganda	Uncst@starcom.co.ug	+256 41 250499	+256 41 234579
Mr	David Obot	Director	Development Network of Indigenous Volunteer Organizations	ICSW, P.O. Box 28957 Kampala Uganda (<i>check</i>)	icsw@icsw.org	+256 41 347545	+256 41 531037 (<i>check</i>)
Dr	FF Tusubira	Director	Makerere University	Directorate for ICT Support , B5, Lincoln Flats, Makerere University, Kampala, Uganda	Tusu@dicts.mak.ac.ug	+256 41 531343	+256 41 542377
Ms	Anne Whyte	Consultant	Mestor Associates	751 Hamilton Road, Russel, Ontario, Canada	Mestor@sympatico.co.za	+613 4451305	+613 445 1302
Discussions were also held with the following persons from Nakaseke Telecenter							
Ms	Augustine Bazaale	Outreach Officer	Nakaseke Telecenter	P.O. Box 7063, Kampala, Uganda	Nakaseke@africaonline.co.ug	+256 77700303	-
Ms	Carol Kamahoro	Librarian	Nakaseke Telecenter	P.O. Box 7063, Kampala, Uganda	Nakaseke@africaonline.co.ug	+256 77700303	-
Mr	Musa Luyinda	Steering Committee Chairperson	Nakaseke Telecenter	P.O. Box 7063, Kampala, Uganda	Nakaseke@africaonline.co.ug	+256 77700303	-
Mr	Richard Pougembe	Project Manager	Nakaseke Telecenter	P.O. Box 7063, Kampala, Uganda	Rbugember@hotmail.com	+256 77424588	-
Mr	Tibkiaga Samalie	Coordination Assistant	Nakaseke Satellite Telecenter	P.O. Box 7063, Kampala, Uganda	Nakaseke@africaonline.co.ug	+256 77700303	-
Ms	Sembatya Ssebba	Administrative Assistant	Nakaseke Satellite Telecenter	P.O. Box 7063, Kampala, Uganda	Nakaseke@africaonline.co.ug	+256 77700303	-

ADDENDUM 4: PROJECT TOMBSTONE DATA

Project Name The National Acacia Advisory Committee Secretariat		Country: Uganda
Project Number 055475	\$Value CAD 230 950	CAP/RAP Values 230 950 (RAP)
Date approval: 8 Mar 1999 Commencement: 2 July 1999 Duration: 24 months Completion: 2 Aug 2002	Recipient Type: Government agency	Recipient Institution: Uganda National Council for Science and Technology
Beneficiary Institution: Acacia National Secretariat	Type: Situated in government agency	Intent of Policy Influence: <input type="checkbox"/> Expanding the policy capacities of policy makers <i>Main instruments:</i> <ul style="list-style-type: none"> ▪ supporting Acacia pilot projects which focus on action research and policy design; ▪ documenting the Acacia activities and disseminating relevant information and research results to policy makers; ▪ assisting with the research, monitoring and evaluation, and learning activities of ELSA <input type="checkbox"/> Broadening the policy horizons of policy makers <i>Main instrument:</i> Organizing as part of the Acacia projects, meetings and events that stimulate national debate on ICTs and policy related issues, and provide opportunities for networking <input type="checkbox"/> Affecting the national ICT policy regime in Uganda <i>Main instrument:</i> Facilitating national ICT policy process; dual role in UNCST/Acacia
Policy Target: Support of Acacia activities, including those related to ICT policy design	Type: Extent of influence not clear. Potentially achieved the following: <ul style="list-style-type: none"> ▪ Improving the knowledge and data of policy makers. ▪ Introducing new concepts to frame debates, putting ideas on the agenda, and stimulating debate ▪ Assisted with the creation of a new policy regime ▪ Providing opportunities for networking ▪ Stimulating quiet dialogue among decision-makers 	
Source: Comments by informants Documented activities (reports, meeting minutes, etc.)	Use: Problem-solving Enlightenment	Policy Domain: Facilitation and provision of support to all the Acacia ICT activities in Uganda, including the <ul style="list-style-type: none"> <input type="checkbox"/> policy development processes, <input type="checkbox"/> demonstration projects for the use of ICTs for rural development, and <input type="checkbox"/> the implementation of ICT projects for rural communication development.

Project Name The Development of an Integrated Information and Communication Policy for Uganda		Country: Uganda
Project Number 100572	CAD \$Value: 19 096	CAP/RAP Values 19 096 (RAP)
	Date approval: 27 Jun 2000 Commencement: 6 July 2000 Duration: 12 months Completion: 31 Jan 2002	Recipient Institution: Uganda National Commission for UNESCO, in collaboration with Uganda Public Libraries Board and Uganda Posts and Telecommunications Corporation (??)
Recipient Type: NGO	Beneficiary Institution: ICT Policy Task Force	Type: -
Policy Target: Development of a National ICT Policy	Type: <i>Affecting policy regimes:</i> The creation of a new policy regime <i>Broadening policy horizons:</i> Providing opportunities for networking and learning with colleagues Stimulating quiet dialogue among decision-makers and researchers	Intent of Policy Influence: Creating a new policy regime
Source: Project documents Informant comments Draft policy	Potential Use Identified: Primarily problem-solving Interactive	Policy Domain: National ICT Policy

Project Name: Policy and Strategies for Rural Communications Development in Uganda	Country: Uganda
Project Number: 100577	\$Value: CAD 192 460
Date approval: 22 Aug 2000 Commencement: 18 Sept 2000 Duration: 12 months Completion: 19 Dec 2002	CAP/RAP Values: 43 532 (CAP) 78 928 (RAP)
Recipient Institution: Uganda Communications Commission	Recipient Type: Government Agency
Beneficiary Institution: Uganda Communications Commission	Type: Government Agency
Policy Target: Establishment of a policy and strategies for rural communications development in Uganda	Type: Improving the knowledge and data of policy makers Educating researchers with broader understanding of issues Providing opportunities for networking and learning Stimulating public debate Creating a new policy regime
Intent of Policy Influence: Expanding the policy capacities of policy makers and researchers <i>Main instrument:</i> Supporting research to inform policy makers and develop the skills of policy researchers Affecting the national ICT policy regime in Uganda <i>Main instrument:</i> Support of a process to design a policy and strategies for rural communications development in Uganda	Source: Research studies Policy documents Informant comments
Use Identified: Primarily problem-solving Interactive	Policy Domain: ICTs in rural communications development

Project Name: The Development of Operational Guidelines for the Uganda Rural Communications Fund	Country: Uganda
Project Number: 101134	\$Value: CAD 113 857
Date approval: 9 Nov 2001 Commencement: 5 Nov 2001 Duration: 12 months Completion: 5 Nov 2002	CAP/RAP Values: 66 750 (CAP) 46 388 (RAP)
Recipient Institution: Uganda Communications Commission	Recipient Type: Government Agency
Beneficiary Institution: Uganda Communications Commission	Type: Government Agency
Policy Target: Future ICT policies	Type: Modification of future policy regimes
Intent of Policy Influence: To inform future policies on ICTs for rural development based on the implementation experience; modifying existing policy regimes. <i>Main instrument:</i> The monitoring and evaluation of the implementation experience and using this for learning	Source:
Use Identified: Problem-solving	Policy Domain: ICTs in rural communications development; implementation related project