

FINAL REPORT

INFORMATION & COMMUNICATION TECHNOLOGIES FOR DEVELOPMENT (ACACIA):

THE CASE OF MOZAMBIQUE

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PREPARED FOR: THE IDRC EVALUATION UNIT

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PROJECTS INCLUDED:

- ☐ The Mozambique Acacia Advisory Committee Secretariat (Phase I)
- ☐ The Mozambique Acacia Advisory Committee Secretariat (Phase II)
- ☐ Formulation of a National Information and Communications Policy
- ☐ The ICT Policy: Strategic Implementation, Leadership and Promotion

- ❑ The National ICT Policy Lead Project Initiatives

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EXECUTIVE SUMMARY

Until the mid 1990s the rapid global developments in Information and Communications Technologies (ICTs) did not have any marked effect on Mozambique. With a government unaware of the potential of ICTs, a teledensity of less than 0.4% and only one Internet service provider with fewer than 100 users, Mozambique remained on the periphery of the global information society.

This changed during the last part of the decade, when several developments converged to bring about a focus on this field in Mozambique: The stability of the country; the government's committed search for areas for national development after the devastation of several wars; their exposure to influential global and regional ICT events; their recognition of the need for a national framework to prevent fragmented developments; and the tireless efforts of ICT champions to create an awareness of the importance and utility of ICTs. These key contextual factors all contributed to the opening of a "policy window" in the ICT field in Mozambique.

Acacia played a pioneering role by entering this high-risk arena at a time when few were prepared to do so. The Acacia timing was impeccable; its timely involvement contributed greatly to the significant IDRC influence in this field in Mozambique.

Although a policy focus is one of the IDRC programming "pillars", little was done to make *conscious* efforts during project execution to explore strategies through which Acacia could influence the ICT policy arena. Instead, the *design* of the portfolio of Acacia Mozambique projects, in conjunction with the effect of several contextual developments, facilitated the policy influence observed during the past five years.

The overall design consisted of a suite of inter-related program interventions and a number of cross-cutting activities. The following design elements magnified the opportunity for ICT policy influence:

- i. The establishment of a high-level multi-stakeholder body, the Mozambique Acacia Advisory Committee (MAAC) to act as expert consultative ICT body in ICT for development
- ii. The support of *the* key ICT champion, enabling him to continue playing a critical role in the process of developing this arena in Mozambique
- iii. The direct financial and technical support of a body and process to establish an ICT policy that cuts across all sectors
- iv. The funding of several pilot (demonstration) projects that focused on the problems of universal access to ICTs, especially among impoverished rural communities
- v. The support of an initiative to ensure that the ICT policy is not only designed, but also implemented based on sound planning
- vi. The funding of various bodies and forums that act as think-tanks and provide networking opportunities
- vii. The support of a variety of advocacy and awareness creation initiatives
- viii. The support of research

The following concurrent contextual factors facilitated Acacia's role in policy influence:

- ❑ The government's central planning approach and focus on development priorities, for example through the Action Plan for the Reduction of Absolute Poverty (PARPA)
- ❑ The governments open-minded approach to new ideas for development
- ❑ The small ICT community in Mozambique, with a small but very well-networked group of key decision-makers (including Acacia project leaders) interacting in bodies such as MAAC and the ICT Policy Commission, enabling fast and easy transfer of ideas and information
- ❑ The keen interest of the President and Prime Minister in the promotion of ICTs, and as a result the participation of very high level government and other decision-makers in the Acacia supported structures and projects

- ❑ The commitment to Acacia by various energetic and visionary ICT champions, especially during its initial stages
- ❑ The early demonstration (through Acacia and other activities) to the government and rural communities of the practical benefits of ICTs, generating enthusiasm for these technologies at various levels of society
- ❑ The search by policy makers for action research results and studies of immediate value to inform the policy process
- ❑ The lack of a significant body of knowledge related to ICTs for development in Africa
- ❑ The government's commitment to public consultation, for example to involve provinces in their planning processes.

There were at least 23 potential significant role players in the ICT policy arena in Mozambique during this period. Some of these are usually not found in developed countries and are a direct result of the fact that Mozambique is a developing country: foreign governments, donor organizations and consultants, as well as international agencies such as the World Bank. Regional influences, including SADC and the African Union (for example through NEPAD), also have the potential to play a significant role in the ICT policy arena. At least three policy coalitions or communities/networks existed.

Due to the new emphasis on ICTs in Africa there was limited ICT policy expertise in Mozambique (and in the rest of Africa) at the start of the policy process. This was exacerbated by a dearth of research and other information that could inform ICT policy decisions, and few practical experiences that could serve as models. Where capacity existed, it was mainly in the technological aspects of ICTs, such as infrastructure, products and services supporting the ICT industry.

The primary policy influence of Acacia was the support of efforts to create a new ICT policy regime in Mozambique; this was added as a new element to the existing definition of the types of policy influence. Secondary influences helped to improve (policy) decision-makers' knowledge, built some capacity in policy work, provided a significant number of opportunities for networking and "quiet dialogue" among policy makers, put new ideas on the policy agenda and stimulated public debate. In several cases Acacia supported initiatives also led to the modification of existing programs and policy processes.

Although research is an important IDRC focus, in this case systematic academic research was not the primary source of policy influence. With few projects on the ground and little information from similar initiatives in other parts of Africa, under the circumstances exhaustive studies over a long period could not be done. Acacia could therefore not (yet) provide comparative studies or comprehensive information on the impact of ICT on development – and neither could any other agency. This might have affected the quality of the policy decisions, yet is in line with the way in which policies are often made. Action research and a variety of isolated studies from different sources played a substantial role in generating knowledge used in the policy design process.

More research could have been done through Acacia to support the policy processes; several projects did not have an adequate focus on this primary activity. Research and learning did not get the amount of systematic attention that such a novel arena would normally justify. This is explained in part by the fact that ELSA, which was to be the mechanism for the stimulation of systematic research and learning, was slow to start and when it started, was not integrated effectively into project activities.

Some measure of gender sensitivity was found in all the Acacia projects in this case study. The participation of women in Acacia structures and processes was encouraged and some projects did include gender dimensions in their work. However, more could have been done to integrate into the projects a conscious focus on gender issues as well as systematic strategies to address them.

The ICT Policy acknowledges the need to have special initiatives to address the situation of women in the ICT field. It does this in a separate section of the Policy, while in the rest of the document there is no reference to gender dimensions related to the policy statements for the other priority areas. Some of the Acacia projects and the policy process have not been adequately engendered and lacked conscious and systematic work on this aspect. Acacia might therefore benefit from the careful interrogation of the nature of gender-focused interventions and activities by IDRC staff and project teams in order to develop strategies to integrate gender dimensions into all their projects in a more systematic manner.

A number of the consequences of the policy initiatives can be partly or wholly attributed to Acacia's involvement: Donor agencies are now showing a greater interest in ICTs in Mozambique. Telecenters obtained credibility as vehicles for rural development and the concept has been expanded in the Policy Implementation Strategy. Other donors have learned from Acacia project lessons and are applying these lessons in their own activities. Some local capacity in ICTs and policy design was developed. Several participants felt that they (or their institutions) were now more respected among the public, decision-makers and donors as a reference point for ICT expertise in Mozambique. Decision-makers and the public are more aware of the potential of ICTs. Other government Ministries took lessons from the ICT Policy process and applied it to their activities, and are incorporating ICTs into their sector policies. Observers noted that the policy processes seemed to empower people in the provinces and stimulate their awareness of the potential of ICTs for development.

Provinces are now focusing on ICTs in their development strategies. The ICT policy process has also helped to create an awareness of the need for accelerated reforms in the telecommunications sector.

The IDRC has generally been applauded for the philosophies which govern its investments. The principles on which its grant-making is based are perceived to be quite different from those of most other donor agencies. It is acknowledged as a "true partner" in development, with approaches and processes that are empowering and focused on building indigenous capacity.

This approach has built trust and confidence between the IDRC and its Mozambican contacts, but the relationship was somewhat marred between late 1999 and 2001 by IDRC management styles which were perceived as ineffective, poor communication and delays in decision-making and funding allocation. This was exacerbated by the high turnover in ROSA staff and the restructuring of the organization which among others led to the closure of the regional office.

Still, the IDRC deserves due recognition for its timely and effective contribution to the establishment of an enabling ICT policy environment in Mozambique. Its pioneering work has been applauded from public and private platforms, not only by project participants and key decision-makers, but also by both the President and Prime Minister of Mozambique.

In spite of this, the impact on public policy of future IDRC programs might be improved by:

- ❑ the development of a clearer understanding within the IDRC of how Acacia research can best be defined and structured to play an effective role in policy influence, should this be a priority;
- ❑ ensuring a more intense focus on comparative analytical research studies, including between countries (for example as envisaged in the initial ELSA concept);
- ❑ a careful study of the concepts and strategies relevant to policy influence as well as gender-sensitive projects in order to ensure their shared understanding within the organization;
- ❑ thorough discussions of these concepts and strategies with project participants to facilitate a shared understanding of these issues, coupled with the integration of suitable research as well as gender and policy influence strategies into each project where deemed appropriate (allowing for sensitivities that might exist in certain countries about the concept of "policy influence" by donor or foreign development agencies)
- ❑ the effective implementation of ELSA (or an ELSA type of concept) to ensure a continuous cycle of learning through systematic monitoring, research and evaluation.

PREAMBLE:

Some Key Events that shaped the Development of ICTs in Mozambique

1975	National	Mozambique gains independence from Portugal after an armed struggle. A lengthy war follows.
1987	National	The World Bank introduces a structural adjustment program which among others leads to the devaluation of the Mozambican currency.
1991	National	The Privatization Act is passed by Government. This leads to a number of important initiatives in the telecommunications sector, such as the sale within two years of almost 400 small to medium scale operations; the transformation of the national telecommunications operator (Telecommunications of Mozambique - TDM), as a commercial venture with the Government of Mozambique as the only shareholder; the establishment of several international partnerships; and the creation of a telecommunications regulator.
1992	National	A peace accord is signed between FRELIMO and RENAMO, the two main military opponents.
1994	National	The first democratic election achieves a 80% voter turnout. FRELIMO comes to power, with RENAMO as main opposition.
1995	Regional	The first African Regional Symposium on <i>Telematics for Development</i> , organized by UNECA, ITU, UNESCO and the IDRC and attended by 45 people, is held in Addis Ababa on 3-7 April. The CIUEM Director, Venâncio Massingue, chairs the Scientific Committee.
	National	<p>Teledensity in Mozambique starts to improve as a result of a concerted effort to increase connectivity.</p> <p>The University of Eduardo Mondlane organizes inclusive seminars on ICTs, with the most influential role player the Center for Informatics (CIUEM) at the University.</p>
1996	Regional	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>The <i>Information Society and Development (ISAD) Conference</i> 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>
	<i>National</i>	<p>The Mozambican Telecommunications Regulator (INCM) is established, among others responsible for licensing and international relations.</p> <p>CIUEM, with support from the IDRC, organizes an <i>International Symposium on Informatics and Development</i>, widely attended by Mozambican experts, to consider the potential role of ICTs in development in Mozambique. The concept of a national ICT policy gets firm support.</p> <p>An IDRC grant is allocated for a mission to explore the potential for an ICT partnership with Mozambique</p>
1997	<i>International</i>	<p>The <i>First Global Knowledge Conference (GK I)</i> takes place in Toronto, Canada, June.</p>
	<i>Regional</i>	<p>The IDRC Acacia Initiative is launched in March.</p>
	<i>National</i>	<p>CIUEM organizes a workshop, <i>Towards an Information Society</i>, 4-5 Feb. Working groups identify four priority areas in ICT.</p> <p>Minister E Comiche, on behalf of the Mozambican Government, and the IDRC President sign an agreement on 23 Jun which solidifies the participation of Mozambique in Acacia.</p> <p>The IDRC mission and national consultation process result in four main proposals in the priority areas approved for support within the Acacia framework. Among others a decision is taken to involve Acacia in the formulation of a "National Informatics Policy".</p>
	<i>Projects</i>	<p>MAACS I is established on 8 August.</p>
1998	<i>Regional</i>	<p>COMESA Third Conference of Heads of State identifies the importance of ICTs.</p> <p>Publication of the SADC Protocol on Transport, Communications and Meteorology, March.</p> <p>African Telecommunications Union (ATU) is established, December.</p>
	<i>National</i>	<p>The Telecommunications Regulatory Authority of Southern Africa (TRASA) is established with six SADC states as members, including Mozambique.</p>
	<i>Projects</i>	<p>Presidential decree formally creates the "National Informatics Policy Commission", 27 May.</p> <p>Commencement of the formulation of a National Information and Communications Policy, 30 March.</p> <p>First MAAC meeting, 14 May</p>
1999	<i>Regional</i>	<p>First Meeting 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. Discussion of</p>

		the strategy aimed at assisting the countries to introduce ICTs towards universal access to information, 23-25 September.
		First African <i>Development Forum on the Challenge to Africa of Globalization and the Information Age</i> , October.
		<i>Building the Information Community in Africa</i> (BICA) Conference is held in South Africa, 22-25 April.
	National	Adoption of the SADC Theme Document, "The Challenges and Opportunities of IT for SADC in the New Millennium", Zambia.
		Second democratic elections in Mozambique. Ministry of Higher Education, Science and Technology is created.
		A Ministry for Social Action and Women is established.
		The Mozambican Telecommunications Act is drafted, December.
		MAACS organizes a "virtual library" workshop at UEM, 15-16 December.
		First Acacia supported Telecenter opens in August.
	Project	The EPCI Project (Inhambane) receives its first funding
		First National Seminar on the proposed ICT Policy
2000	International	WTO Trade Rules on Telecommunications Regulation and Licensing published, 30 November.
	Regional	The <i>Second Global Knowledge Conference</i> (GK II) is held in Malaysia, 7-10 March
	National	SADC <i>IT / Management Information Systems (MIS) Workshop</i> , Botswana, January.
		Large floods hit the country. More than 760 000 people affected. US\$45 million lost in exports and US\$245 in production.
	Projects	<i>National Enquiry into the Informatics Capacity of the Country</i> undertaken as part of ICT Policy design activities, June.
		Draft National Informatics Policy approved by the Council of Ministers, 30 May
		Consultative process of the Draft National Informatics Policy conducted 18 Jun-27 Jul.
		Second National Seminar on ICT Policy, 26-27 July.
		Final approval of the ICT Policy by Council of Ministers, 12 December.
		Commencement of the ICT Policy: Strategic Implementation, Leadership and Promotion Project, 14 December.
2001	Regional	<i>TRASA workshop on Universal Access</i> held in Swaziland, February.
	National	Second Acacia Ministerial Meeting is held in Kampala, Uganda, 31 January.
		International Symposium hosted by the ICT Policy Commission, 3-5 October.
	Projects	Mozambique becomes part of UNDP/Markle Foundation GDOI initiative
		Commencement of the "National ICT Policy Lead Project Initiatives", December

		MAACS II is established, 11 April
		Drafting Team of the National ICT Policy Implementation Plan appointed
2002	National	<p>GDOI assists with the assessment of the ICT Policy Implementation Strategy and provides drafting assistance, January-</p> <p>Workshop on <i>Knowledge Management and International Development: Knowledge Management Champions in Africa</i>, UEM in Maputo, May</p> <p>The ICT Policy Implementation Strategy is approved by the Mozambican Cabinet, June.</p>

GLOSSARY OF ABBREVIATIONS

ABT	Agreement of Basic Telecommunications (WTO)
AISI	African Information Society Initiative
CBOs	Community-based Organizations
BM	Bank of Mozambique
BIM	Banco Internacional de Moçambique
CIUEM	Centro de Informatica da Universidade Eduardo Mondlane
ELSA	Acacia's Evaluation and Learning System
EPCI	Evolucao pela Comunicacao e Informatica
ECED	Secondary School Emilia Dausse
ICTs	Information and Communication Technologies
INCM	National Communications Institute of Mozambique
INDE	National Institute for Curriculum Development
GATS	General Agreement on Trade in Services
GK I and II	First and Second Global Knowledge Conference
MAAC	Mozambique Acacia Advisory Committee
MAACS	Mozambique Acacia Advisory Committee Secretariat
MICOA	Ministry of Environmental Action Coordination
MIS	Management Information System
NEPAD	New Partnership for African Development
NGOs	Non-Government Organizations
OSISA	The Open Society Institute for Southern Africa
PARPA	Action Plan for the Reduction of Absolute Poverty
PDE	Provincial Department of Education
SDNP	Sustainable Development Network Program (UNDP funded project)
TDM	Telecommunication de Mozambique
TRASA	Telecommunications Regulatory Authority of Southern Africa
UEM	University of Eduardo Mondlane
WTO	World Trade Organization

Year	TIMEFRAME OF MOZAMBIKAN ACACIA PROJECTS								
1997	MAACSⁱ (Vice-Rector, UEM) ⁱⁱ .	ICT Policy (Prime Minister's Office) <i>Secretariat</i>	Telecenter Feasibility (CIUEM)	SchoolNet (CIUEM) <i>SSteering Committee</i>					
1998	<i>Secretariatⁱⁱⁱ</i>	<i>ICT Policy Commission</i>	Pilot Telecenters (CIUEM) <i>Local Steering Committee</i>			CBNRM & Wireless Connectivity (IUCN)			
1999	MAAC MAAC meetings ^{iv} MMinisterial meeting	Working groups PProvincial consultations			Evolution to ICTs (Sec. School Inhambane)				
2000		ICT Strategy Implementation (Vice-Rector, UEM) IInt'l Symposium, October 2001					Women and Networking (Forum Mulher)	Peace Building via ICTs (Christian Council)	
2001	MAACS II (Vice-Rector, UEM)		Telecenter Networking (CIUEM)	Transfer of project to MINED SchoolNet II for 2002	Youth and ICTs (Sec. School Inhambane)				ICT Institute (Vice-Rector, UEM)

ⁱ Project (abbreviated name) - in bold throughout table

ⁱⁱ Grantee - in brackets throughout table

ⁱⁱⁱ Management structures – in italics throughout table

^{iv} Some activities – in ordinary font throughout table

Chapter I

INTRODUCTION 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 and projects that had as a direct objective the creation of national ICT, or information policies in countries participating in Acacia.

In Mozambique, the selected projects were:

- ❑ The Mozambique Acacia Advisory Committee I (Project number 97-8909-01)
- ❑ The Mozambique Acacia Advisory Committee II (Project number 100868)
- ❑ Information and Communication Policy (Project number 97-8922-01)
- ❑ ICT Policy – Strategic Implementation, Leadership and Promotion (Project number 100737), and
- ❑ The National ICT Policy Lead Project Initiatives (Project number 101112).

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 IDRC Liaison Officer and the MAAC Secretariat Office in Maputo. 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 Websites used 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, accompanied by Terry Smutylo, Director of the IDRC Evaluation Unit, visited Mozambique on 18-23 March to interview key informants. A follow-up visit was conducted after an information sharing and planning session with the IDRC Evaluation Unit in Ottawa on 15-16 April. The second visit to Mozambique, this time by the consultant alone, took place between 24-29 May 2002. The return visit was necessary to ensure validation of information and to gain further insights. Follow-up interviews were conducted with three key informants who had been interviewed during the previous visit to Mozambique as well as with six informants who had not been interviewed before. Observation visits were made to MAACS and the Manhiça Telecentre, approximately 70 km north of Maputo.

Individual interviews were conducted with

- ❑ A government Minister
- ❑ The MAACS Executive Secretary and Administrator
- ❑ The IDRC Liaison Officer in Mozambique
- ❑ Five MAAC members, including the Chairperson
- ❑ Four members, one invited member and an advisor to the ICT Policy Commission
- ❑ The ICT and Planning Advisor of the ICT Policy Commission who helped to coordinate the scripts of various working groups for the ICT Policy Implementation Strategy
- ❑ Four representatives involved in pilot or Policy Implementation Lead projects

- ❑ Three research assistants and two project participants at MAACS
- ❑ Two representatives from the private sector
- ❑ The Deputy Managing Director: Operations of TDM, the telecommunications provider in Mozambique
- ❑ The Permanent Secretary of the SADC SCU for Culture, Information and Sport (interviewed as MAACS consultant)

(Note that several informants had more than one role in the Acacia projects).

As there was no opportunity to interview some of the provincial governors during the visits to Maputo, a telephonic interview was conducted by Sna Rowen - with guidance from the consultant - with His Excellency Sr Rosário Mualeia, Governor of Gaza Province.

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 informants 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 informants 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. Three informants requested that their interviews 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 informants were involved in one project only, 1.25 hours were usually sufficient. Discussions often led to suggestions for further interviewing; in such cases the informants 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 obtain 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 can 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, as can be noted in subsequent chapters in this report.

Chapter II

THE ICT POLICY ARENA IN MOZAMBIQUE

I.1 THE POLICY PROBLEM

After a bitter armed struggle Mozambique gained its independence from Portugal in 1975. In the aftermath of the war for independence a devastating civil war ensued. Millions of refugees fled in the wake of the destruction until the signing of a peace accord in 1992 between FRELIMO and RENAMO, the two main military opponents. Mozambique's first democratic election in 1994 had a voter turnout of more than 80%. FRELIMO came to power, with RENAMO as its main opposition.

Three decades of war had devastated the country. It became one of the poorest in the world, with more than 60% of the population classified as illiterate. Life expectancy at birth was 42 years. More than 85% of its 17.5 million people lived in rural areas; unemployment was extremely high, its infrastructure in tatters and the main livelihoods of its people, such as agriculture, destroyed.

In spite of this, Mozambique has excellent potential. Divided into ten provinces, it has great geographic diversity, vast tracts of fertile agricultural land and abundant natural resources. Bordered by six countries, it has a strategic location on the coast, with a largely pristine, tropical coastline of nearly 3 000 km.

The peace and stability of the past decade has helped the Mozambican government to start tapping this latent potential. Since the late eighties the government has developed and implemented some important policy reforms to put Mozambique on the road to recovery, focusing on education, health, the national transport infrastructure, small-scale farming and the creation of a favorable investment climate. Price controls were eliminated and international exchange rates liberalized. Tourism started to gather momentum and several large-scale industrial projects were initiated with foreign investment.

Until the devastating floods which hit large parts of the country in late 1999 and early 2000, the growth rate of Mozambique remained consistently at around 10% per year, one of the highest in the world.

In spite of this, the rapid global developments in information and communication technologies (ICTs) during the early 1990s did not have any marked effect on Mozambique. In 1995 there were only 65 606 fixed telephone lines for subscribers and only 2 500 cellular connections.

With a teledensity of less than 0.4%, Mozambique had one of the lowest rates of telephone coverage in the world. There was only one Internet service provider with fewer than 100 users. The government was not active in promoting ICTs or interested in establishing a framework that would create an enabling environment for these technologies.

This had changed by the middle to late nineties, when the confluence of several developments had brought about a national focus on ICTs:

The global and regional interest in ICTs, with several major events focusing on the development of ICTs in Africa

The stability of the country, with a Mozambican government open to new ideas for development, setting priorities and searching for programs that would accelerate the social and economic development of the country after a devastating period of war and instability.

The promotion by influential individuals and credible institutions of the concept of development through ICTs, crucial to creating an awareness and understanding of ICTs.

The recognition among key decision-makers of the need for an enabling and nurturing environment for ICTs that would bring synergy to developments in the national arena.

The opportunity presented by the launch of Acacia in Africa – one of the only initiatives in an area perceived as high risk by investors in the continent.

I.1.1 The search for key areas for national development

Two successful democratic elections were held in Mozambique in 1994 and 1999, both won by FRELIMO.]

The Mozambican electorate expects effective programs from the government to alleviate poverty and put the country on the road to economic recovery. The government is thus keen to find ways in which to accelerate the development of the country and continuously searches for effective solutions to development problems.

One of the mechanisms through which this is done relates to the central planning processes of the government. Before elections FRELIMO prepares five year plans through extensive consultative processes within the party in order to show the electorate what it could offer. If elected as government, these five year programs are transformed into policies that provide a framework for government activities during the next five years.

According to some of its key figures, in the period preceding the 1999 elections FRELIMO decided to formulate a program with a stronger emphasis on science and technology. At the same time they became more aware of the important role that new technologies could play in the development of the country. The concept that ICT could be used as an effective tool for this purpose was thus of great interest to them.

(This awareness and subsequent national planning activities eventually led to a particular focus on ICT in FRELIMO's 2000-2004 development plan.)

The openness among Mozambican leaders to embracing new ideas that might accelerate the development of the country and their systematic sensitization to the importance and utility of ICTs further assisted them in focusing on ICTs as one of the priority areas of development.

I.1.2 Exposure to global and regional developments

By 1995 the world-wide foci on ICTs started to affect Mozambique, with several donor organizations taking a particular interest in promoting ICT as a development tool in Africa. On 3-7 April 1995 the *First African Regional Symposium on Telematics for Development*, organized by UNECA, ITU, UNESCO and the IDRC, was held 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 Mozambicans attended the event and the then CIUEM Director, Eng Venâncio Massingue, chaired the Scientific Committee. The communique 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.

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 the *African Information Society Initiative* (AISII), a framework for using ICTs in Africa to accelerate economic and social development. Mozambican delegates also participated in this conference. In 1997 a number of leading Mozambicans attended the first *Global Knowledge Conference* (GK I) in Toronto, Canada; the activities preceding this event also helped to create greater awareness of ICTs among Mozambican decision-makers.

According to Dr Eneas Comiche, previous key government Minister for Social and Economic Affairs and later Chairperson of the Mozambique Acacia Advisory Committee, the exposure of key individuals to these and other global and regional events had a great impact on their thinking. “It was important for Mozambique to be part of the global information society”. The government felt that they had to “move as quickly as possible” to organize themselves and that they had to “take steps in a big manner” in order to take part in the development of this field in the region and in Africa.

I.1.3 Recognizing the need for a policy framework

As part of its focus on economic development, in the early nineties the Mozambican government initiated programs for the restructuring or privatization of state-owned and parastatal organizations, and for reform of the banking and financial sector. In 1992 the Privatization Act was passed which called on the privatization of all state owned enterprises.

By 1994, about 400 small to medium sized companies had been sold. The National Telecommunications Institute of Mozambique (INCM) was created as the independent regulatory body responsible for, among others, licensing and international relations. The national telecommunications operator was transformed into Telecommunications of Mozambique (TDM), a commercial venture with the government as the only shareholder and the sole supplier of basic telecommunications services in the country. Over the years it has entered into a number of partnerships with organizations such as Telecom de Portugal, Swedtel, Group VisaBeira and others to improve its technology, services and coverage.

Although the pervasive poverty in the country prevented extensive penetration of communication technologies into the rural areas, the infrastructure, services and technology were improved by these actions. By 1998 the lines for subscribers had grown from 75 342 and for cellular phones to 6 725 connections. Although its teledensity was still one of the lowest rates of telephone coverage in the world, the country's access to the Internet was increasing rapidly. In 1998 there were nine Internet service providers and 6 000 Internet users (albeit all concentrated in the major cities, especially Maputo, with 75% of all users).

These developments were all playing a role in facilitating the use of ICTs in Mozambique, but the lack of a coordinated effort to promote these technologies on a national basis was limiting further growth. Imported equipment was expensive, as were connectivity and Internet access. The telecommunications infrastructure in rural areas also remained inadequate.

There was a danger that efforts to address some of these problems could become haphazard and fragmented between different sectors. The need for policy frameworks that would create an enabling and nurturing environment for ICT use in the private and public sectors became evident among key decision-makers in the government and other leading figures championing ICTs for development in Mozambique. This need for a national policy was further emphasized at various international and regional events, including at the ISAD Conference held in South Africa in 1996 and in the resulting AISI framework.

On 4-5 Feb 1997 the IDRC and the World Bank supported a national workshop, *Towards an Information Society*, organized in Maputo by the CIUEM. It was attended by more than 100 Mozambican participants from Maputo and the provinces. It aimed to initiate the Mozambique Acacia National Strategy (refer to I.1.5) by developing concrete proposals based on the deliberations at the 1996 Symposium.

This resulted in the identification of priority areas for the use of ICTs. A number of recommendations were made, the most important of which was to set up a high-level advisory committee to develop a national ICT policy, consisting of members from the government who would be in a position to endorse a national policy following a drafting process. This process would get input from an “advisory group” comprising all stakeholders, as well as from a series of awareness building workshops, some of which were to be held in the provinces.

I.1.4 The emergence of local ICT champions

There was no significant activity in Mozambique in the field of ICTs until the middle nineties, when the University of Eduardo Mondlane took the lead in promoting these technologies for development in Mozambique. They organized seminars on ICT and worked hard to convince a variety of stakeholders such as government, academic institutions, the private sector and others to attend and participate in these events. Studies were done and papers presented to highlight the importance of ICT and the potential for its pervasive use across all sectors of society.

The key agency in these initiatives was the Centro Informatica de Universidade Eduardo Mondlane (CIUEM). The CIUEM is still today widely recognized as the leading ICT organization in Mozambique. At the time the driving force behind CIUEM was Eng Venâncio Massingue, the then Director of the Center. Now Vice-Rector of the University, Massingue is widely acknowledged as a visionary in ICT who has contributed greatly to the development of this field in Mozambique.

During his term as Director of CIUEM, he formed close links between his institution and the government. For more than a decade CIUEM provided technical support and advice to various Ministries on matters related to ICT. The close links between Massingue and the government would prove to be a key factor in the support by the government of ICT as a national, cross-cutting priority for development. Massingue stimulated the interest of government in ICTs at the highest level. He discussed ICTs and the Acacia concept with both the Prime Minister and Comiche upon his return from the first *African Regional Symposium on Telematics for Development* held in Addis Ababa in 1995. He spoke to the Cabinet about ICTs, arranged for demonstrations and training which included President Chissano, and worked tirelessly to ensure that they were exposed to, or participated in, national think-tanks around ICTs.

This resulted in the endorsement and promotion of the concept of ICTs for development by several key figures, including the President and Prime Minister of Mozambique.

I.1.5 The opportunity: The launch of Acacia

At a 1996 UNECA Symposium Massingue met with Kate Wild of the IDRC and told her of the efforts to develop the ICT field in Mozambique. This meeting started the process of consultation between IDRC officials – who were already interested in bringing Mozambique into the proposed Acacia program - and key Mozambican figures. The discussions led to Mozambique becoming one of the priority countries for implementation of Acacia.

The Acacia Program – a new approach within the IDRC portfolio and Canada's contribution to the AISI - was launched in March 1997. It focused its activities in four countries, *i.e.* Mozambique, Senegal, South Africa and Uganda. It had as a central hypothesis that ICTs will empower communities to take effective control over their own development. To test this hypothesis, it proposed to establish a number of different models of community access through linked and simultaneous action in four areas: policy, infrastructure, tools and technologies, and applications. It was envisaged that this would stimulate the demand for, and supply of, connectivity at a community level.

At the time there was still considerable skepticism about the development potential of ICTs for Africa. Donor agencies and governments were not keen to invest in ICTs and even interest from the private sector was limited. Few African countries were connected to the Internet and new policies on ICTs and liberalization of the telecommunications sector were only beginning in a few countries. The IDRC was one of the only agencies prepared to invest in the support of demonstration and policy projects in what was at the time perceived as a high risk area for African development.

On 23 Jun 1997, while attending the first Global Knowledge Conference in Toronto, Canada, the President of the IDRC and Minister Comiche, on behalf of the Government of Mozambique, signed a Memorandum of Understanding for the implementation of the Acacia Initiative in Mozambique.

I.2 THE ICT POLICY ROLE PLAYERS

The ICT policy role players – those who are well positioned to grapple with issues in the ICT policy arena - are noted and mapped below using a categorization by Lindquistⁱ.

I.2.1 “Sub-government” Role Players

i) National government Ministries: Mozambique has 22 Ministries who have the task of fulfilling commitments made in FRELIMO's election manifesto. As ICT is a cross-cutting issue, all Ministries have some role to play in the policy process. Several Ministries emerged as key players participating, for example, in the ICT policy formulation process and using the results of the policy process for their own Ministries. These include Social and Economic Affairs; Education; Higher Education, Science and Technology; Planning and Finance; and Transport and Communications.

ii) The Cabinet: The Cabinet has the task to approve policies. It was also the target for the efforts by Massingue, Comiche and Manhiça to create an awareness among Cabinet members of the importance and potential of ICTs.

iii) Key Individuals: Several individuals linked to the government emerged as key role players in the ICT policy process. The most prominent was the President, Joachim Chissano, supported by the Prime Minister, Dr Pascoal Mocumbi. Their support gave ICTs and the ICT policy process great prominence. The Prime Minister was appointed by the President to chair the ICT Policy Commission. Dr Eneas Comiche, then Minister for Social and Economic Affairs and widely recognized as the “chief minister” in the Cabinet, was also instrumental in creating awareness in government about ICTs.

iv) The ICT Policy Commission: On 27 May 1998 a Presidential Decree formally created the National Informatics Policy Commission (or ICT Policy Commission), a high-level task force chaired by the Prime Minister.

v) Parliament: Draft policies are supposed to be debated in Parliament, but due to the length of the process – often more than two years - this step is sometimes ignored in order to ensure that key policies are approved and implemented within a reasonable time. The draft ICT Policy was never submitted to Parliament for their discussion and approval.

vi) Provincial governments: Provincial governments and in particular the Provincial Governors usually form part of consultative processes of the national government. Where applicable they are also responsible for translating national government policies into strategies suitable for their provinces.

ⁱ Discerning Policy Influence: Framework for a Strategic Evaluation of IDRC Supported Research; Evert A Lindquist. Framework prepared for the IDRC, p 7.

I.2.2 The “Attentive Public”

i) UEM, especially through the CIUEM: As the main center of academic expertise and research in Mozambique, the University of Eduardo Mondlane has the potential to play an important role in research underpinning ICT policy and implementation strategies and in acting in advisory roles. This is due to the concentration of expertise found in the institution in different disciplines related to ICTs, both in the technical and social sciences.

A key agency in the ICT arena is the Informatics Center of the University of Eduardo Mondlane (Centro de Informatica da Universidade Eduardo Mondlane - CIUEM). It has more than 80 staff organized in eight departments. Over the years it has had support and grants from a variety of local and international partners, including the World Bank, the Dutch government and the British Council. Among others it focuses on training, distance education and computer-based learning. It has also set up a variety of agreements with international suppliers of computer equipment, whereby it guarantees the provision of maintenance services. It established the University's LAN and was the first provider of low cost email services through the Internet to NGOs, businesses, government and members of the international community. It also has a software division which solves local problems in an innovative manner. Partnerships with other University departments focus on methods to improve teaching and to bridge gaps between school and university. It has launched projects to create a greater awareness of ICT in the country and develops Websites as well as local Web content through its Department of Information Services and Content Development.

ii) Key individuals: During the nineties the driving force behind CIUEM was Venâncio Massingue. Now Vice-Rector of the University, he is widely acknowledged as a visionary in ICT who has contributed greatly to the development of this field in Mozambique. In spite of being appointed Vice-Rector of the University in 1997, he remains very actively involved in the ICT arena. He is joined by several other ICT champions, among them Comiche and Manhiça, who later headed the secretariat for the ICT Policy Commission, and Polly Gaster of CIUEM who headed the first telecenter initiatives in Mozambique. The Acacia (and other) project leaders are also important role players in the ICT policy arena due the potential effect of their work on policy.

iii) The Mozambique Acacia Advisory Committee (MAAC): The Memorandum of Understanding between the IDRC and the government of Mozambique in 1997 made provision for the establishment of a Mozambique Acacia Advisory Committee (MAAC), as well as a Secretariat (MAACS) to support the activities of the committee. Such a management mechanism was seen as instrumental in providing critical advice and direction - drawing on its knowledge of local institutions and processes - in order to facilitate the Acacia projects over the planned five year program.

iv) MAACS: The MAAC Secretariat (MAACS) is both an organizational structure and an Acacia project. Established in Aug 1997, MAACS operates out of the Office of the Vice-Rector of the University of Eduardo Mondlane. Massingue is the Executive Secretary of MAACS.

v) NGOs, CBOs and civil society bodies: These organizations have the potential to play an important role in the ICT policy processes by acting as pressure groups or as participants in think tanks on ICT. There are no civil society bodies that focus specifically on ICTs.

vi) The private sector: There is an emerging ICT private sector in Mozambique consisting mainly of small entrepreneurial companies. There are no coordinating bodies for the ICT private sector in Mozambique, except for the Mozambique Internet Provider Society, which aims to bring together users, service providers, operators and regulators to collaborate on matters of common interest (*check*).

vii) TDM and INCM: In 1992, as part of the parastatal reform program, the national telecommunications operator was transformed into Telecommunications of Mozambique (TDM), an independent state-owned company and monopoly service provider for basic services, switching and transmission, as well as cellular services. TDM was restructured to function as a commercial entity with financial autonomy and responsibility for planning, installation and operation of the national and international network. It underwent numerous internal reforms designed to increase efficiency and profitability. It also entered into a number of joint ventures for the delivery of value-added and complementary services.

At the same time in 1992 the telecommunications law which established TDM created the National Telecommunications Institute of Mozambique (INCM) as an independent regulatory body. INCM has several responsibilities including licensing, spectrum management, the formulation and interpretation of sector policy, international relations, and defining and monitoring compliance with the performance targets set for TDM.

viii) The media: The Mozambican print and voice media are able to play active roles in promoting ICT use and creating an awareness of ICTs among the general public. They can therefore play a crucial role in keeping the public and pressure groups (should these exist) informed of developments in the field.

xiv) Consultants: In Acacia local consultants have been used in research studies and surveys to inform policy and to help design implementation strategies. Their work in partnership with foreign consultants often results in an exchange of expertise.

x) Think-tanks: Various think-tanks have been created around ICT policy and strategies, mainly through a series of national and international symposia and conferences on ICTs held in Mozambique during recent years. Recently, efforts have been made to expand these into the provinces to focus on their specific requirements and approaches.

xi) FRELIMO: The ruling party, FRELIMO, takes a central planning approach. Ministries implement their respective sectoral components of the official national vision for the country. Before elections FRELIMO prepares five year plans through extensive consultative processes within the party in order to show the electorate what it could offer. If elected as government, they transform these five year programs into policies that provide a framework for government activities during the next five year period.

I.2.3 International Interests

i) Foreign governments: Foreign governments have the potential to exert great influence over policy making processes through their development/aid agencies in Mozambique. Although some work through partnerships with national or provincial governments, these agencies often drive development priorities and projects in developing countries.

Since the nineties several have been active in the ICT arena in Mozambique. One of the most prominent has been the Canadian IDRC through its Acacia program. The Netherlands and Italian governments were also early supporters of Mozambican ICT initiatives.

During the past three years the interest in ICTs in Mozambique among development agencies has increased dramatically; many more are now active in supporting ICT type projects. The support from these organizations, and their involvement in the conceptualization of international, regional or national events in the field of ICTs can play a significant role in shaping policy thinking and expertise in developing countries.

ii) Private donor agencies: A number of private foundations and donor agencies are also active. As in the case of foreign governments, these donor agencies can exert great influence in the ICT arena through funding for, and management of, development projects, as well as through their choice of consultants.

iii) International development organizations: International agencies such as the World Bank, UNDP and USAID have been active in supporting ICT activities in Mozambique. The World Bank has supported think-tanks on ICTs and have been involved in SchoolNet and other ICT projects. UNDP initiated a *Sustainable Development Network Program* based in MICOA (the environmental coordinating Ministry) and worked with CIUEM to support networking in the provinces. The Leland Initiative of USAID supported the expansion of the Intranet infrastructure to the provinces.

iv) Regional structures and initiatives: Within the new spirit of an African renaissance there is a strong focus on efforts to stimulate cooperation and partnerships within the southern African region and across Africa. The New Partnership for African Development (NEPAD) has ICTs as one of its priorities. The policies and initiatives (including projects, symposiums and think-tanks) of organs such as SADC and the African Union, as well as NEPAD, can have a significant influence on domestic policies and strategies.

v) Foreign consultants: The use of foreign consultants – usually from the countries providing the support - is a major force in this respect. Acacia supported projects have made use of carefully selected foreign and local consultants, sometimes working together on a project. Development agencies often use only foreign consultants without recognizing indigenous expertise and without ensuring transfer of expertise and local capacity building or an understanding of, and sensitivity to, local traditions and conditions. Governments in Africa and local development agencies also frequently use foreign consultants.

vi) Foreign private companies: It is possible that such companies, often in partnership with local ventures, can act as pressure groups for policy change, especially if they are large concerns.

I.3 THE ANALYTICAL CAPACITIES OF THE ROLE PLAYERS

During the nineties very little was known about the effects of the introduction of ICTs on the continent – or in developing countries in general. In some African countries commercial ICT ventures were developing reasonably fast, yet attempts to facilitate broader community access to ICTs were few and tentative.

In most cases there was little sound information that could inform policies, strategies and implementation. For example, there was no solid body of knowledge and experience in Africa that could facilitate the establishment and operation of telecenters in a particular country. Methods and approaches for implementation might have to differ from region to region and from country to country, yet there were no mechanisms through which to share and compare experiences.

This meant that nearly every project was an experiment and subject to a substantial risk of failure - which few organizations were prepared to take. Furthermore, few countries attempted to design ICT policy frameworks and few academic centers focused on building capacity in technical and especially policy research in ICTs.

Without a systematic study it is impossible to comment in any detail on the analytical capacities of the policy role players noted above. However, the prevailing situation in the nineties indicates that there was limited capacity and experience on the continent in ICT policy research and design, and few practical experiences that could serve as models for policy decisions. Where capacity existed, it was mainly focused on the technological aspects of ICTs - providing infrastructure, products and services without insight into the accompanying socioeconomic issues.

This was no different in Mozambique in 1995 when the interest in ICTs started to take root. Technical (not socioeconomic) ICT research expertise resided mainly in CIUEM. Polly Gaster was one of few who had the socioeconomic expertise required to work with the technical experts on ICTs for development. There was very little postgraduate expertise in ICTs and even less so in policy research. Technical expertise existed to some extent in the private sector and in TDM and INCM.

The lack of awareness of ICTs in the national and provincial governments and in civil society implied that analytical experience in policy research and design outside the academic centers and some private companies was even more limited. Mozambique thus had to draw extensively from international expertise, yet even in the international arena there was a lack of relevant experience.

This meant that the demonstration projects, research and policy work done on ICTs for African development during the past decade were pioneering and nearly always had to be executed with very limited capacity and experience.

Those responsible for constituting MAAC/S as well as the ICT Policy Commission (the main formal ICT “think-tanks” in Mozambique) made an effort to draw into the ICT project and policy processes the best individual local ICT expertise available, while still ensuring representation from key sectors and role players. The ICT Policy Commission working groups depended heavily on their own expertise as well as on input from foreign consultants and from national and international studies.

For the Policy Implementation Strategy an international “expert task team” of 12 people was put together. The team included six local experts from the private sector, government, NGOs and other sectors. This approach enabled the sharing of expertise and the building of capacity in ICT policy and strategy development in Mozambique.

As ad hoc “think-tanks”, the series of symposia held before and during the ICT policy process provided an opportunity to mobilize local and even international expertise across a broader front. According to several observers, the presence of key decision-makers at international and regional conferences and symposia assisted in broadening their policy insights.

Some of the most experienced specialists were mobilized from international sources. This was provided mainly by the IDRC, especially in the person of Kate Wild who helped to guide processes and inputs.

She is greatly respected in southern Africa and has received generous praise from all involved - both for her knowledge and her commitment to the ICT policy and strategy processes in Mozambique. According to several key decision-makers her involvement contributed significantly to ICT capacity building in Mozambique. The inputs of several other IDRC staff members were also appreciated. A number of studies were conducted by international consultants who could draw from their ICT experiences in other parts of the world.

I.4 POLICY COMMUNITIES AND ADVOCACY COALITIONS

The following section aims to position the policy role players within the broader ICT environment. The interpretation is still open to debate. In the case of ICTs only one (potential) advocacy coalition could be identified with any amount of certainty. The other alliances should perhaps be described more accurately as “policy communities” or “networks”. (These are tentative identifications and are still open to debate.)

Dominant Coalition

The President
The Cabinet
Key National Ministries
Provincial Governments
FRELIMO

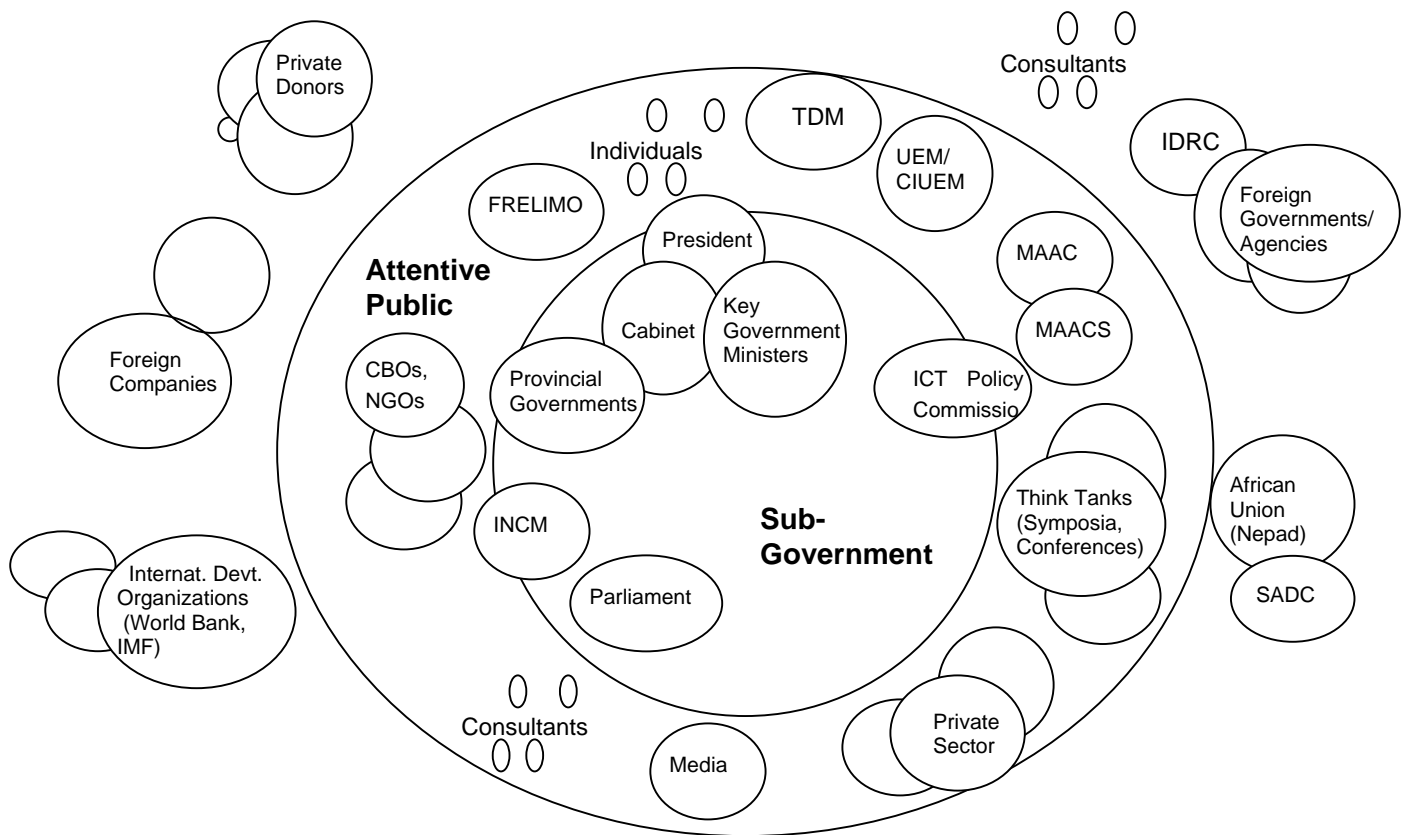
Primary Policy Community / Network

Massingue and other individual ICT champions or “policy entrepreneurs”
The ICT Policy Commission
The Cabinet
National Ministries (especially the key Ministries noted in I.2.1.i)
CIUEM / UEM

Secondary Policy Community / Network

MAAC
MAACS
The ICT Policy Commission
The IDRC (Canadian Government) / Kate Wild
Consultants
Acacia project leaders

THE POLICY ROLE PLAYERS



Chapter III

THE INTENT AND SCOPE OF THE ACACIA PROJECTS

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 next section is taken 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. In this manner a flexible research agenda was retained.

Acacia was thus in essence designed to develop and highlight lessons (through ELSA) that could support replication or adaptation elsewhere. Hence it was implicitly in a position to influence policy.

III.2 ACACIA IN MOZAMBIQUE

ACACIA IN MOZAMBIQUE: OBJECTIVES
<p><i>To support the efforts of the government to link the country to the global economy and information society in order to build a more equitable society;</i></p> <p><i>To focus on the specific needs of poor rural communities, i.a. by forming alliances with other organizations to extend capacities, infrastructure and services beyond their target areas;</i></p> <p><i>To seek out projects through which lessons could be learned to facilitate future decision-making on investments in ICTs, by government, the private sector and the donor community;</i></p> <p><i>To make lessons learned about best practices in Mozambique available to other countries in the region.</i></p>

When its third objective is taken into consideration, policy influence seems to have been an underlying focus of Acacia Mozambique. The program was structured to enable the learning of lessons that could – among others – influence policy. It was in any case too early in the development of the ICT arena in Mozambique to aim for specific policy influence strategies and outcomes. The IDRC also does not normally aim to exert a particular policy influence, but rather to create an environment which can facilitate and inform policy formulation.

According to Massingue, with the assistance of Kate Wild Acacia Mozambique was conceptualized and designed as a cohesive and integrated approach that had the potential to link all the projects (at least in this study) to policy influence. He believes that “you make valid what you say by proving it; obtain funding needed to prove the validity of the hypothesis and to implement on a larger scale what has been proven to be the right approach”. Then policy can be formulated “that gives direction to what needs to be done and facilitates the expansion of proven pilot projects”. The validation of the concept was therefore linked to projects that would have an impact on policy.

Under Massingue’s leadership and based on these principles, in 1992 CIUEM became the driver of a process for the design and implementation of the university ICT policy and strategies. It had several Mozambican partners and financial support from the Netherlands. Massingue soon wanted this university model to be transposed to the national level, among others because he felt the need to create a national environment that would support the university ICT activities, for example by facilitating the import of equipment at reasonable cost.

In looking for opportunities to promote his concept he found a perfect fit with the IDRC ideas for the development of ICTs in Africa. In order to validate these ideas in the national context they required funding for key projects, a process driven by a number of key persons, policy support and an aggregation of as many stakeholders as possible. Acacia in Mozambique therefore used a multi-stakeholder approach and a strategy of developing concrete projects coupled with a broad-based national information policy framework, supported and directed by a high level stakeholder, the Mozambique Acacia Advisory Committee (MAAC).

Through the IDRC and Acacia, the Government of Canada became the main funding partner of the Government of Mozambique in the emerging ICT policy arena in the country.

In June 1997 the IDRC arranged a mission to Mozambique to initiate concrete project development. Consultation followed with a range of national partners. These included organizations and field stations in Tete and Manhiça provinces, government departments and ministers, representatives of women's organizations, the UEM, school principals and teachers, and private sector companies.

This process resulted in six activities approved at the end of the fiscal year. Four of these became the key projects for the initial phase of Acacia:

- ❑ Establishing two Pilot Telecenters: A Feasibility Study
- ❑ The Mozambique Acacia Advisory Committee Secretariat (MAACS)
- ❑ The Formulation of an Information and Communication Policy
- ❑ An Introduction of ICTs in Secondary Schools and Teacher Training Colleges
- ❑ Although small (less than US\$10 000), a fifth project on the *Development of a Business Plan for the Establishment of Sustainable Internet Service Provision in Beira* ensured that the Catholic University played a larger role in ICT than it otherwise might have done.
- ❑ The sixth project was a *Connectivity Strategy for Natural Resource Management for Tete and Manhiça Provinces*. For various reasons the implementation of the project was delayed by four years until it was finally launched in 2001.

As the projects were launched and the Mozambique Acacia Advisory Committee started its work, more projects were added within the stated priorities.

II.3 THE POLICY INTENT OF THE ACACIA PROJECTS

The five projects under consideration in this study are the following:

- ❑ The Mozambique Acacia Advisory Committee Secretariat (Phase I)
- ❑ The Mozambique Acacia Advisory Committee Secretariat (Phase II)
- ❑ Formulation of a National Information and Communications Policy
- ❑ The ICT Policy: Strategic Implementation, Leadership and Promotion
- ❑ The National ICT Policy Lead Project Initiatives

The last two projects have not yet had time to produce lessons that could influence policy and should possibly not have been included in this study; at best it is possible to speculate about their intent. The consultant has therefore decided to include some of the projects *preceding* the National ICT Lead projects in this study.

III.3.1 The Mozambique Acacia Advisory Committee Secretariat (Phases I and II)

Once Mozambique was included in the Acacia Initiative, one of the first steps was to put in place a structure through which the Mozambique Acacia projects could be managed.

In the absence of an IDRC presence in Mozambique, an alternative focal point had to be found. The Memorandum of Understanding between the IDRC and the government of Mozambique in 1997 made provision for the establishment of a Mozambique Acacia Advisory Committee (MAAC), as well as a Secretariat (MAACS) to support the activities of the committee.

Such a management mechanism was seen as instrumental in providing critical advice and direction - drawing on its knowledge of local institutions and processes - in order to facilitate the Acacia projects over the planned five year program.

MOZAMBIQUE ACACIA ADVISORY COMMITTEE: TERMS OF REFERENCE

- ❑ *Act as a consultative body, responding to national and regional ICT development priorities and focusing on creating an enabling environment for disadvantaged communities' access to ICTs.*
- ❑ *Ensure that Acacia develops in response to community needs while at the same time balancing competing demands on Acacia resources.*
- ❑ *Review and approve program focus areas and adjust them as required to ensure consistency with evolving national development priorities.*
- ❑ *Review individual project proposals before submission to the IDRC and ensure that key cross-cutting issues, for example research priorities, gender and human resource development were adequately reflected in Acacia activities*
- ❑ *Review the program learning and evaluation strategy and ensure that it was adequately reflected in proposals. Lessons learned to be transferred to appropriate institutions in Mozambique and to the Acacia program, using Acacia's Evaluation and Learning System (ELSA).*
- ❑ *Approve annual reports on Acacia to the Mozambique authorities.*

**MOZAMBIQUE ACACIA ADVISORY COMMITTEE SECRETARIAT PHASE I:
TERMS OF REFERENCE**

- ❑ *To inform and service MAAC,*
- ❑ *To stimulate public awareness of ICT and development issues in Mozambique, and*
- ❑ *To assist in identifying research and project development needs.*

The MAAC Secretariat (MAACS) is both an organizational structure and an Acacia project, designed to support the Advisory Committee in all its activities. Established in August 1997, MAACS operates out of the Office of the Vice-Rector of the University of Eduardo Mondlane, who is also the Executive Secretary of MAACS.

In spite of being appointed Vice-Rector of the University in 1997, Massingue remains actively involved in the ICT field. He is supported by an Administrator, a driver and a team of technical and research assistants who work on MAACS projects – usually senior engineering and informatics students from the University – as part of their formal education.

MAACS had to collect and maintain information on ICT projects in Mozambique, with a focus on those aimed at extending community access through work in the areas of policy, technology, infrastructure or applications. It had to prepare reports for MAAC on Acacia projects in Mozambique and elsewhere in the region, with particular emphasis on the Acacia crosscutting issues and programs and their relevance to the Mozambique initiative. It had to disseminate these reports, including lessons learned, to the media and through the Internet. The data gathering and dissemination activities were not to be confined to Acacia projects, but had to explore a possible broad approach to the coordination of ICT investment in Mozambique and to encourage closer and more transparent donor collaboration on ICT.

Where required by MAAC, the Secretariat was to prepare technical studies and identify areas where tightly focused research could facilitate project development. It also had to identify needs for technical expertise as well as national and international sources of such expertise. In its project document it was envisaged that the MAACS research would “respond flexibly to specific short-term needs identified in Acacia project exploration, development and implementation”. In addition, “one major research item” would be supported in each phase.

MAACS Phase II started in 2002. It was needed to help address the situation where the political will to encourage the use of ICTs for social and economic development was strong, yet the existing capacity was weak. Some of the main weaknesses in MAACS I were identified by the Executive Secretary as foci for improvements during MAACS II. In its new phase MAACS has planned to increase the network of trained people and ICT projects in Mozambique. It set out to provide leadership, coordination and administrative support to Acacia in Mozambique, and to provide ICT expertise through research and advice to other projects.

MAACS II will collect, analyze and synthesize data and information that can provide a firm foundation for planning in future, free from political agendas. There is to be a greater focus on monitoring in conjunction with ELSA, and on the dissemination of the lessons and results of Acacia research and other ICT initiatives within and outside Mozambique.

It is to continue to play an important role in assisting with proposal development, finding appropriate partners, liaising among projects and initiating research that can support the ICT Implementation Strategy. In consultation with its ICT partners, it will also investigate options to integrate an ICT research and education component in a new Mozambique ICT context outside Acacia.

MOZAMBIQUE ACACIA ADVISORY COMMITTEE SECRETARIAT PHASE II
<p>Goal:</p> <p><i>To increase the network of trained people and ICT projects in Mozambique that can support the implementation of the ICT Policy Implementation Strategy.</i></p>
<p>Objectives:</p> <p><i>To provide leadership, coordination and administrative support to the Mozambique Acacia Program</i></p> <p><i>To support the provision of ICT and technical expertise via research and advice to other projects</i></p> <p><i>To support the future monitoring efforts of the Acacia ELSA</i></p> <p><i>To disseminate results of Acacia research and other ICT initiatives both within and outside Mozambique in order to encourage appropriate and wider use of ICTs in Mozambique.</i></p>

The intent to influence policy

Nowhere in the MAAC project documentation available for this study was it explicitly stated that MAAC had to influence public policy. Discussions with several MAAC members, including the Chairperson, Dr Eneas Comiche, confirmed that they never saw “policy influence” as part of their task. On the other hand discussions with the two key participants in the planning of Acacia in Mozambique indicated that they “*always saw MAAC as having a role in policy*”. According to Kate Wild “*MAAC was in fact managing the policy process*” and “*policy was always on the table as a major issue for MAAC to address and policy influence was always understood as part of its mandate*”.

However, policy influence was implicit in MAAC and the MAACS’s work. The rationale for MAAC was to expand the use of ICTs in key development sectors in Mozambique – and this would include a focus on policy development. In addition, MAAC’s leadership position as a source of expertise implies that they would most certainly have been drawn into a policy advice role. Furthermore, their involvement in project proposals and demonstrations means that their activities could influence policy in that manner. The lessons learnt through their work (via ELSA) could also be used to influence policy.

Some of the conflicting views with respect to the role of MAAC probably stems from the fact that MAAC did not *consciously* pursue policy influence. Furthermore, as expert group its key individuals were involved in the ICT Policy Commission. Its “policy influence” was based on the inputs of its individual members rather than on the body as a whole. According to Comiche “*It is not easy to know where MAAC’s role begins and ends and where the (ICT Policy) Commission’s role begins and ends*” with regard to the ICT policy and strategy, as they “*used to discuss at a certain level MAAC preparing the ground for the final decisions to be taken by the Commission and the Cabinet*”. Comiche felt that the type of information generated in MAAC was the kind of information that was extremely useful and it was taken into the policy-making process by individuals who sat on both bodies – even though MAAC according to him did not consciously focus on “influencing policy”.

During the ICT Policy process the MAAC/S policy role was spelt out more clearly in an ICT Policy project document: The Commission’s work “was to be supported by an advisory committee in the form of MAAC” This committee was to “assist in the policy documentation process and in the dissemination of results”.

According to Massingue, MAAC was conceptualized as “the body to stimulate the policy environment” and MAACS as the “academic driver” behind key concepts and processes. The fact that MAACS had to play a leadership role in ICTs in Mozambique meant that he would definitely have an influence in the policy arena through his leadership in the field. The MAACS advocacy role in creating awareness of ICTs and its responsibilities in the organization of national and international networking events would provide an environment that could nurture policy influence. MAACS was also responsible for research and other technical studies that would support Acacia in Mozambique. This opened another channel for policy influence through its activities.

MAACS Phase II is in essence an expansion of the responsibilities of MAACS I, with a focus on the Policy Implementation Strategy. Its potential effect on policy therefore remains strong and should increase, especially if its search for the institutionalization of ICT research and education components outside Acacia is successful.

III.3.2 Formulation of a National Information and Communications Policy

During the nineties Mozambique increasingly placed emphasis on the need to participate in various initiatives in Africa which seek to make developing countries active participants in the Global Information Society.

Since 1994 there was also a growing awareness among key individuals within and outside the government that Mozambique needed an ICT policy. This issue emerged several times at national and international forums, including during Mozambique's participation in the ISAD conference in 1996, the international Symposium on Informatics and Development (Maputo, June 1996) and the workshop Towards an Information Society, Maputo in February 1997.

With ten members of Government present at the Informatics and Development Symposium, the concept of a national policy received great support. One of the main recommendations of the national workshop held in 1997 was that a high level committee should be set up to develop a national ICT policy. It was recommended that the committee should consist of members from Government who would be in a position to endorse a national policy following a drafting process. This process would get input from an “advisory group” comprising all stakeholders, as well as a series of awareness building workshops, some of which were to be held in the provinces.

Even before this workshop the IDRC had been informally approached to support a consultative process that would create a team of Mozambique experts with several international specialists in an advisory role. The IDRC was interested in incorporating this into its Acacia initiative.

Taking cognizance of the 1997 workshop recommendations it was decided that an Acacia intervention on the policy side would be launched that would focus on supporting the development of a “National Informatics Policy (NIP)” as it was then called, and encouraging the government to move ahead with the telecommunications policy reform process involving a broad range of interests.

On 27 May 1998 a Presidential Decree formally created the National Informatics Policy Commission, a high-level task force chaired by the Prime Minister, Dr Pascoal Mocumbi, and composed of the Ministers of Social and Economic Affairs; Higher Education, Science and Technology; Education; Planning and Finance; and Transport and Communications, the University’s Vice-Rector for Administration and Resources Eng Venâncio Massingue; the Managing Director: Operations of TDM; and an Executive Secretary, Dr Salomão Manhiça who understood policy work and had a great interest in ICT, and who could coordinate the writing of the document. Dr Eneas Comiche, MAACS Chairperson, a Member of Parliament and a lawyer were invited on a permanent basis to the Commission sessions.

FORMULATION OF A NATIONAL INFORMATION AND COMMUNICATIONS POLICY: OBJECTIVES
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| <p><i>To lay down the steps and measures leading to the production of the ICT policy of the government of Mozambique</i></p> <p><i>To establish an environment that fosters the development of information and communications in society, but encouraging cooperation and partnership between the public and private sectors</i></p> <p><i>To ensure universal access to educational, scientific and development resources through ICTs</i></p> <p><i>To ensure that key economic and social sectors have access to ICTs</i></p> <p><i>To establish standards for computer equipment and systems in order to promote utilization of existing resources and investments</i></p> <p><i>To promote the training and development of HR as well as the recognition of ICT professionals</i></p> <p><i>To promote the dissemination of ICT among high-ranking officials, community leaders and at the grassroots level</i></p> <p><i>To promote the development of the national information and technology industry and services, thereby benefiting all sectors of society</i></p> |
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To identify and develop appropriate IT applications in key areas for economic, social and scientific development.

The Commission was tasked to complete by 2000 a new national ICT policy together with appropriate mechanisms necessary for its implementation by all sectors and institutions. It was to be based on extensive consultation between the government, the telecommunications sector and the public at large, with accompanying institutional mechanisms for multi-sectoral application. The Commission's work was to be "*supported by an advisory committee in the form of MAAC*". This committee, through its Secretariat, was to assist in the policy documentation process and in the dissemination of results.

According to the Memorandum of Understanding signed between the IDRC and the Mozambican government, Acacia would "*seek an appropriate balance between national and provincial needs and perspectives and between the state and the private sector*". Acacia in Mozambique would therefore have a special interest in ensuring that community-based organizations would be represented in stakeholder discussions as the ICT policy developed.

The intent to influence policy

As two related policies already existed at the time (in information and telecommunications), this effort might be described as "the fundamental re-design of policies".

However, as noted in Section I.5, it could be more accurate to regard this initiative as an attempt to create a new policy regime in Mozambique.

III.3.3 The ICT Policy: Strategic Implementation, Leadership and Promotion

On 12 Dec 2000 the draft National ICT Policy was approved by the Council of Ministers of Mozambique. This marked the end of five years of concerted efforts by leading figures to ensure that Mozambique could join the global information society. Up to that point, the country's ICT development was held back by the lack of a policy framework that could guide its development across different sectors and levels of society.

According to the policy document, *“the absence of a common reference framework had led to the adoption of ICTs in the country in a casual manner, disordered and uncoordinated, with all the negative consequences that arise from this: duplication of effort, inadequacy and incompatibility of solutions, and unnecessarily high costs”*. The very limited resources were concentrated in small areas, thus exacerbating the existing imbalances.

The establishment of a wide-ranging Policy was therefore a major step forward for the Mozambican government. It avoided the common situation elsewhere where, in the absence of an existing national ICT policy, the tendency is towards the creation of sector-dependent policy that addresses only their own ICT needs.

The ICT Policy Commission who coordinated the development of the policy, was given the task to develop the fully-fledged Policy Implementation Strategy. Funding was obtained from the Acacia initiative and the government. TDM, BIM and other Mozambican institutions also allocated funding to the project.

This project is to yield an ICT strategy and implementation plan, a training program and tools for use at senior political levels, and a conference program adapted to Mozambican requirements.

THE ICT POLICY: STRATEGIC IMPLEMENTATION, LEADERSHIP AND PROMOTION
<p>Goal:</p> <p><i>To create conditions favorable to the successful implementation of Mozambique’s ICT Policy</i></p>
<p>Objectives:</p> <p><i>To develop a strategic implementation framework that will foster the enabling conditions for the growth of a knowledge-based economy and society in Mozambique.</i></p> <p><i>To increase ICT understanding at the highest levels of political leadership within the country</i></p> <p><i>To design a conference/exhibition program that will place Mozambique’s experience with ICTs in a global context and attract investment into Mozambique from major international private sector actors in the ICT sector.</i></p>

The intent to influence policy

Rather than intending to influence policy, this project focuses on policy implementation. It is likely that lessons learned during these policy implementation processes will lead to modification of the ICT policy regime in future.

III.3.4 The National ICT Policy Lead Project Initiatives

ICT skills shortages, limited ICT applications experience in public and private sectors, and inadequate ICT infrastructure across most of the country pose challenges to overcome after the ICT policy has been implemented. In addition, a range of development priorities (e.g. basic health care, universal primary schooling) compete with these technologies for scarce public and donor funding. It is therefore crucial for Mozambique to develop appropriate skills and capacity in ICT.

This project consists of three inter-related initiatives which focus on ICT applications capacity-building needs. It is a direct result of the urgent priorities identified during the design of the ICT Policy and its Implementation Strategy. MAACS is assisting the ICT Policy Commission, on behalf of the Prime Minister's office, to lead the national ICT Policy Implementation Strategy process. It has therefore been designated as the host of this project.

III.3.4.1 *The Youth and ICT for Development Program*

This project consists of two parts: A Youth and ICT for Development which encompasses the seven projects described above; and based upon this, the development of a National School-based Youth and ICT for Development Program for wider replication.

This program will be aimed at leveraging the latent capacity, enthusiasm and energy of high school student bodies across the country as "ICT for Development Workers." The initiative grew out of one of the IDRC supported projects which aimed to pilot and demonstrate the implementation and use of ICTs in communities – the EPCI project in Inhambane.

The province of Inhambane, with a population of 1.12 million divided into 12 districts, lies 500 km to the north of Maputo in the southern region of Mozambique. The capital city, Inhambane, has a population of more than 52 000. In 1998 Inhambane had two computer schools offering basic courses in MS Office. There were no computer facilities for use by the public. Technical support was limited and access to the Internet difficult to obtain. Provincial Government had four computers and the District Government office of Massinga had one. Communication between the Provincial and District Governments, and between the DPE and the rest of the education system in the province was weak. Two Teacher Training Centers and nine other Secondary Schools were situated within the province – none with computer facilities.

The Escola Secundária Emília Daússe (Secondary School Emília Daússe) in Inhambane was the only school or training center in the province to have a computer – which was used by all its staff. SchoolNet was about to provide two more. The school had set up a project committee responsible for obtaining resources to improve its facilities. The committee became interested in ICT and decided to try to extend its capacity and provide a service to the community. When it heard about the Acacia initiative, they approached the IDRC for funding to set up an ICT center for school use and open to the public. They wanted to establish the center on a commercial basis in order to make it self-sustaining within three years.

THE EVOLUTION THROUGH COMMUNICATION AND INFORMATION TECHNOLOGY (EPCI) PROJECT

Objectives:

To investigate the necessity for ICTs and their potential users within Inhambane Province in the education and Government sectors and in the community

To research the possibilities for ICTs to help reduce development inequalities

To identify and implement methods to improve teaching, learning and access to higher education, and

To provide the possibility and facilities to improve and encourage a greater transparency within the Government administration.

From the beginning they were interested in promoting ICT within the district and provincial governments, recognizing the importance of not working in isolation. They wanted to establish communication networks between the provincial and district administrative offices and the Provincial Government, and between the DPE, secondary schools and teacher training colleges.

They also wanted to help expand the capacity of each institution to have access to ICTs for word processing and data storage, and to access ICTs for education information.

The final project proposal – *Evolução pela Comunicação e Informática* or EPCI (*Evolution through Communication and Information Technology*) - was submitted to MAACS in 1999 after a feasibility study (which was supported by Acacia) to determine the viability of the project. Although there was a long delay in its allocation, an IDRC grant made it possible for the EPCI project to be launched in Jan 2001.

In essence EPCI became part of the ICT Policy Lead Projects when the school established the next phase of their ICT development in 2002: the launch of seven micro projects aimed at the development of ICT literacy and Internet based research capabilities among secondary school youth in Inhambane Province, in order to enrich their learning experiences and broaden their career interests. These projects aim to work with youths to undertake research and to apply ICTs in partnership with government institutions, NGOs and other organizations operating in Inhambane Province to help address selected Government needs.

They want to establish EPCI as a key “ICT for Development” role player and partner at provincial and national levels within the context of emerging plans and activities in the Government, academic and other sectors. New partners were added to their list; these include a Primary Teacher Training Center in Homoine, a Health Worker Training Center in Chiquque, and the District Administration in Jangamo.

THE ICTs AND YOUTH FOR DEVELOPMENT PROJECT

Objectives:

To develop the ICT literacy and Internet-based research capabilities of high school based youth in Inhambane Province to enrich their learning experiences and broaden their career interests

To work with high school-based youth to undertake research and to apply ICTs in partnership with the Inhambane Provincial Government and NGOs operating in Inhambane Province to help address selected development needs.

To establish EPCI as a key ICT for development role player and partner at provincial and government levels within the context of their respective emerging ICT plans and activities.

The intent to influence policy

EPCI initially served as demonstration project for the development potential of telecenters in rural communities. Its lessons were therefore to be part of the learning through ELSA – which was to be used to inform policy if possible. According to project documents and discussions with Bradley, the staff at EPCI never saw policy influence as one of their objectives, but they did realize that they had to work from the beginning with the provincial authorities as partners.

This involvement led to great support of the initiative by the Provincial Governor, who helped to champion EPCI among visitors colleagues. The Governor now wants to work with EPCI to develop and implement an ICT Strategy for Inhambane Province to support the wider provincial development strategy recently formulated. This is positioning EPCI to have a direct influence on ICT for development policies and strategies at provincial and possibly at national level.

III.3.4.2 *The Telecenters Networking and Services Development Project*

In the search for the most appropriate ways to accelerate development in rural areas and to reduce the imbalance between city and countryside, ICTs seemed to offer exciting new opportunities. The establishment of telecenters was an obvious possibility; in spite of this, there was not yet a body of knowledge and experience in Africa that could facilitate the establishment and operation of telecenters in a country. Methods and approaches might have to differ from region to region and from country to country - yet there were no mechanisms through which to share and compare experiences. In Mozambique the idea of telecenters was initially raised during the workshop *Towards an Information Society in Mozambique* organized by the CIUEM in Feb 1997 in Maputo. At this workshop the Government reaffirmed its commitment to introducing and using the new ICTs at a national level. At around the same time the IDRC decided to include Mozambique in its Acacia initiative, which aimed to demonstrate that access to ICTs can contribute to accelerating development at local level.

Subsequently the IDRC contracted CIUEM to lead a multidisciplinary team to carry out a feasibility study aimed at establishing two pilot telecenters, with support from MAACS. The team involved specialists from CIUEM, UEM (engineering and economics) and TDM. The results of the feasibility study were positive. It was decided that as a first step two telecenters would be established within easy reach of Maputo. Following a project proposal by CIUEM, in 1998 the IDRC dedicated funding to the initiative for four years and integrated it as part of its Acacia portfolio in Mozambique. Polly Gaster, Head of the Department of Information Services and Content Development in CIUEM, and a member of MAAC, was appointed as Project Coordinator.

THE TELECENTERS PROJECT: OBJECTIVES

To contribute to the development of the two towns in which the telecenters were to be placed by increasing access to communication systems, information and education

To test the usefulness and viability of the telecenter concept.

To reduce the imbalances in access to information and knowledge between the cities and the rural areas; and contribute towards “stabilizing the population, especially the youth”.

To improve the quality of the services provided by the public administration and the private sector, and contribute to the decentralization processes.

As part of its specific tasks the project had to measure the quality and relevance of the telecenter services and evaluate the telecenters' impact within specific target groups and within the community. It was hoped that the body of experience acquired by CIUEM and other entities would allow the necessary adaptation of methodologies and models and enable the large scale expansion of telecenters on a solid foundation of knowledge.

This project was the precursor of the *Telecenters Networking and Services Development* project. The latter project (the Lead Project), is aimed at consolidating current and planned telecenter initiatives led by CIUEM into a coherent and technically well-supported, public access system. It will build on the progress made by identifying, developing and pilot testing information-based products and services which are relevant to local communities in partnership with telecenters.

The opportunity is also emerging to support networking and shared learning among the growing number of telecenters in the country in order to further promote viability, and between these and other support institutions such as CIUEM.

The project will build on progress to date and establish telecenters by identifying, developing and pilot testing information-based products and services which are relevant to local communities in partnership with telecenters. Telecenters lack the capacity to undertake this work unaided. There are increasing numbers of telecenters and similar forms of community access such as EPCI and so the opportunity is emerging to support networking and shared learning among these to further promote viability.

This project will contribute to the development of networking mechanisms and habits among these institutions and between these and other support institutions such as CIUEM.

The intent to influence policy

According to Gaster the idea of the replicability of the telecenters was built into the project concept from the beginning as a possible way to increase access to rural areas. This did not mean that projects would be replicated exactly in other areas, but rather that they would stimulate ideas and generate information and lessons that would indicate how the concepts should be applied elsewhere. There was never the explicit intent to feed the results of the project into a policy making process. The Acacia timing and focus on policy was “a happy coincidence”, according to Gaster.

The Lead Project’s support to the telecenter forum indicates a clear intent to influence policy; a key activity of the forum will be to lobby decision- and policy makers.

As with EPCI these telecenters served as demonstration project for the development potential of telecenters in rural communities. As discussed before, it was envisaged by the Acacia designers that the lessons learned would be part of the learning through ELSA – which was to be used for policy influence.

III.3.4.3 The National ICT Human Resources Development Project

According to the project document CIUEM, in conjunction with a few other UEM departments, currently train most of Mozambique’s technology experts. It includes a research and training department intended to support ICT innovation.

However, “none of these institutions are positioned to produce highly skilled graduates capable of linking their skills to concrete Mozambican development projects through the definition of innovative applications and technologies”. To build such a cadre of ICT expertise is a long-term process. This project is intended to define the kind of institutional and partnership approach needed to start the process.

It entails an intensive participatory planning process which will map out an overarching strategy to develop the national ICT human resource base and link this, through ICT applications and ICT research foci, to serving broader governance, social services delivery and economic development needs of the country, especially at sub-national and rural levels.

THE NATIONAL ICT HUMAN RESOURCES DEVELOPMENT PROJECT
<p><i>GOAL: To define a strategic plan to build national capacity in order to improve the quality and expand the scope of ICT education and research, and to lay the foundation for a cadre of ICT professionals skilled at applying ICT to address the wide range of governance, social service delivery, and human and economic development challenges facing the country.</i></p>
<p>OBJECTIVES:</p> <p><i>To build local partnerships and the habit of joint planning and collaboration which will be needed to support future implementation of the strategic plan.</i></p> <p><i>To increase general awareness of ICT and the ways in which ICT can be deployed to address development challenges</i></p> <p><i>To build nascent indigenous ICT research capacity through the involvement of school-based youth currently following ICT program in UEM</i></p> <p><i>To establish benchmarks for ICT skills and ICT applications capacity-building in priority ICT application areas</i></p> <p><i>To build on recent and continuing MAACS initiatives (e.g. EPCI/ESED, telecenters, School Net and the Youth and ICT for Development Partnership Initiative).</i></p>

The intent to influence policy

This project, like the other Lead Projects, addresses a critical area of need defined by the ICT policy. It does not specify any focus on public policy influence, but again it is possible that its advocacy role, coupled to the lessons to be learned during its execution, would be used in future policy decisions.

II.3.5 Summary of the Desired Key Achievements and Intended Policy Influence of Projects

Project	Key achievements sought	Intended policy influence
The Mozambique Acacia Advisory Committee Secretariat (Phase I)	<ul style="list-style-type: none"> <input type="checkbox"/> Advocacy / creating awareness <input type="checkbox"/> Research / knowledge generation <input type="checkbox"/> Dissemination of results 	<p>No overt focus on policy influence, but stems from both bodies' leadership position and proposed achievements in the ICT arena, among others acting as conduits for lessons learned.</p> <p>Potential policy influence could be</p> <ul style="list-style-type: none"> <input type="checkbox"/> Improving the knowledge/data of certain

		<p>actors;</p> <ul style="list-style-type: none"> ❑ Introducing new concepts to frame debates/putting ideas on the agenda/stimulating public debate ❑ Creating opportunities for networking
The Mozambique Acacia Advisory Committee Secretariat (Phase II)	<ul style="list-style-type: none"> ❑ Stronger focus on research / knowledge generation for policy implementation ❑ Dissemination of results / ideas transfer 	<p>No overt focus on policy influence, but stems from both bodies' leadership position and proposed achievements in the ICT arena, among others acting as conduits for lessons learned.</p> <p>Potential policy influence could be</p> <ul style="list-style-type: none"> ❑ Improving the knowledge/data of certain actors; ❑ Introducing new concepts to frame debates/putting ideas on the agenda/stimulating public debate ❑ Creating opportunities for networking ❑ Developing new talent for research and analysis
A National Information and Communications Policy	<ul style="list-style-type: none"> ❑ Policy influence 	<ul style="list-style-type: none"> ❑ Creation of a new ICT policy regime
Strategic Implementation, Leadership and Promotion	<ul style="list-style-type: none"> ❑ Foster policy implementation 	<ul style="list-style-type: none"> ❑ Experiences and lessons might assist in future modification of policies
The National ICT Policy Lead Project Initiatives	<ul style="list-style-type: none"> ❑ Capacity building ❑ Research / Knowledge generation (<i>i.a.</i> based on expansion of pilot projects) 	<ul style="list-style-type: none"> ❑ Improving the knowledge and data of decision-makers ❑ Experiences and lessons might assist in future modification of policies

III.4 OBSERVATIONS

- i) Acacia focuses on public policy as one of the four “pillars” of its programming. A significant number of its project documents should therefore have had objectives, statements or strategies related to policy influence (unless the IDRC or Acacia preferred not to have such a potential role widely publicized; this was not investigated). With the exception of the *Formulation of a National Information and Communications Policy* project, this was not found in the five projects used for the case study. It might have been unrealistic and presumptuous to state more explicit objectives in this regard in the emerging policy environment, especially since the IDRC tends to operate in a manner that facilitates and supports learning rather than prescribe particular outcomes.
- ii) When their key objectives are analyzed, the five projects all had the potential to influence policy through research or knowledge generation, advocacy, capacity building and/or opportunities for learning, among others through demonstration models. Several policy influence mechanisms were therefore in place as part of an integrated approach in the Acacia design.
- iii) Most of the projects focused on the generation of lessons and new knowledge. This could broaden the policy horizons of policy-makers - putting forward new ideas and concepts to stimulate debate. In the emerging ICT policy environment the lessons learned could also expand the capacities of key decision-makers in the government, while lessons learned during the policy implementation processes could lead to future modification of the ICT policy environment.
- iv) In spite of this, a significant number of key individuals involved in, or observing the projects, confirmed that in all but the ICT Policy project they “never saw policy influence as one of their tasks”.
- v) Projects’ potential policy influence (and the concept of policy influence) was not discussed with project participants. Strategies were therefore not designed to ensure the effective tapping of potential for policy influence where such opportunities exist. A significant percentage of informants did not seem to have a clear understanding of the scope of activities that could entail “policy influence”.

- vi) The main instrument through which Acacia was to contribute to policy through learning was ELSA. The fact that ELSA took a long time to function effectively might have contributed to a lack of emphasis by Program Officers on systematic monitoring and evaluation as part of their primary responsibilities.
- vii) The involvement of the same individuals in MAAC, MAACS and in the ICT Policy Commission and their interaction at different forums clouded the delineation between these bodies and provided the potential for policy influence through “percolation of information” within the ICT arena.
- viii) It could be useful to define “the establishment of a new policy regime” as a type of policy influence where it relates to a new or emerging policy field such as ICT.

Chapter IV

THE POLICY ROLE OF ACACIA IN MOZAMBIQUE

IV.1 THE POLICY INFLUENCE OF THE ACACIA PROJECTS

Within the framework of the IDRC and Acacia requirements, Kate Wild, Venâncio Massingue and others developed a suite of interventions with several cross-cutting elements, for example research, networking activities, advocacy and awareness creation. The projects were designed to address the ICT arena in Mozambique both in a “top-down” (from policy maker level) and “bottom-up” (from rural community level) manner. The projects and their cross-cutting elements, enhanced by several contextual factors (described in Chapter II), amplified opportunities for policy influence through Acacia.

With one exception, all the projects that formed part of this case study have demonstrated some form of policy influence. This chapter is devoted to an analysis of the reasons for, as well as the type and extent of, the policy influence within these initiatives.

The projects and their cross-cutting elements are:

- i. The establishment of a high-level multi-stakeholder body, the Mozambique Acacia Advisory Committee (MAAC) to act as consultative body in efforts to create an enabling ICT arena in Mozambique, in particular focusing on the needs of impoverished rural communities.
- ii. The support of an ICT champion to enable him to continue playing a key role in the process of developing the ICT arena in Mozambique as Executive Secretary of the Mozambique Acacia Advisory Committee Secretariat (MAACS)
- iii. The financial and technical support of a body and process to establish an ICT policy that cuts across all sectors
- iv. The funding of pilot (demonstration) projects that focus on the problems of universal access to ICTs, especially among impoverished rural communities
- v. The support of an initiative to ensure thorough planning for the implementation of the ICT Policy

- vi. The funding of various bodies and forums that act as think-tanks and provide networking opportunities (cross-cutting)
- vii. The support of advocacy and awareness creation initiatives (cross-cutting)
- viii. The support of research (cross-cutting).

Before the establishment of Acacia, several contextual factors (described in Chapter II) had already opened a “policy window” which prepared the environment for policy influence by well-placed initiatives. Acacia was launched exactly at the right time to make use of this opportunity.

Much of the successful groundwork in preparation for the establishment of ICT policies was due to the close relationship of CIUEM with the government and the tireless efforts of its then Director, Venâncio Massingue, in promoting the concept of ICTs in Mozambique. Through his efforts the University of Eduardo Mondlane took the lead in promoting ICTs during the middle nineties. They organized seminars on ICT and worked hard to convince a variety of stakeholders in government, academic institutions, the private sector and others to attend and participate in these events. Studies were done and papers presented to highlight the importance of ICT and the potential for its pervasive use across all sectors of society.

All these efforts started to bear fruit when various ICT think-tanks identified the need for an ICT policy as crucial to the development of the ICT arena in Mozambique - and Acacia entered the scene.

IV.1.1 The MAAC and its Secretariat

As stipulated in the 1997 Memorandum of Understanding between the IDRC and the government of Mozambique, the MAAC was established in 1998 as a high-level, multi-stakeholder body to drive the development of an enabling ICT arena in Mozambique, with a particular focus on the needs of communities in impoverished rural areas. The rationale for MAAC was to provide an instrument to expand the use of ICTs in key development sectors.

The establishment, responsibilities and policy intent of MAAC are highlighted in Section III.3.1 of this report. As Chairperson was appointed Dr Eneas Comiche, ex-Minister of Social and Economic Affairs, widely recognized as the chief minister in the office of the Prime Minister in the pre-1999 government and at present Vice-President of the Banco Internacional de Moçambique.

A critical aspect of MAAC was that it was constituted to represent stakeholders from as many relevant sectors in Mozambique as possible. Several MAAC members were also Acacia project leaders. While membership varied somewhat over the next two years, on average 30 members represented six broad stakeholder groups:

- ❑ The government (five members)
- ❑ The telecommunications sector (two members)
- ❑ The NGO/CBO sector (eight members)
- ❑ The private sector (six members)
- ❑ The academic sector (eight members) and
- ❑ The IDRC (one member).

The coordination, discussion and approval of proposals for submission to the IDRC for funding formed the bulk of MAAC's work. MAAC spent substantial time critically debating proposals before submitting them for approval to the IDRC. The "foundation" Acacia projects – SchoolNet and the Pilot Telecenters in Manhiça and Namaacha - became part of the MAAC portfolio as well as those still under consideration. Proposals were solicited and several more projects supported.

Although there are conflicting opinions about the matter, MAAC (as a body) did not focus its activities strongly on influencing policy. It preceded the ICT Policy Commission and was an important driving force in getting it established. MAAC members advocated the concept of an ICT policy in private conversations and in public forums. The multi-sectoral and high level expertise (albeit not necessarily in the policy arena) of its members made it a widely recognized think-tank on ICTs. Its members were regularly invited to participate in policy oriented events and meetings. Many MAAC members had experience and insights that could be brought to bear on policy matters related to a wide spectrum of ICT activities. MAAC was also promoting and learning about the experiences of ICT pilot projects in rural communities. This made them an important source of debate, information and ideas on how to take ICTs forward in Mozambique.

Three MAAC members – Massingue, Gomes Zita and Dr Salomão Manhiça - were appointed as members of the ICT Policy Commission, while Comiche was invited on a permanent basis to attend Commission sessions. As the Commission was responsible for the development of the ICT policy for Mozambique, this established a close link between the two bodies and facilitated the transfer of knowledge and ideas from one to the other. Several MAAC members indicated that they had learned a significant amount while involved in the ICT policy design process.

The ICT Policy Chairperson and other informants also recognized this aspect as an important influence within the work of the Commission. They were of the opinion that discussions incorporating MAAC members' expertise - for example in ICT projects for rural access - definitely influenced some of the thinking behind the ICT policy issues. Unfortunately none of the government representatives on the MAAC could be interviewed to determine to what extent they had been influenced by their MAAC experience. It is likely that their close interaction with projects and expertise from other sectors would have developed their own capacity to interpret findings and experiences towards policy design.

The MAAC Secretariat has had a crucial position in the ICT environment as coordinating support for various ICT initiatives – including acting as the “academic” driving force for MAAC activities. It has thus played an indirect yet strategic role in the process of establishing an ICT Policy as well as a Policy Implementation Strategy for Mozambique. The high profile and energy of the Executive Secretary, the complementary nature of the Acacia projects and their intertwining during execution (mainly through the involvement of the same small group of key individuals) facilitated this role.

One of the informants called MAACS's work in conjunction with that of MAAC the “mother to all ICT activities in Mozambique”. The key ICT related decision-makers in the Mozambican government and in other sectors are a relatively small group of people who have known one another for years. Massingue's energetic efforts to network and market ICTs among this high level group through discussions, demonstrations of the use of computers and the Internet, and MAAC meetings helped to secure and maintain their interest in ICT.

MAACS gave Massingue the opportunity to continue to use his great experience and enthusiasm to play a leading role in the field and to influence and convince others of its importance. Massingue was also selected as member of the ICT Policy Commission which carried the responsibility for the ICT Policy development. This meant that MAACS activities had a direct line of contact with the activities of the ICT Policy Commission - a primary target for policy influence at a national level.

MAACS played an important strategic role in trying to bring more players into ICT - motivating, coordinating, identifying potential and helping to get more ICT projects from different sectors approved. Whereas the ICT Policy Commission had to work, by its very nature, in a top-down manner, MAACS (together with MAAC) solicited community inputs and demonstration projects which could be moved up into the policy making processes.

Massingue encouraged people to visit these projects and give their input. *“Even the government was educated in telecenters”*, noted Eng Fernando Neves, Managing Director of Syscom, a private IT company in Mozambique.

MAACS was involved in all levels of ICT development – decision-making in the public and private sectors, policy working groups, university project management and community development in the pilot project centers. According to one informant the link between different levels of ICT activity established by MAACS and MAAC actions *“brought about respect for different levels’ contributions to ICT”*. For example, Massingue observed that politicians had begun to use more academic specialists for advice and assistance. He believes that the traditional divide in focus and style of work between the two groups has become much less noticeable and that the interaction at forums such as MAAC and the ICT Policy Commission has played a role in this regard.

MAACS is located at a university. This has had several benefits. Over a number of years, ICT capacity had been built up at UEM (especially in CIUEM). This put MAACS “at the hotspot” of ICT expertise in Mozambique. Capacity development in ICT research and development in order to help ensure a future generation of ICT specialists was considered a part of MAACS activities. Every year 8-10 senior students worked from the CIUEM, the Engineering Faculty and other departments on MAACS initiated projects towards this goal. Although their work did not include policy research, they did get some exposure to “real world” problems and to policy related issues through discussions and the attendance of relevant events. For example, a team of four students worked on a decision support system for the President which was a direct result of his interest in the use of ICTs in government.

MAACS was never formally commissioned to conduct work for the ICT Policy Commission or any of its working groups. The MAACS research and development work, as well as the MAAC activities, were said to have helped the Commission in two ways:

- ❑ It broadened the ICT experiences and insights of the specialists involved from different sectors
- ❑ It produced data and information that were used in working group discussions.

Research was an integral part of the work of MAACS but did not necessarily consist of rigorous academic research; it was more inclined towards action research or ad hoc policy studies. *“Let us first make things work”* and then use them as models for adaptation or replication, was Massingue’s view. Several surveys were conducted to inform the field or establish baseline data. A problem was that the envisaged link with ELSA to support monitoring and evaluation, regional ICT development studies and the dissemination of results for learning was slow to materialize. It hence contributed much less to learning than had initially been envisaged.

The MAACS research and development activities in Phase II will be more systematic and focused on supporting the ICT Policy Strategy and Implementation Plan. It is likely that this will have a direct influence on ICT policy development activities during the next few years.

For a summary of aspects of the policy influence perceived in the MAACS I and II projects as well as through the MAAC activities, refer to Table IV.1.

IV.1.2 The Influence of the ICT Policy Project

(Refer to Section III.3.2 for a description of the initial stages of the ICT Policy Project and its intended policy influence).

The basic policy areas discussed at the 1996 Symposium were taken as a point of departure for the work of the ICT Policy Commission. Working groups with members from different sectors were appointed to work on each of these aspects and a drafting team was put together to consolidate the inputs into a final policy document. The drafting team also consisted of members from different sectors, such as education, infrastructure (telecommunications), banking and health. They were appointed not because of specialized technical expertise (although in some cases this did exist), but because of their knowledge of aspects relevant to ICT for development. In some cases individuals were contracted to integrate particular aspects of the work of different working groups.

According to Dr Salomão Manhiça, Executive Secretary of the Commission and MAAC member, *“In the beginning even some of the Commission members were scared of ICT”. They started a brainstorming process and over a period of three months discussed what the policy could entail and contribute.*

Table IV.1

INTERVENTION	INTENDED POLICY INFLUENCE	POLICY INFLUENCE ACTIVITIES	INFERRED FROM	TYPE OF POLICY INFLUENCE	FACILITATED BY
The Mozambique Acacia Advisory Committee Secretariat (MAACS) I and II	<p>No overt focus on policy influence, but stems from both bodies' leadership position and proposed achievements in the ICT arena, among others acting as conduits for lessons learned.</p> <p>Potential policy influence:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Improving the knowledge/data of certain actors; <input type="checkbox"/> Introducing new concepts to frame debates/putting ideas on the agenda/stimulating public debate <input type="checkbox"/> Creating opportunities for networking <input type="checkbox"/> Developing new talent for research 	Multi-sectoral input by MAAC and its Secretariat in ICT Commission activities as well as in other think-tanks (symposia, workshops)	Perceptions of participants in the ICT Commission / working groups	Introducing new concepts and ideas, and stimulating public debate	<p>Small, very well networked group of key decision-makers interacting in MAAC/S and the ICT Policy Commission</p> <p>MAAC/S recognized as highly experienced think-tank on ICT</p> <p>Contribution by MAAC/S driven projects to lessons in rural ICTs for development</p> <p>High profile of Massingue as ICT champion</p> <p>Complementarity of the Acacia projects</p> <p>Focus on action research and studies of immediate value for ICT decision-making</p>
		MAACS Executive Secretary's championing of ICTs, very specifically among top decision-makers (including the President and Cabinet), including discussions, demonstrations and training – sensitizing them to the usefulness of ICT for national development	Confirmation by a number of key people from different sectors, of the link between his championing and the sensitization of government	<p>Building the capacity of policy-makers</p> <p>Introducing new concepts and ideas, and stimulating debate</p>	
		Massingue's and other MAAC members' direct involvement in the ICT Policy Commission; also as initial driving force for ICT policy commission concept.	Membership of both bodies, coupled to their strong influence in ICT field; informants' comments	Assisting with the creation of a new policy regime	
		MAACS' organization of events such as symposia, workshops, seminars on ICTs, including the First ICT Ministers' Meeting in Maputo	Role of such events in sensitizing public decision-makers to policy issues in a new field; confirmed by several informants	<p>Stimulating public debate</p> <p>Providing opportunities for networking</p> <p>Stimulating quiet dialogue among decision-makers</p>	
		Research studies – only as far as coordination of Acacia project information is concerned	Studies and data from rural pilot projects submitted to ICT Policy Commission activities (telecenters, SchoolNet), and directly influencing policy decisions about universal access reflected in policy	Improving knowledge and/or data of the ICT Policy Commission working groups	

A retreat was held with a larger group of people from different sectors; after this, *“everyone felt more comfortable with the technical aspects”*. They decided to provoke a nationwide debate and for this purpose designed a program to facilitate discussion on the relevant issues: a broad outline, the topics, subtitles for the policy document and others.

The diversity of experiences and sectoral interests made for intensive debates, but as Eng Francisco Mabila, Deputy Director of CIUEM and member of the drafting team noted, *“consensus was usually reached, sometimes after many hours of debate”*. The ICT policy development took place *“based more on consultation than on formal studies”*. Working groups of specialists drawn from different sectors (many of them MAAC members) made use of their existing expertise and knowledge, as well as of the exposure of members to successful projects, in order to design the policy.

The First National Seminar on the ICT Policy was held in 1999. It brought together 130 delegates representing central Government bodies, public institutions, the IT industry and services, the NGOs, and civil society at large to discuss issues related to the policy. The media, including radio, television and the newspapers, were also used as vehicles to reach the public. The Prime Minister himself appealed on television and radio for participation by the public in giving input into the process.

The timing of this process was a “happy coincidence” - around the same period “Y2K” was a major issue around the world. People were therefore interested in issues related to this phenomenon.

The consultative process sensitized the Cabinet even more to the importance of ICTs. Earlier the Cabinet members – mostly unfamiliar with the practical use of ICT – had been given a demonstration by Massingue in computer use, email and the Internet. At the insistence of President Chissano this was followed by the training of Ministers in these ICT tools.

The usefulness of ICTs was further demonstrated by a teleconference between President Chissano and the President of the World Bank. In this manner the most senior government officials themselves – including the President and Prime Minister - became users and promoters of the concept of ICT. According to Manhiça and others the support for the policy initiative at the highest level of government had a major impact on the process.

Another factor that helped to build the government's awareness of the usefulness of ICT was their exposure to the effect of some of the other Acacia projects, especially those aimed at what the government wanted to achieve - poverty alleviation, education and human resource development. According to Massingue, SchoolNet as well as the two telecenters at Namaacha and Manhiça were part of a conscious design aimed at ensuring that the pilot projects would test the feasibility of concepts to be implemented on a large scale for development - and hence would be well-positioned to influence the policy initiative. Several Commission and other national and provincial government members visited these projects to form their own opinions.

Provincial governments were also sensitized to the potential of these centers in assisting the development of their regions. The governor of Gaza province, who was in Nampula during the policy design process, confirmed the impact of the telecenter visits on their awareness of ICTs: *"I personally (in Nampula) visited a teacher training ADPP institute and saw the benefits that email and the Internet have for that type of institution. In general, we had more connectivity there.... In Gaza we are more fragile."*

One of the informants noted that when the pilot projects started to demonstrate results, people in various communities started clamoring for an expansion of these projects. This put pressure on the government to consider a greater emphasis on this type of project.

The consultative process was again extended to the society at large once the draft ICT Policy had been completed and approved by the Council of Ministers on 30 May 2000. During 18 Jun-27 Jul 2000 the draft ICT Policy was published on the Infopol Website (the Commission Website) for comment and again discussions were held on radio and television. Among others the Prime Minister presided over a TV discussion with the public calling in to ask questions and give comments.

The draft policy was sent to the provinces with requests for submissions to different sectors of the community such as religious groups, business associations, entrepreneurs and others. Seminars were held in the various provinces, drawing different sectors of society into the process. The (mostly) two day seminars were facilitated by Commission members and attended by Provincial Governors and community representatives.

Eng Gomes Zita, Deputy Managing Director: Operations of TDM, described the process after attending a seminar in one of the northernmost provinces. It was attended by more than 100 people, community representatives and interested individuals as well as the Provincial Governor and Directors.

Small group discussions on each of the Policy chapters provided recommendations and comments based on their first impressions. These were taken back to the drafting team. The Provincial Governors' offices coordinated further discussions which were then brought as input to the subsequent National Seminar that was held before final approval of the Policy.

In spite of their participation and useful input during and after the provincial seminars, according to several informants there is still limited ownership of the policy in the provinces. Said Zita: "*We now need champions in the regions.*" Subsequently the Provincial Governors were invited to participate in the symposium on the Policy Implementation Strategy as well as to SchoolNet training sessions in computer use. Some were also able to open an email account where they could experience the benefits of increased access to ICT first-hand.

According to Chemane the main factors assisting their work were the strong government support for ICTs and the fact that "*those involved in the planning are passionate about ICTs*" and can be called upon at short notice to assist in the Commission's work. He also believes that their enthusiasm has changed the mindset of many others, for example in the provinces: "*The passion of a few people can be multiplied*". The Provincial Governors are the Commission's link in the provinces and according to him, most now take an active interest in ICTs.

Constraints included the inadequate staffing of the Commission which resulted in heavy workloads and the lack of a technical understanding of ICTs among most people, especially those in the provinces.

Although still quite weak, the private sector had developed during the past decade and was seen as an important player in the field. Several private sector representatives were involved in the policy process, although only EXI and SYSCOM remained until the end. According to Neves they "*worked in a cooperative manner*" to address the needs of the private sector.

On 12 Dec 2000 the draft National ICT Policy was approved by the Council of Ministers of Mozambique. This marked the end of five years of concerted efforts by leading figures to ensure that Mozambique could join the global information society. Up to that point, the country's ICT development was held back by the lack of a policy framework that could guide its development across different sectors and levels of society.

According to the policy document, “the absence of a common reference framework had led to the adoption of ICTs in the country in a casual manner, disordered and uncoordinated, with all the negative consequences that arise from this: duplication of effort, inadequacy and incompatibility of solutions, and unnecessarily high costs”. The very limited resources were concentrated in small areas, thus exacerbating the imbalances.

The establishment of a wide-ranging ICT Policy was therefore a major step forward for the Mozambican government. During the policy development process it had succeeded in side-stepping some of the main mistakes made during such processes. The process was driven from the Prime Minister’s office, which gave it a high profile and credibility, and encouraged higher levels of synergy and integration between government departments. This meant that rivalry between departments was effectively eliminated.

Through its ICT Policy Commission it created an integrative structure to ensure wide participation across all relevant sectors during policy development. It avoided the common situation elsewhere where, in the absence of an existing national ICT policy, the tendency is towards the creation of sector-dependent policy that addresses only their own ICT needs. Furthermore an effective consultative process reached some of the most remote rural provinces, creating awareness and a greater sense of “ownership” of ICT efforts.

Several informants regarded the surge in ICT related developments in Mozambique since 2000 as a direct result of the ICT Policy process. Some of these include the following:

- i. According to several informants, the policy process has had a significant effect on many of those who participated. Among others they learned how policy formulation processes are conducted. According to Manhiça he became more informed, improved his writing skills and gained confidence on international platforms. According to Zita the process did not change his methods or principles at work, but it broadened his scope; it helped him to understand the intricacies that government has to deal with.

The process reminded Massingue how important it is to have political support *and* a sound scientific and technical base when working with policies for development.

For Mabila the main benefit lay in the greater recognition and respect that government, the public and donors have for CIUEM due to its involvement in the policy process, in MAAC/S and in other Acacia projects. It has “...forced us to learn more and challenged us to learn about new situations”.

He believes it enhanced their knowledge not only in technical but also in financial aspects, and it sensitized them to think about ways in which *“things can be done better in terms of policy”*.

- ii. Dra Lídia Brito, Minister of Higher Education, Science and Technology, is clear about the effect the process has had on her methods and approaches. It made her reconsider the processes she wanted to use for similar exercises, in particular for the development of a Science and Technology Policy. In 2001 she appointed an internal ICT Commission in her Ministry. She is now using a process similar to the ICT policy process with its unusual depth in terms of consultation and the mobilization of expertise from a variety of sectors. She is also taking it a step further, with think-tanks in provinces giving input from the beginning of the process in order build capacity and to avoid a result that is too broad and divorced from reality on the ground. She believes that the more participation there is, the easier facilitation will be. It might also help them to retain the uniqueness of each province in the policy and strategy formulation.

Although they have less resources, they are also trying to establish “visible pilot projects” – at present one in post-harvesting technologies and two related to ICT, designed by the provincial and district governments. They have also launched a micro science pilot project in physics and chemistry with UNESCO. She hopes to establish a system that will form a network across provinces for the effective sharing of information around policy formulation and others.

- iii. Brito also noticed that the ICT Policy process seems to have affected people in the provinces in an interesting way. She is of the opinion that the it *“created a lot of debate, raised issues and capacitated people to understand their power”*. She observed that during recent events delegations were much better prepared to make submissions and to hand over proposals during a consultative event - even when it was not expected - than before the ICT Policy process was conducted. *“So, people change if a process works and they are recognized in that process”*. She has also observed that the public talk more easily about ICTs; even when she is interviewed, she is asked *“specific and knowledgeable questions about the subject”*.
- iv. She believes that it has also brought about an acceleration in reform in the telecommunications sector and although this was not the only factor that has had an impact in the sector, the ICT policy has given them a framework in which to work.

- v. The Ministry of Education changed their view of ICTs to become more than just a technical issue; this led to the creation of an internal Committee for ICTs in the Ministry. The new SchoolNet Coordinator has been placed in its Planning Department under the supervision of its Permanent Secretary – a prominent position for a project leader.
- vi. Several other Ministries are also implementing systems based on policy recommendations. For example, the Ministries of Planning and Finance, Education, and Health are setting up Intranets for better management. The Department of Higher Education, Science and Technology has initiated a project on distance learning. *“Before 1998 none of these departments would even have wanted to talk about this.”*
- vii. According to Zita of TDM the policy process provided them with an insight into the expectations of society - and their requirements. He believes that if these are matched with the potential for network expansion, the basis for a good development plan will be there. He also feels that *“The government’s understanding of the role of TDM improved with the (policy) process. Before this there were sometimes naïve statements with respect to telecommunications. The mingling during retreats, seminars and consultations led to better understanding.”*

He also feels that the role of TDM might change somewhat with the responsibilities that it will have within a holistic system. *“Now we can be concrete, with the Policy in mind”*. He also hopes that the ICT Policy will provide an environment that will stimulate the weak IT private sector. In his view there were already important changes in import tax on IT equipment (down from 30-35% to only 7%).
- viii. The regulator INCM and the Departments of Transport and Communication *“were not sensitive about the effect of their cost structures on the community”*. However several informants noted that after the policy processes they will not be able to ignore these issues any longer.
- ix. ICT issues still has to be adequately addressed in sectoral policies. The *Action Plan for the Alleviation of Absolute Poverty (PARPA)*, the main five year program of the government, forms the basis for the various sector policies. It ensures that the basic focus for government’s efforts is poverty eradication. It has not addressed ICTs, but rather more basic issues such as health, water supply, life expectancy, rural development and others.

Chemane feels that one of the Commission's achievements was to bring the insight to government Ministers that ICTs can contribute to poverty alleviation. Although PARPA does not include a focus on ICTs, the sector policies and especially strategies will do so.

Most of the Ministers are now bringing ICTs into their programs and sectoral policies in areas such as health, education and telecommunications. ICT is recognized as a cross-cutting issue and according to Massingue Ministers have already said in Cabinet that ICTs will assist in the execution of PARPA.

For a summary of aspects of the policy influence perceived in the ICT Policy project, refer to Table IV.2.

IV.1.3 Policy Influence: ICT Policy - Strategic Implementation, Leadership and Promotion

The real test of policy design lies in its implementation. Said Manhiça, *"Implementation is now the acid test. We have to transform our ideas into action, especially in the priority areas."* This was echoed by Eng Kauxique Maganlal, responsible for SchoolNet in the Department of Education: *"It (the policy) is ambitious. We will have to work hard as we lack the human resources. But it is possible, especially as the government is involved at a high level."*

The implementation of policies is indeed a major stumbling block at regional level. When policies are formulated, strong emphasis needs to be placed on their implementability, on the development of appropriate skills and on action-orientated research and pilot studies "that will deepen the technological base and allow feedback into the policy formulation and amendment process"ⁱ.

For this reason the ICT Policy suggested the development of a comprehensive Policy Implementation Strategy, to be based upon programs of national, sectoral or regional scope to direct future interventions. It calls for the participation of stakeholders and potential beneficiaries in efforts to turn the policy into reality. Government institutions, the public and private sectors, teaching and research institutions, non-governmental and socio-economic organizations, and the general public are called upon *"to recognize that ICTs are an indispensable component in their development plans and programs"*.

ⁱJames, T (Ed) (2001). *An Information Policy Handbook for Southern Africa*. Published by the International Development Research Centre, Ottawa, Canada

In order to design the ICT Policy Implementation Strategy a drafting team - the ICT Implementation Strategy Group - was appointed, consisting of 21 representatives from different sectors of society with an interest in ICT. Massingue was appointed as Coordinator, with Manhiça as Assistant Coordinator. The team included two Vice-Ministers from government, the National Director of Agriculture and a strong contingent of UEM and CIUEM representatives. Other organizations and sectors involved were TDM, the private sector, the Bank of Mozambique, the Advisor to the President of the Administrative Tribunal and Kate Wild from the IDRC. The team was supported by a Technical Secretariat led by Manhiça and four other staff members.

They had to analyze the policy, identify critical issues to be addressed towards a knowledge based economy, interact with stakeholders on their role during the three year implementation period, find partners who could assist in addressing critical areas, and establish links with those responsible for successful ICT policy frameworks elsewhere in the world. Other country experiences and models that could help in this process were to be sought.

The team had to consult with the society at different levels through interviews, questionnaires and visits to key people in companies, universities and civil society organizations. They made use of relevant national studies, including the *National Inquiry into the Informatics Capacity of the Country* conducted by the Commission in June 2000, as well as studies and experiences from other countries. Working groups were formed for specific issues; they solicited input from relevant sources.

Acacia initiatives again contributed to the Policy Implementation Strategy. Team members visited the telecenters at Manhiça and Namaacha as “reference points for the development of infrastructure and community access points”, according to Chemane. They also analyzed the reports produced by Acacia, such as the SchoolNet evaluation. Several MAAC members were part of the drafting team.

Their public consultation process did not include visits to the provinces. On 3-5 Oct 2001 an International Symposium was held to present and reflect on the draft Implementation Strategy, and to attract private sector support to key elements of the plan. The Symposium themes focused on issues relevant for the implementation of the ICT Policy. Again the commitment from the Government was clear; the Symposium was opened by the President Chissano, while the Prime Minister and at least five government Ministers participated in the program.

Table IV.2

INTERVENTION	INTENDED POLICY INFLUENCE	POLICY INFLUENCE ACTIVITIES	INFERRED FROM	TYPE OF POLICY INFLUENCE	FACILITATED BY
Formulation of a National Information and Communications Policy	Creation of a new ICT policy regime	Design of new ICT Policy <i>This process provided a number of secondary policy influence opportunities:</i>	ICT Policy process and result	Creation of new policy regime	IDRC and government funding of ICT Commission and policy process Expert IDRC technical support (Kate Wild) Government support for the Commission at the highest level – hosted in the Prime Minister's office
		Creation of forums – retreats, working groups – where policy capacities were developed in content and in process, through networking, interaction with consultants, insight into studies, etc.	Comments by various key participants, including Dr Maniça, Executive Secretary of the Commission	Improving the knowledge and data of policy makers Providing networking opportunities with colleagues Stimulating quiet dialogue among decision-makers, and with researchers	Interlinked Acacia projects A focus on demonstration projects and action research Early demonstration of practical benefits of ICTs at the top (video conference between Mozambique and World Bank Presidents) and at the bottom (telecenters and SchoolNet)
		Exposure to demonstration projects and their feasibility and monitoring studies by national government members	Comments by various key participants	Introducing new concepts Putting ideas on the agenda	Government commitment to an intensive consultative policy process
		Sensitizing rural communities and Provincial Governors to the potential of ICTs in their provinces' development through rural ICT programs and consultative process	Comments by <i>i.a.</i> Brito and others about the Provincial Governors' and communities, reaction to the concept of ICTs; Response of one Provincial Governor	Educating Provincial Governors, communities	Multi-sectoral, multi-stakeholder participation in the policy process Diversity of experiences and contexts on Commission and working groups
		Sensitizing the public about ICTs and policy implications through an intensive consultative process	Comments from observers	Stimulating public debate	PARPA foci and search in government for national development opportunities
		Influenced other policies, processes or programs	Brito acknowledges changes in her approaches; Ministry of Education appoints own Commission; Comments by several key informants that Ministers are starting to address ICTs in their sectors, etc. Changes to import tax on ICT equipment	Modification of existing programs or policies	

Twelve presenters came from abroad, including from the UN, UNDP, ECA, South Africa, the UK and Sweden. The Provincial Governors all participated in the Symposium; the draft Policy Implementation Strategy was circulated to them upon its completion in order to give them time to consider its recommendations. They now have to develop provincial plans based on the national ICT Policy and its Implementation Strategy.

After the exposure at the October Symposium, Mozambique was selected as one of the first three countries to participate in the *Global Digital Opportunities Initiative* (GDOI) of UNDP and the Markle Foundation. In January 2002 representatives of GDOI consulted with the Commission on gaps in the Implementation Strategy. As a result an international expert task team of 12 people was established to assist in the drafting of a more comprehensive Implementation Strategy. This team included, among others, Kate Wild and six local representatives from various sectors.

The Policy Implementation Strategy was completed and accepted by the Mozambican Cabinet on 28 Jun 2002.

The Strategy defines programs through which ICTs can support the implementation of the five-year government program (2000-2004) and the poverty reduction strategies set out in PARPA (2001-2005). The Strategy proposes several projects that apply ICTs to support actions in the priority sectors set out in the ICT Policy. Seven program components are identified: Human Capacity; Content and Applications; E-government; Policy and Regulation; Infrastructure; Enterprise and Provincial Digital Resource Centers. The strategy also states that an effort will be made to coordinate ICT projects in order to ensure that they fit within the Strategy.

Among others, linkages between central and provincial governments are suggested as part of an information dissemination chain that reaches the district level through schools, telecenter networks, community radio and local print media. Longer term initiatives include the expansion of infrastructure through regulatory reform in the telecommunications and business sectors and the building of high level ICT skills. Research and development is regarded as a necessary component of this effort. A major long-term investment is foreseen to integrate government systems horizontally towards the efficient delivery of government information and services to the public. The establishment of a number of Provincial Digital Resource Centers providing a cluster of ICT services across all sectors in each province is part of the Strategy – a much expanded version of the multi-purpose telecenter concept.

Organizational changes to facilitate the Strategy implementation include the expansion of the ICT Policy Commission. It will monitor the overall progress towards the ICT policy goals and strategic objectives, supported by an expanded ICT Policy Secretariat. An ICT Advisory Group will serve as a national source of ICT expertise. A Provincial ICT Commission in each province will coordinate and monitor the implementation of the Strategy at provincial level.

The Strategy design process has also built the local capacity of participants. According to Chemane his involvement in the design of the Implementation Strategy has allowed him to develop a better understanding of ICT issues, *“not only of IT technical issues from the engineering point of view, but also from the socio-technical point of view”*. He feels that for the first time in his life he had contact with *“all the intricate issues people face”* when dealing with national policies. He now spends most of his time looking for ICT applications which can improve society. He has dedicated himself to these efforts *“so that the ICT Policy, mainly its implementation, can bring some changes for the better in the way we live and do things in Mozambique”*. He has focused his PhD topic on issues related to the implementation of some of the projects in the Policy Implementation Strategy.

The Policy Strategy Implementation project has not yet influenced policy, but might do so if it is well monitored in order to provide lessons for the future.

IV.1.4 The Policy Influence of the National ICT Policy Lead Project Initiatives

(Refer to Section III.3.4 for a description of the initial stages of this project, and its precursors, and its intended policy influence).

The ICT Policy Lead Projects are some of the priority projects that are being developed as a result of the approval of the ICT Policy. Four areas were identified in the ICT Policy Implementation Strategy as of crucial importance: Universal Access and Infrastructure; Education and Human Resource Development; Governance; and Health. During the first two years the Strategy is to focus on creating a supportive environment for extending infrastructure and moving towards universal access, and to building human capacity in ICTs. Three priority projects within these two key areas are being supported by the IDRC as part of the Acacia portfolio: The Telecenter Networking and Services Development Project, Youth and ICTs in Inhambane and the National ICT Human Resources Development Project. All three projects were initiated at the end of 2001; all three are in the initial stages of development.

Several initiatives in the Acacia portfolio have informed the planning or have formed the basis for these projects. Two of the Lead Projects cannot be understood without an insight into the initial projects. As the Lead Projects were established recently - too soon for a display of policy impact - in this study their precursors were used to determine the influence of the project concepts on policy.

IV.1.4.1 The Youth and ICT for Development Program

The EPCI (*Evolution through Communication and Information Technology*) project, precursor of this Lead Project, opened its Research and Information Technology Center in May 2001 at the Secondary School Emília Daússe. The Center developed into a hybrid between a multi-purpose telecenter and a school. It uses good marketing material to advertise its services among the general public and businesses. Teachers assist in the work on a part-time basis and learners are trained for free in the use of computers and the Internet.

EPCI staff observe that employees of the government, businesses, tourists, NGOs and the general public who use their services are deriving real benefits from their project. As noted in the program brochure, *“the students at the school are developing the habits of word-processing their notes, using email and the Internet, playing computer games, scanning their photos, etc. The staff of the school are also beginning to use the Internet and email for pedagogical and didactic development as well as personal use”*.

The project has several partners: the Provincial Government, the Provincial Education Department and the District Administration of Massinga. It is working with these partners to introduce email and Internet use and to organize free workshops for their staff. Some of the staff from the Provincial Department of Education had never seen a computer and *“the exposure made them realize what could be done”*, noted Emma Bradley, Administrative and Research Coordinator of the project. The project uses the partners to help with the dissemination of project information.

As the project staff regard research as an important part of their work, they have done some surveys and constantly monitor the client trends in the Center. They wish to link up with some other telecenters to compare their data. They feel that they have not yet done enough on the collection of impact information and would like to compare the current situation with the information obtained for the feasibility study at the beginning of the project. They are unaware of the existence of ELSA.

According to their own assessment, the reasons for their initial success are the good relationships between the project, the provincial government and their other partners; the support of the Provincial Governor; the support of the Acacia staff, the good relationship between the School and the Center and the dedication and professionalism of the project staff.

The Governor of Inhambane has been very supportive of their project and has become their advocate; when he gets visitors, he usually brings them to the Center. *“It also gives his province stature”*, according to Bradley. The project was showcased at the 3-5 Oct 2001 Symposium and the other Provincial Governors also became very interested in the concept. *“The community is so small; everything is linked and so ideas get transferred easily”*, explains Rowan. According to Bradley the national ICT Policy initiative has not directly affected them, although it gives them credibility and justifies their emphasis on ICT.

The EPCI project seems to have played a crucial role in the discussions around the development of provincial ICT strategies. According to the initial draft Policy Implementation Strategy, this project is an example *“that should spin off to other provinces”*. Recently the Governor of Inhambane started an initiative to develop a provincial ICT strategy after being familiarized with ICTs through EPCI and the national focus on an ICT Policy. EPCI has been approached by the Governor to assist in his efforts in this regard.

According to Bradley the project has changed her way of thinking. She *“did not know much about research before”* and was not an ICT expert. She feels she has learned about computers and about the role of ICT in society. She is going to stay in development and says: *“The project has shaped the way I want to contribute to development in future”*.

IV.1.4.2 *The Telecenters Networking and Services Development Project*

The first of the Manhiça and Namaacha pilot telecenters opened its doors in Aug 1999. Polly Gaster of CIUEM and project leader of this precursor of the Lead Project, is of the opinion that telecenters have an important developmental role and that *“access should not just be determined by the ability to pay”*. Other criteria, such as the need to stimulate participation by women, should also be considered. For this reason they developed the telecenters as non-profit models through which ICT could be promoted, seeking funding for development activities with local ownership and control.

User trends are constantly monitored as part of their research focus. Differences in the use of the telecenters between men and women were noticed, but as yet no interventions have been devised to address this situation. In 2000 field work was done by a student from the Faculty of Science for an assessment study to determine project progress. It helped them to collect, analyze and synthesize data for an assessment of the replicability of the pilot projects. It also assisted them in advocacy – *“to argue for ICTs as instruments for the common good and for alleviating poverty”*, noted Gaster.

The results of the study were put on the Telecenter Project Website and disseminated through presentations at meetings in Mozambique and abroad. The study was also used to inform the ICT Policy development process. Gaster was a member of the Working Group on Universal Access, a sub-working group on Telecenters of which she was the Coordinator. The experiences of the pilot telecenters, the monitoring data and the results of the assessment study were considered by the working group. According to Gaster the issues raised in the assessment study were not necessarily new, but they had a more powerful impact due to the fact that there was now documented evidence of the impact of factors, such as the high cost of connectivity. This confirmed her view that action orientated research had a major role to play in development: *“Pilot projects like these serve as demonstration of principles and concepts that otherwise would not have been possible”*.

Eng Francisco Mabila, Deputy Director of CIUEM, confirmed this view. As another member of the ICT Policy Commission working groups and drafting team he found that both the Telecenter Project and SchoolNet had a direct effect on the ICT Policy. The working groups took note of the positive and negative lessons from these projects and found them to be good starting points for implementing ICTs in rural areas and in the field of education. In 2001, as a result of the Policy Implementation Strategy, the concept of a network of telecenters in rural areas was born, based on the pilot project experiences. This became one of the three ICT Policy Lead Projects supported by Acacia.

The initial IDRC support was critical in establishing the demonstration models on which this network could be built. It gave credibility to the concept of telecenters as vehicles for rural development and access to ICTs in rural areas.

One of the major issues elucidated in the telecenter assessment study was the high cost of connectivity which still prevents access by a majority of people in the target areas. The download time was also found often to be very long.

This leads to greater expense on the side of the client. In the ICT Policy the principle of subsidized costs was therefore mooted in order to facilitate access by a larger part of the rural population.

IV.1.4.3 The National ICT Human Resources Development Project

The ICT Institute concept was designed to be in line with both the government's Action Plan for the Reduction of Absolute Poverty (PARPA) and the ICT Policy. Its overall goal is to expand ICT skills throughout the country and to harness them for business and development challenges. Moreover, according to its designers the Institute is to be viewed as "an incubator for new ideas and cutting edge African research".

The business plan is being developed by three working groups for each of the three components of the institute and a smaller coordinating team under the leadership of Massingue. In each case a working group consists of eight core members and several prominent national and international advisors. The five-year plan is to be completed by July 2002.

The Institute is to be composed of three integrated elements:

Research and Learning, which will target two groups, graduates of secondary schools who have no access to university education or employment and potential ICT users throughout the population. The program will combine practical ICT and business skills, aiming to produce graduates who can solve real-world problems. It will also develop ICT literacy programs for use in schools, community centers and local government throughout the country.

An *Incubator*, which will "nurture entrepreneurial skills within the student community and beyond". It will establish links with local and international businesses to provide work experience for students and to organize specialized seminars and workshops. It will channel seed capital and support to innovations emerging from the Research and Learning facility. According to the conceptualization document it will also serve as bridge to link ICT related businesses to the Science Park.

A *Science/Technology Park*, which will house national and international ICT businesses in an open and flexible environment operating under a favorable tax and regulatory environment. It will aim to attract Mozambican companies that specialize in ICT or are big users of ICT and ICT innovation, as well as ICT multi-nationals.

It is envisaged that MAACS in conjunction with the ICT Institute will collect, analyze and synthesize data and information that can provide a firm foundation for planning in future, “free from political agendas”. Research has been done to inform the planning of the ICT Institute. Questionnaires were sent to small companies in Maputo in order to determine their problems and obstacles to progress, and interviews were conducted with large companies, among others in banking and insurance. Part of the process will be the review of international models of best practice and experience; funding has already been obtained from OSISA to visit similar initiatives elsewhere. The planning activity in itself is regarded as a capacity building activity through the exchange of experiences and collaboration between the working groups’ participants and with others engaged in similar activities elsewhere in the world.

Refer to Table IV.3 for a summary of the policy influence of the National Lead Project Initiatives.

IV.2 RESEARCH AND POLICY INFLUENCE

Research is a fundamental part of IDRC programming. One of the main organizational objectives of the IDRC reads: *“IDRC 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 countriesⁱ.”*

Research is also one of the four components regarded as critical to Acacia success. A research strategy for telecenters has been developed and a large number of studies conducted. In the context of the Acacia case study in Mozambique it is therefore crucial to explore what is meant by research in the various projects and to try to understand how this research has been used and applied to policy formulation.

IV.2.1 The Acacia Research Outputs

The research outputs from the projects used for this case study have been produced by the MAACS, EPCI, Telecenters and ICT Policy projects. The other projects have not (yet) produced research results that could be used for policy influence.

ⁱ IDRC Program Directions 2000-2005, p 16

MAACS

- ❑ Survey of ICT use in the country and region. Fifty-three interviews were conducted and questionnaires were distributed by email to institutions identified as key development players and assumed to use ICTs. These included UN agencies, NGOs, government ministries, and the public and private sector in Mozambique and to universities in Kenya, Swaziland, Namibia, Botswana and Tanzania.

The results of the study were regarded as an important baseline through which MAACS progress could be measured. It is not clear whether this was followed up during subsequent years.

It was envisaged that the study would assist in the design of scientific models that could contribute to the development of appropriate ICT development models in Mozambique. The research was used for a survey of nearly 13 000 registered companies and government institutions by the ICT Policy Commission that was distributed through the Institute of Statistics as part of the Census in 2000. The results were to assist in the monitoring of the implementation strategy and were to be made available through Acacia and other media channels. The results were not published.

- ❑ An evaluation of the potential impact of electronic commerce on social and economic development in Mozambique, called for by the First Ministerial Meeting on Acacia held in Maputo. All four countries were expected to conduct similar research, and all pledged to share results for a comparative study. Jamo Macanze, a MAACS research assistant since 1999, produced a 34 page paper supervised by Massingue on “Electronic Commerce”. It contained 19 sections covering mainly theoretical aspects of e-commerce, with a view to develop ideas and a model that could support and stimulate the development of e-commerce in Mozambique.
- ❑ In 2000 Massingue published a chapter “Information and Communication Technologies and Universities in Africa” in the book “The Universities’ Responsibilities to Society: International Perspectives”, by Guy Neave. His PhD study exists in draft form and is near completion.
- ❑ Contributions to ELSA studies on telecenters and ICTs for development in Africa.

Comments from observers indicate that during MAACS Phase I research did not have the high profile intended during its initial conceptualization. The Executive Secretary was aware of this and the MAACS research focus therefore increased with the launch of MAACS Phase II. The research and development projects to be conducted under the auspices of MAACS II will be relevant to the Policy Implementation Strategy. Currently projects are being conducted on distance education, E-commerce, rural access and software development.

In MAACS II there is to be a greater focus on monitoring in conjunction with ELSA, and on the dissemination of the lessons and results of Acacia research and other ICT initiatives within and outside Mozambique.

EPCI

- ❑ Initial comprehensive feasibility study
- ❑ Surveys of client needs
- ❑ Monitoring of client trends in the Center.

The EPCI staff felt that they had not done enough to collect impact information. They would like to compare the current situation with the information obtained for the feasibility study at the beginning of the project. They were unaware of the existence of ELSA.

The Telecenter Project

- ❑ Feasibility study for telecenter establishment
- ❑ Mid-term evaluation of telecenters
- ❑ Monitoring data related to user trends

Polly Gaster, project leader, believes that in the telecenter type of projects the research approach should be developmental rather than technical (which would normally be the norm for CIUEM). For this reason she put together a multi-disciplinary team to do the telecenter feasibility study rather than the conventional method of using engineers/computer specialists only. She aimed to have a research approach that could show through the pilot projects the capacity in Mozambique for such centers, and that could raise issues around replicability. The literature indicated that research in this field in Africa and other developing countries was non-existent; it was therefore important to ensure that this component was not neglected.

Table IV.3

INTERVENTION	INTENDED POLICY INFLUENCE	POLICY INFLUENCE ACTIVITIES	INFERRED FROM	TYPE OF POLICY INFLUENCE	FACILITATED BY
The National ICT Policy Lead Project Initiatives (or their precursors)	Improving the knowledge and data of decision-makers	Sensitizing Provincial Governor and national policy makers through exposure to demonstration (pilot) projects	Comments by informants; focus in Inhambane Province on ICT strategy and request by Provincial Governor for EPCI assistance	Putting new ideas on the agendas of decision-makers	IDRC support in high-risk areas Ongoing ICT Policy process Small community of key decision-makers in ICTs, enabling easy and fast transfer of ideas
	Might assist in future modification of policies	Advocacy around issues related to rural ICT access through the use of monitoring information and research studies as documented evidence	Inclusion of telecenter networking concept in ICT Policy and Implementation Strategy documents Confirmed by comments from working group members High cost of connectivity and long download times included as issues in Policy, proposing principle of subsidized cost to facilitate access by rural population	Improving the knowledge and data of decision-makers Putting new ideas on the agendas of decision-makers	Project leaders (Gaster and Massingue) in MAAC/S and on ICT Policy Commission or its working groups Enthusiasm of champions such as Massingue and Inhambane Governor who expose visitors and decision-makers to demonstration projects

User trends in the telecenters are constantly monitored. Differences in the use of the telecenters between men and women, for example, were noticed, but analysis of reasons was not made and no interventions were devised as a result.

In 2000 a postgraduate student from the Faculty of Science conducted fieldwork for an assessment study to determine the progress of the project. The study enabled them to collect, analyze and synthesize data for assessment of the replicability of the pilot projects. As part of its specific tasks the project had to measure the quality and relevance of the telecenter services and evaluate the telecenters' impact within specific target groups and within the community.

ELSA tried to contribute to the research information “but in a manner that was marginalized”. The telecenter feasibility study and subsequent data gathering and evaluation were initiated before ELSA was in place; they “were ahead of ELSA” and decided themselves what kind of statistics they would use, although they tried to link it to an ELSA framework. Their telecenter study was pioneering and attracted attention from other organizations in the same field; among others the study format and content were used by a US NGO (PACT) for their work.

The ICT Policy Project

- ❑ A survey, the *National Enquiry into the Informatics Capacity of the Country*, was conducted in June 2000. The survey was to make it possible to gather information on the nation's ICT capacity – hardware, software and human resources in the IT and telecommunications sector. It was to provide baseline information to monitor progress during the ICT Policy implementation.

It was also to inform the planning for the sustainable and balanced development of the country's information and telecommunications infrastructure.

IV.2.2 The Type of Research

Acacia projects were not classic IDRC projects. The Acacia research activities cannot be classified as conventional “academic research”ⁱ, in other words there was no systematic and rigorous testing of hypotheses drawn from a conceptual framework. Instead, much of what was done was action research through observation, the analysis of some monitoring data, or studies conducted for a single immediate purpose, for example feasibility studies, surveys of particular aspects or evaluation studies.

This is to be expected in an environment where relatively little information is available within a certain policy arena. As has been noted several times in this study, information about ICTs and development, especially in Africa, was limited. It was therefore necessary to establish demonstration projects and commit each project to the systematic analysis of monitoring information in order to learn lessons and develop theories and models using action research. The Acacia research had a pioneering role to play. This made the concept of ELSA very relevant and important in the execution of the studies.

It is useful to note that in this case there was no disjuncture between researchers’ foci and that of the policy makers, as is often the case because of their different world views. The Mozambican government’s focus on development and Acacia’s focus on ICT’s for development tied in very well with each other. Similarly there was no focus on esoteric research issues; in Acacia the researchers and/or project leaders as well as the policy-makers were action orientated, practical persons focusing on obvious and immediate issues that had to be resolved.

When Weiss’s models of researchⁱⁱ are applied to the research produced by Acacia, it is likely that “Research as ideas” could be more appropriate than “Research as data”, but this will have to be investigated more thoroughly. The research generated by Acacia consisted mainly of surveys, feasibility studies, evaluation reports and monitoring data. These would not provide many opportunities for sophisticated analyses, for example providing alternatives for consideration.

ⁱ Reimers, Fernando and Noel McGinn (1997). Informed Dialogue: Using Research to Shape Education Policy Around the World, Connecticut and London: Praeger. Reference in Knowledge Utilization and Public Policy Processes: A Literature Review. Stephanie Neilson, IDRC Evaluation Unit, Dec 2001, p 11.

ⁱⁱ Weiss, Carol (1991). “Policy Research as Advocacy: Pro and con”, *Knowledge and Policy*, 4 (1/2): 37-56. Reference in Knowledge Utilization and Public Policy Processes: A Literature Review. Stephanie Neilson, IDRC Evaluation Unit, Dec 2001, p 11.

Although research data were made available to, and were used in the policy making process, Acacia certainly did not have enough suitable projects for comparative and systematic analytical studies of different contexts, approaches and experiences.

The general approach in the Acacia projects is illustrated by a comment from one of the project leaders. Although there was close monitoring and documenting of project information, “the emphasis was on learning, not formal research.” The intention was “to link practitioners so they could share experiences using their new ICT technologies”. Fundamental to this approach was the conviction that within a policy arena where little is known and there is urgency in the policy environment, “policy and research need to proceed together”, without one waiting for the other.

In the opinion of the consultant the short-term studies and action research based on a limited number of pilot projects added to the quick uptake of policy-makers. These were the best approaches for the situation in Mozambique - and might still be for some time to come. However, the effect that the lack of alternatives and systematic analyses could have had on the *quality* of the policy work has to be interrogated and understood in greater depth.

A comprehensive understanding of the influence of contexts and alternatives is important for policy choices. Furthermore, it will be important to ensure that within the action research approach there is a substantial focus on good qualitative analyses of socioeconomic factors affecting the impact of the interventions on the community.

The role of ELSA (or an ELSA type initiative) in Acacia should therefore not be underestimated. The potential of the original ELSA concept was not really tested in Mozambique; this would have assisted significantly in the gathering of systematic and comparative research information. Slow to get started, it lost the opportunity to build learning and change into the daily work of the participants. When it did start, it took the conventional top-down, donor-driven evaluation approach. Experiences elsewhere have indicated that this type of approach is often detrimental to research outcomes when working in disempowered, developing communities.

IV.2.3 The Use of Research

Some fundamental questions remain: the extent to which, and how, Acacia research influenced the policy outcomes. Noted Manhiça “...*the operational process of policy making was a research exercise, but not in the traditional academic way*”.

According to Gaster it was not so much the documented research data from SchoolNet and the telecenters that influenced the policy process, but the participation of these practitioners and operators on the ICT Policy Commission and working groups. The early research commissioned by the Commission on existing ICT capacity was one of the few direct research inputs into the process.

Chemane also confirmed this view. According to him the input was based mostly on consultation and discussions based on the participants' views, experience and specialist knowledge. The Commission did not commission research or studies aimed at informing the policy design activities. The working groups kept on asking questions related to how people felt about the process and content, soliciting discussion and debate and views on what each sector could bring to the table. For example, initially the policy document was felt to be too government orientated and not tackling the main issues that concerned people. Intensive discussions led to a decision to take a different path, more towards partnerships, for example with the private sector. According to observers this led to greater understanding between the parties and to concrete benefits, such as the lower import tax on IT equipment.

This was confirmed by another participant in the process. He noted that the working groups were indeed exposed to a number of position papers, feasibility studies and evaluations, and also studied the policies of other countries using information obtained from the IDRC and other sources. These helped to strengthen (or weaken) certain arguments.

However, the main source of information remained the participants, "each with his or her specialist memory". *"Data are secondary; these specialists have lived the process"*, was one comment. Specialists such as Massingue were, according to observers, particularly effective in sharing their "lived experiences" with government officials and participants from other sectors.

Brito also noted that although they used a substantial number of studies and monitoring data studies, *"discussions between people with different experiences and specialized knowledge formed the bulk of the input"*. The inputs from "people on the ground" who could share practical experiences and viewpoints during consultative processes were also appreciated. There was a recognition of the importance of rigorous studies, but constraints were also identified. How to obtain and integrate a constant flow of credible data from the different initiatives is now regarded as a key challenge for the future.

The pilot/demonstration projects also served as dynamic inputs into the policy process. They provided the visual example and monitoring information that helped to validate ideas and serve as models around particular policy issues. The impact of the projects and their strengths and weaknesses were studied using the available information and observations. The results convinced them that these projects would serve as a good starting point for implementing ICTs in rural areas and in education. The policy therefore indicates the strong influence of the telecenters and SchoolNet projects; their ranking in terms of priorities (albeit in the initial Policy Implementation Strategy) was high and both are to grow into national programs. The impact of action research in this process was regarded as significant.

Several MAAC members also noted that the ICT Policy Commission did not ask MAAC/S to conduct any particular studies to assist it in its work, but said that the feasibility study for the telecenter pilot project, its evaluation and some of the monitoring data were reported at MAAC meetings and hence came to the attention of the ICT Policy Commission members. The studies were also used to inform some of the working groups during the policy development process. Other MAAC members were part of the Commission's Working Groups; several agreed that this information did enhance their understanding of issues that needed to be addressed in the ICT Policy.

Gaster was a member of the Working Group on Universal Access, which had a sub-working group on Telecenters of which she was the Coordinator. She confirmed that the experiences of the pilot telecenters, the monitoring data and the results of the assessment study were considered by the working group. According to Gaster the issues raised in the assessment study were not necessarily new, but they had a more powerful impact due to the fact that there was now documented evidence of the impact of factors such as the high cost of connectivity. This confirmed her viewpoint that action orientated research had a major role to play in development. Pilot projects like these could serve as demonstration of principles and concepts that otherwise would not have been possible.

Francisco Mabila, Deputy Director of CIUEM confirmed this. As another member of the ICT Policy Commission working groups and drafting team he found that the Telecenter Project, just like SchoolNet, had a direct effect on the ICT Policy.

He also believed that the inputs into the work of the Commission consisted more of consultation than traditional research, but that the telecenters and SchoolNet projects helped to validate their ideas and convinced people, for example the Provincial Governors, of the importance of ICTs for development.

Connectivity remained a problem, with few and slow lines and high costs; they therefore insisted that TDM assists them by reducing the tariff for schools. This led to high speed connections and free connections to the participating schools for two years. The demonstration projects and general enthusiasm for ICTs have also led to a large initiative funded by Graça Michel's Foundation for Community Development, which aims to connect 300 schools in two years.

Chemane on the other hand noted that the Commission's initial work on the Policy and especially the Policy Implementation Strategy was influenced by a number of research studies, for example a survey done in the provinces during workshops to determine the level of ICT activity in each province. A Harvard University survey on ICTs in Mozambique helped them to change their proposed approaches. A Swedish funded study by a South African company on ICTs in Mozambique was also used in their deliberations.

In each case where the Commission would know about such a study being conducted, it appointed someone from the policy task groups to follow the study: to go to meetings, take notes and bring these back to the Commission. This built their capacity and kept them informed of the latest results that could be useful to the Policy implementation processes.

In the case of ICTs in Mozambique the use of research for policy design was influenced by several factors. These included the fact that

- ❑ in the period preceding Acacia and the ICT Policy project, little relevant and contextual information was available to inform policy opinions
- ❑ policy makers could not have many preconceived ideas about policy content, as their experience in this respect was limited in the absence of previous efforts to establish a national ICT policy.

This means that the policy makers would have been more receptive to, and made use of, all the various types of policy inputs described above.

According to Weiss' Seven Meanings of Research Useⁱⁱⁱ, in the case of Acacia the most appropriate would be the "Problem-solving" and "Enlightenment" models of use (albeit the latter over a fairly short period).

These models should be interrogated in greater depth in the light of the Acacia experience in order to confirm this judgment.

IV.3 POLICY PROCESS MODELS

All the information in this chapter indicates that the policy influence in Acacia relates to elements of several policy process models found in the literature. It is suggested that a final brief but in-depth comparative analysis needs to be done for the case study projects across all the Acacia countries in which the type of research, its use, the type of policy influence and the policy process models are analyzed against the context in each country. This should increase the usefulness of this study significantly.

The study points to the application of the Interactive Model^{iv} to the Acacia policy processes described in this study. Similarly, elements of a Policy Network Model^v can be identified, and of the Multiple Streams Model^{vi}. More in-depth work is needed to ensure an accurate analysis of the most appropriate model(s) for the policy processes in Mozambique.

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^{iv} Grindle, Merilee and John W Thomas (1991). Public Choices and Policy Change: The Political Economy of Reform in Developing Countries. Baltimore and London: The John Hopkins University Press. Reference in Knowledge Utilization and Public Policy Processes: A Literature Review. S Neilson, IDRC Evaluation Unit, December 2001, p 17.

^v Stone, Diane et al (2001). Capturing the Political Imagination: Think tanks and the Policy Process. London: Frank Cass & Co. . Reference in Knowledge Utilization and Public Policy Processes: A Literature Review. S Neilson, IDRC Evaluation Unit, December 2001, p 23.

^{vi} Kingdon, John. (1984). Agendas, Alternatives and Public Policies. Boston Toronto: Little Brown & Company. Reference in Knowledge Utilization and Public Policy Processes: A Literature Review. S Neilson, IDRC Evaluation Unit, December 2001, p 25.

Chapter V

POLICY AND THE GENDER DIMENSIONS OF ACACIA

V.1 THE CONTEXT

V.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.

V.2 POLICY AND GENDER IN ACACIA^{vii}

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*.

^{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

^{vii} Taken from various IDRC project documents

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^{viii} 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.

In Mozambique, only one project (not part of the case study) focusing on women received funding (*Women and Networking*, facilitated by Forum Mulher). All the other projects are therefore expected to have gender dimensions as part of their design and/or activities.

Project leaders in the case study projects were well aware of this important Acacia focus, although several admitted that they had not given it the attention that it deserved.

V.2.1 MAACS

Nowhere in the reasons for the establishment of MAACS or its objectives was gender stipulated as an issue that needed to be addressed. Women were not mentioned as a beneficiary group and its research agenda did not make mention of women or gender issues.

During the conceptualization of Acacia in Mozambique it was foreseen that: “*The Mozambique Women’s Action Nucleus, the Forum Mulher and other women’s organizations will be consulted about the need to commission work to identify and define strategies to address gender issues in all Mozambique Acacia projects. These strategies will be reviewed by the Acacia Advisory Committee*”.

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

As far as could be ascertained, this was not done. There were efforts by MAAC/S to solicit proposals with a focus on gender or women's interests for support by the IDRC. Several such proposals were received, although according to MAAC members in most cases they were weak; it was clear that the capacity of most of the interested women or women's groups had to be built before their proposals could meet the high standards set by MAAC and the IDRC. MAACS did try to assist them with their proposal development, but "not enough was done". No strategy was developed to address this matter, which could have serious effects on the opportunity of women to participate in ICT initiatives.

Although gender or women were not mentioned in the MAACS conceptualization, its task to support MAAC with its focus on rural communities implies that rural women could have been an important beneficiary group for MAACS activities.

Similarly, it had to identify relevant areas for research which could also have led it to research projects on gender issues. Its awareness creation activities would also have sensitized women to the role ICTs could play in their lives. Its responsibilities therefore allowed MAACS to develop a specific focus on gender, but this was not followed up during the execution of Phase I.

This does not mean that MAAC and MAACS were unaware of the importance of gender in their activities. MAAC had approx. 50% female members, several of them strong and outspoken women who would argue for women's interests. Four of the seven project leaders of projects approved by MAAC were women who could also exert their influence in MAAC.

Moreover, their participation in MAAC among others gave these women a profile as ICT experts and allowed several of them to be active in the ICT Policy working groups, where they could exert a direct influence on ICT policy.

According to Polly Gaster, since the struggle FRELIMO had redefined its attitude towards women. Gender issues are always prominent on people's minds during these type of processes and there is a recognition of the burden on women. Massingue confirmed Gaster's views that although in the various MAAC and MAACS processes there was not a firm focus on women, "they were included in a natural manner". In their view the main obstacle to female involvement at all levels of society still resided in the school pipeline where few girls qualify to enter university level.

In summary then, while MAAC and MAACS were aware of the need for balanced representation on committees and the need to solicit proposals with a gender dimension, there was no dynamic focus on ensuring that the potential gender dimensions in the MAACS project were adequately addressed, for example in terms of systematic capacity building among women applicants or research focusing on gender issues. This could have been due to the absence of Acacia guidelines on the matter or an overall gender strategy that could have directed the activities of both MAAC and MAACS. The initial undertaking during the Acacia design phase to consult women's groups for the development of strategies to ensure gender dimensions in each project, were also not followed up.

In MAACS II there is a stronger focus on human resource development activities. In this case the need for the development of women in the ICT arena has been articulated and gender issues will probably have a higher profile than has been the case in MAACS I.

V.2.2 The (Precursors of) the ICT Policy Lead Projects

A telecenter by its very nature and location in rural areas is a mechanism that facilitates the access of women and girls to ICTs. During the conceptualization of both the Acacia telecenter projects (EPCI and the telecenters at Manhica and Namaacha) there was already some emphasis on gender considerations.

It was decided that surveys and monitoring studies would collect gender disaggregated data “which would in turn be used to develop gender targeted information services”. Ensuring gender balanced participation and benefits was an important concern for Polly Gaster who led the Manhica and Namaacha telecenters project. Each of these telecenters is therefore monitoring the gender mix of its customer base, while relevant short-term studies also focus on the collection and interpretation of gender related information for learning. It is envisaged that this data will guide the design of specific services and promotional activities at the telecenter level.

EPCI is also monitoring its client base in terms of gender disaggregated information. Emma Bradley believes they could have done more to use the data for systematic interventions aimed at facilitating girls and women's access to the telecenters. In spite of this, it is reported that EPCI “*has demonstrated substantial success ... to involve young women school-based youth in ICT training and in overall telecenter management*”.

In the Lead Project that followed EPCI there seems to be a stronger undertaking to focus on gender dimensions: "...Understanding that young women are easily, if unintentionally, sidelined by their eager young male counterparts, this project will continue EPCI's conscious efforts to involve young women school-based youth." It goes on to state that it will ensure that female teachers are centrally involved in sub-projects implementation.

Enough information was not available to determine whether the gender dimensions of these studies have influenced the ICT Policy design process directly. The ICT Policy is silent on the gender dimensions of telecenter projects in particular, although it does note various strategies to facilitate the participation of women and girls in ICT related activities. This focus could have been influenced by the findings of the telecenter projects, as the information was made available to members of the working groups; this will have to be investigated.

V.2.3 The ICT Policy and Implementation Strategy Projects

Constitution of policy working groups

An engendered policy process would ensure the inclusion of women and women's groups in the structures involved in the development of the policy.

In the case of the ICT Policy approximately 25% of the policy working groups were women, including the most prominent women in the ICT arena. Representatives from women's groups were also included.

The Implementation Strategy drafting process continued this trend. Women constituted approximately 25% of the task team responsible for the drafting of the Implementation Plan, and women's groups were also included. They were consulted on gender issues. This approach is set to continue during the Policy implementation phase. The Implementation Strategy notes that women's groups "will always be represented on the ICT Policy Commission", which is to be expanded both in terms of its responsibilities and its constitution.

The problem definition

The initial problem definition that led to the ICT Policy development did not include a gender focus.

Perhaps rightly so, as the policy problem focused mainly on broad issues related to Mozambique's distance from the global information society, the need for a framework to prevent fragmented ICT efforts, and a number of other general issues relevant to the Mozambican society as a whole. Only one out of 12 specific objectives of the policy refer to the need to train, among others, women in ICTs.

Gender-sensitive data and information were made available only later in the process to sensitize the policy working groups to the importance of incorporating gender dimensions in their work.

However, gender issues were embedded in aspects of the problem definition: for example the recognition of the need for universal access implies that rural women would be one of the main beneficiary groups.

Formulation and selection of policy options

In an engendered policy process, policy options would be formulated that are gender-aware and address gender issues, concerns and opportunities^{ix}, and the "best options" selected, based among others on gender perspectives.

As far as could be ascertained, this was not the case in the ICT Policy process. Women's issues are addressed only as a separate topic in the Policy - as part of a "second tier" of priorities - and gender perspectives do not cut across the Policy as a whole.

It is possible that this was because of the lack of comprehensive ICT and gender information that could inform the various policy options, but it is more likely that the awareness of the need for gender-sensitivity in considering the various policy options was not acute among the working group members (This was not investigated).

For example, in gender-sensitive policy formulations the policy sections on education and human resource development would have included references to the disadvantaged circumstances of women and girls.

Those involved might have felt that the issues raised in the separate section of the Policy would cut across the other policy aspects where gender was not considered, and in this manner bring gender dimensions to those areas.

^{ix} Jorge, SN. Gender Sensitive ICT Projects: A Policy Framework. Presentation at a Gender Evaluation Methodology Workshop, Cuernavaca, Mexico, 15-19 May 2002

When the proposed strategies are analyzed, this argument is found to be reasonable, but it still does not remove the need for greater gender sensitivity in the rest of the Policy.

The mere fact that “women and ICTs” forms part of the “second tier” of policy priorities^x without specific reference to gender in other parts of the Policy, confirms the sense that gender and girls/women’s issues in particular, have not had the necessary profile during the policy making process. On the other hand, the Policy acknowledges that women and youth are frequently marginalized or excluded from central decision-making processes on the future of society. It recognizes that women should “play the major role they deserve” and that “ICTs can provide a powerful means for achieving equality of access to the opportunities for development for women”. It also notes that the extent to which these “second tier” areas are included in the framework will depend on “the initiative, creativity and zeal of those who are interested, and..... on the opportunities they themselves create”.

The strategies proposed for this purpose are:

- ❑ Inclusion of a gender perspective as a dimension in development projects and programs for the mastery of ICTs;
- ❑ Promotion of the use of ICTs as tools to reduce and eliminate the inequalities between the sexes in access to opportunities for education, employment, land and other social benefits;
- ❑ Encouragement of the integration of women and the young in organs and processes of planning and decision-making on the use of ICTs;
- ❑ Setting up special programs of training and qualification of young women and youth in the mastery of ICTs;
- ❑ Supporting the development of applications and services which meet the specific needs of women and youth and promote self-employment, especially in the informal sector;
- ❑ Promotion of the use of the capacities of the Internet and of e-commerce to facilitate the access of women and youth to business opportunities;
- ❑ Promotion of the creation of electronic networks and websites for organizations and associations engaged in helping with the advance of women and youth.

^x Others in the same tier include i) Agriculture and Natural Resources, ii) Public Protection, iii) E-commerce and the Protection of Business, iv) A National Network of Academic and Research Institutions, v) Culture and Art, and vi) Social Communication. The main priority areas are those defined in the five year government program for development, and include i) Education, ii) The Development of Human Resources, iii) Health, iv) Universal Access, v) A National Support Infrastructure for ICTs, and vi) Governance

The draft Policy Implementation Strategy again does not specify any focus on gender, except to indicate that the key ICT Policy Commission “will always have women's groups represented”. It is hoped that the gender strategies mentioned in the ICT Policy will be applied across all the Implementation Strategy's programs; this will then enable the required focus on ensuring that women gain adequate benefits from the dynamic developments in the ICT arena in Mozambique.

V.2.4 Conclusion

Some measure of gender sensitivity was found in all the Acacia projects in this case study. The participation of women in Acacia structures and processes was encouraged and some projects did include gender dimensions in their work, for example the collection of disaggregated data in the telecenters projects. However, in the view of the consultant more could have been done to integrate into the projects a conscious focus on gender issues and systematic strategies to address them.

The ICT Policy acknowledges the need to have special initiatives to address the situation of women in the ICT field. It does this in a separate section of the Policy, while in the rest of the document there is no reference to gender dimensions related to the policy statements for the other priority areas.

It can be argued that some of the Acacia projects and the policy process as a whole have not been adequately engendered and lacked conscious and systematic work on this aspect. Acacia might therefore benefit from the careful interrogation of the nature of gender-focused interventions and activities by IDRC staff and project teams in order to develop comprehensive strategies to integrate gender dimensions into all their projects in a more systematic manner.

Chapter VI

THE ROLE OF THE IDRC

During the nineties the IDRC was one of the only international agencies prepared to allocate funding towards the establishment of ICTs on the continent. At the time, ICTs for development was regarded as a high risk investment. A lack of infrastructure and social and economic environments conducive to the implementation of ICTs, as well as the lack of substantive knowledge about ICTs and development, proved to be formidable obstacles to donor confidence.

In this arena the IDRC was prepared not only to provide funding to stimulate debate and create forums for discussion of strategic priorities and approaches; it also took the brave step to support a variety of high-risk projects in Mozambique. Some of its main investment contributions include:

- i. The establishment of structures and mechanisms to drive the development of ICT in the country (e.g. MAAC and MAACS)
- ii. The support of champions and events instrumental in creating an awareness of ICTs among key audiences
- iii. The design and implementation of pilot projects that provided models for action research and could inform aspects of the ICT Policy and the ICT Implementation Strategy
- iv. The funding of structures (the ICT Policy Commission) and processes to develop an ICT Policy for Mozambique
- v. The continued support of the ICT Policy implementation activities, including processes to design a Policy Implementation Strategy and to implement priority projects in ICTs.

Although there were also other role players, the catalytic effect of the IDRC investments cannot be denied when the results of these contributions are considered:

- ❑ Donor agencies are now showing a much greater interest in ICT in Mozambique. According to observers their interest has been stimulated by the ready availability of an ICT Policy and its Implementation Strategy, indicating the government's commitment to ICTs and setting priorities for development. Two examples among many more: the Italian government wishes to support efforts to improve governance through the establishment of a government network. Mozambique has been included as one of three African countries in the UN *Global Digital Initiative* (GDOI) supported by the UNDP and the Markle Foundation.
- ❑ Dr Renato Matusse, Permanent Secretary of the SADC Culture, Information and Sport SCU, who was not involved in the ICT Policy or related processes observes: *"Computers are becoming less for an elite group only. Some time ago a bar advertised a position and stipulated that the person should have computer skills; a few years ago this would never have happened. These processes have helped to highlight the use of ICT among the general public."* Another observer opinion: *"Mozambique came from a great lack of technology. This is the beginning of hi-tech here. The (ICT) Policy affected this greatly. It empowered the country in ICTs. People saw that the government is committed. They are enthusiastic because of the policy that exists."*
- ❑ The initial IDRC support also gave credibility to the concept of telecenters as vehicles for rural development and access to ICTs in rural areas. The concept of a network of telecenters in rural areas, one of the three ICT Policy Lead Projects, is based on the pilot project experiences and the concept will be further expanded according to the framework presented by the Policy Implementation Strategy.
- ❑ New donor programs have learned from the Acacia pilot projects. An example: The WK Kellogg Foundation is now supporting several telecenters as part of the establishment of a network of telecenters. During their implementation more emphasis has been put on the issue of community ownership – one of the main lessons learned from the pilot projects. Processes of engagement ensured that the communities were more involved in the planning and execution of the project right from project inception. In line with the ICT Policy there will be a focus on the creation of local content using local languages and addressing local problems, helping people to resolve their problems. There will also be an emphasis on using the Internet to stimulate access to business knowledge and opportunities.

- ❑ In Chapter IV the many ways in which IDRC investments influenced policy directly or indirectly were highlighted.
- ❑ The results of the ICT Policy process were impressive: Local capacity in ICTs and policy design was developed. Several participants felt that they (or their institutions) were now recognized and respected more among the public, decision-makers and donors as a reference point for ICT expertise in Mozambique. Other government Ministries took lessons from the ICT Policy process and applied it to their activities, and are incorporating ICTs into their sector policies. Observers noted that the policy processes seemed to empower people in the provinces and also stimulated their awareness of the potential of ICTs for development. Provinces are now focusing on ICTs in their development strategies. The ICT policy process has also helped to create an awareness of the need for accelerated reforms in the telecommunications sector.

Many of the key decision-makers who were involved in Acacia gave the IDRC great credit for the philosophies which govern its investments. The principles on which its grant-making is based are perceived to be very different from those of most other donor agencies. It is acknowledged as “a true partner” in development, with approaches and processes that are empowering and focused on building indigenous capacity.

This has helped to build trust and confidence between the IDRC and its Mozambican contacts. According to Dr Salomão Manhiça, Executive Secretary of the ICT Policy Commission “*the IDRC financial and technical support was excellent, but more importantly, they made sure that Mozambique had ownership of the process. In almost all other cases the donors drive these processes*”. Manhiça noted that this was the main reason why on several occasions the Mozambican Prime Minister had sited the IDRC from public platforms as an example that other donor organizations should follow.

Dr Lídia Brito, the Minister for Higher Education, Science and Technology also commended the IDRC for using empowering processes that recognized the value of local people and for its willingness to take risks by supporting new ideas. “*Acacia is a good example of it (taking risks) paying off*”, she noted.

The expertise contributed by the IDRC was highly appreciated, especially the role played by Kate Wild. She was applauded by all involved for her role in the conceptualization and design of Acacia in Mozambique as well as for her insight into the ICT policy environment.

According to Neves of Syscom, among others she helped them to develop an understanding of the nature of ICT policies, the need for contingency planning and the responsibility of the different sectors in enabling sustainability of the initiatives. She brought her own wide experience to bear on both the Policy and the Implementation Strategy projects and helped to expose them to the experiences of other countries.

In the light of the above it is unfortunate that the very good relationship between the IDRC and key individuals and institutions in Mozambique was marred by several problems between late 1999 and 2001.

During the initial phase of Acacia the IDRC indicated that it would make available US\$1.25 million/year for five years for the initiative. MAAC was constituted as a very high level Committee to assist with the implementation of Acacia in Mozambique. They had the enthusiasm to spend long hours debating issues and proposals prepared by MAACS in conjunction with applicants. During the planning phase, MAAC perceptions were that they would form an important part of the decision-making system for Acacia projects in Mozambique. During its initial meetings the Committee therefore believed that their recommendations would be appreciated as a high-level judgment of project merit based on priorities in the development and ICT fields in Mozambique.

In 1999 they learned that this was not the case; what they approved was sometimes not funded and communication was often not clear on the reasons for the decision. Long delays in IDRC decision-making and funding allocation caused great discomfort with procedures. The promised funding was also scaled down.

MAAC tried to adapt their work methods to suit those of IDRC, but the disillusionment with the IDRC management systems continued. According to a key person in the ICT community, in the process the relationship with the IDRC was “severely damaged”.

Several of the informants felt that during this period (and still today) Mozambique was marginalized by the IDRC. *“A year would go by without receiving an email message from them”*, was the comment of one project leader. They were uncertain about IDRC expectations and decision-making became a problem, with long delays and unsatisfactory communication. The fact that the IDRC did not want to see project proposals before final submission contributed to the perceived lack of interest on the side of the IDRC management.

This situation seems to have been perpetuated by IDRC management styles as well as its reorganization in 2000-2001. The large turnover in IDRC staff, the slow start and continued uncertainty around the ELSA processes, changes in priorities and programming leading to a lack of conceptual continuity, and unclear decision-making lines brought great apprehension among those involved in Mozambique. Moreover, the reasons for this situation were not well communicated.

In spite of this, the main perceptions around the role of IDRC are very positive. All are in agreement that should the inefficiencies in the system be eliminated, the good relationship between the Mozambican ICT community and the IDRC will continue, as a lot of goodwill still existed between the two parties. Marielle Rowan, IDRC Liaison Officer in Maputo received high praise from key individuals for the very efficient manner in which she had assisted them throughout this period.

Although the negative aspects in these interactions should be addressed, they should not deflect attention from the impressive IDRC achievements in Mozambique. These achievements are best summed up by the Mozambicans themselves:

“Our partners in this project (the ICT Policy project) have been of extreme importance in providing their financial support and also in putting at our disposal all their knowledge and experience. Without this it would have been difficult or impossible to have come to this present point. I would particularly like to thank the Canadian Government for their support.”

Extract from opening speech by His Excellency Joaquim Chissano, President of
Mozambique
at the International Symposium on the ICT Policy Implementation Strategy
Maputo, 3-5 October 2001

“...I will never overemphasize the expression of my appreciation to the Government of Canada for its central role in animating and assisting Mozambique in developing its policy and program approach for the integration Information and Communication Technologies (ICTs) for development. Canada’s International Development Research Center (IDRC) has played a pivotal and fundamental role in helping our country learn about the importance of these technologies in our social and economic life.”

Extract from a letter from the Prime Minister of Mozambique, Pascoal Mucombi,
to the Prime Minister of Canada, Jean Chrétien, dated 5 March 2002

“The Government of Mozambique is grateful to the International Development Research Center (IDRC) of Canada for the support provided to the Secretariat responsible for the elaboration of the Implementation Strategy for the ICT Policy.

Thanks to this support, that provided earlier for the preparation of the ICT Policy itself, as well as that to come in the implementation phase, the IDRC has a special place amongst the partners of Mozambique in its efforts to construct an information society which will benefit all its people, a gesture which will certainly be appreciated and followed by other partners.”

From: The ICT Policy Implementation Strategy
submitted for approval to the Mozambican Cabinet in Jun 2002

Final Comment

In spite of Acacia's success in Mozambique in terms of its policy influence, the policy impact of future IDRC programs might be improved by

- ❑ the development of a clearer understanding within the IDRC of how Acacia research can best be defined and structured to play an effective role in policy influence, should this be a priority;
- ❑ ensuring a more intense focus on comparative analytical research studies, including between countries (for example as envisaged in the initial ELSA concept);
- ❑ a careful study of the concepts and strategies relevant to policy influence as well as gender-sensitive projects in order to ensure their shared understanding within the organization;
- ❑ thorough discussions of these concepts and strategies with project participants to facilitate a shared understanding of these issues, coupled with the integration of suitable research, gender and policy influence strategies into each project where deemed appropriate (allowing for sensitivities that might exist in certain countries about the concept of “policy influence” by donor or foreign development agencies)
- ❑ the effective implementation of ELSA (or an ELSA type of concept) to ensure a continuous cycle of learning through systematic monitoring, research and evaluation.

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 informant 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 informants 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 informant 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 informant; 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 informant 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 informants 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.

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ADDENDUM 4: PROJECT TOMBSTONE DATA

**THE MOZAMBIQUE ACACIA ADVISORY COMMITTEE SECRETARIAT (MAACS)
PHASE I**

Project Name The Mozambique Acacia Advisory Committee Secretariat (MAACS) Phase I		Country: Mozambique
Project Number 003752	\$Value CAD 247 631	CAP/RAP Values CAD 247,631 (RAP)
Date approval: 8 Dec 1997 Commencement: 8 Aug 1997 Duration: 3 years 8 months Completion: 23 Apr 2001	Recipient Type: University	Recipient Institution: University of Eduardo Mondlane
Beneficiary Institution: Vice-Rector's Office at UEM, on behalf of MAACS	Type: University unit	
Policy Target: Not stated. However could influence: The Mozambique government with respect to the ICT Policy and its Implementation Strategy Provincial and local governments Regional policy initiatives – Acacia, higher education institutions	Type: Expanding policy capacities: Improving the knowledge/data of policy makers (MAACS I) Developing new talent for research and analysis (staff and research assistants) Broadening of policy horizons through networking with colleagues (MAAC interaction with the ICT Policy Commission and strategy implementers)	Intent of Policy Influence: No intent formulated. Due to leadership position would be able to help create new policy regime; generate knowledge to assist in policy formulation; and create awareness of policy issues among policy makers.
Source: MAACS research studies Pilot project feasibility and monitoring information Specialist knowledge MAAC/S exposure to discussions and projects	Use Identified: Enlightenment Problem solving	Policy Domain: Facilitation and pursuit of understanding of local, national and - in some aspects - regional issues related to the development of ICT infrastructure, technology and capacity, esp. in poor communities,. Aspects such as socioeconomic implications, awareness creation and the potential for replication of pilot projects are critical to the work.

The Mozambique Acacia Advisory Committee Secretariat (MAACS) Phase II

Project Name The Mozambique Acacia Advisory Committee Secretariat (MAACS) Phase II		Country: Mozambique
Project Number 100868	\$Value: CAD 297 800	CAP/RAP Values CAD 297,800 (RAP)
	Date approval: 11 Apr 2001 Commencement: 11 Apr 2001 Duration: 24 Months Completion: 11 Apr 2003	Recipient Institution: University of Eduardo Mondlane
Recipient Type: University	Beneficiary Institution: Vice-Rector's Office at UEM, on behalf of MAACS	Type: University unit
Policy Target: Not stated in project. However could influence: The Mozambique government with respect to the ICT Policy and its implementation strategy Provincial and local governments Regional policy initiatives – Acacia, higher education institutions The ICT strategy implementation	Type: Expanding policy capacities: Improving the knowledge/data of strategy implementers Developing new talent for research and analysis Broadening of policy horizons through networking with colleagues	Intent of Policy Influence: No intention formulated Due to leadership position would be able to influence future modifications to ICT policy; generate knowledge to assist in policy formulation; and create awareness of policy issues among policy makers.
Source: MAACS research studies Pilot project feasibility and monitoring information Specialist knowledge MAAC exposure to discussions and projects	Potential Use Identified: Knowledge generation Enlightenment Problem solving	Policy Domain: Facilitation and pursuit of understanding of local, national and regional issues related to ICTs for development, with a focus on ICT human resource capacity development in Mozambique

FORMULATION OF A NATIONAL INFORMATION AND COMMUNICATIONS POLICY

Project Name: Formulation of a National Information and Communications Policy	Country: Mozambique
Project Number: 97-8922-01	\$Value: CAD 423 289
Date approval: 14 Dec 2000 Commencement: 30 Mar 1998 Duration: 3 years 5 months Completion: 3 Aug 2001	CAP/RAP Values: CAD 238,900 (RAP)
Recipient Institution: National Treasury of Mozambique	Recipient Type: Government department
Beneficiary Institution: ICT Policy Commission, Office of the Prime Minister	Type: Specialized national government agency
Policy Target: Policy makers	Type: Creation of a new policy regime Expanding the policy capacities of the working groups and policy makers by improving their knowledge and by supporting them to develop innovative ideas. Broadening their policy horizons, introducing new concepts to frame debates and to stimulate public debate.
Intent of Policy Influence: To create an ICT policy for Mozambique	Source: Expertise of participants, e.g. from MAAC/S, projects Acacia generated studies Action research Demonstration projects
Use Identified: Establishment of ICT policy (knowledge generating) Interactive Problem-solving	Policy Domain: The design of a cross-cutting (across all sectors) national ICT policy for Mozambique

THE ICT POLICY: STRATEGIC IMPLEMENTATION, LEADERSHIP AND PROMOTION

Project Name: The ICT Policy: Strategic Implementation, Leadership and Promotion	Country: Mozambique
Project Number: 100737	\$Value: CAD 238 900
Date approval: ? Commencement: 14 Dec 2000 Duration: 1 year 4 months Completion: 14 Apr 2002	CAP/RAP Values: ?
Recipient Institution: Office of the Vice-Rector, University of Eduardo Mondlane	Recipient Type: University (unit)
Beneficiary Institution: ICT Policy Commission	Type: Specialized national government agency
Policy Target: Not defined. Possibly future policy makers	Type: Modification of existing programs or policy
Intent of Policy Influence: Not defined. Possibly to refine ICT policy in future based on monitoring and evaluation of Policy implementation activities	Source: Monitoring of policy implementation Research studies Interaction between researchers and policy makers/implementers
Use Identified: Enlightenment	Policy Domain: Implementation of the national ICT Policy through a carefully designed strategy – nationally and in the provinces. Monitoring of progress (possibly) for policy refinement after three year period of implementation.

THE NATIONAL ICT POLICY LEAD PROJECT INITIATIVES

Project Name: The National ICT Policy Lead Project Initiatives	Country: Mozambique
Project Number: 101112	\$Value: CAD 485 900
Dates approval: ? Commencement: 3 Dec 2001 Duration: 2 years Completion: 3 Dec 2003	CAP/RAP Values: ?
Recipient Institution: Office of the Vice-Rector, UEM	Recipient Type: University (unit)
Beneficiary Institution: Escola Secuneria Emilia Dausse de Inhambane CIUEM, UEM Office of the Vice-Rector, UEM	Type: Secondary School University (unit) University (unit)
Policy Target: Not stated Possibly future policy makers	Type: Affecting future policy regimes; modification of existing programs or policies in future
Intent of Policy Influence: (Uncertain) Provide models for implementation of ICT strategy at local and provincial levels; serve to inform provincial policies and programs; assist in refinement of national ICT Policy	Source: Data and information from Lead Projects supporting the implementation of the Policy
Use Identified: Knowledge generation through action research Enlightenment	Policy Domain: Key projects for implementation of strategy at local level based on ICT Policy, in areas of telecenters, human resource development through an ICT Institute that promotes exposure to entrepreneurship and real world situations during training, and youth focused microprojects linked to a secondary school "research and learning" center. Project results may affect ICT related policies in future.