Effective Advocacy in Uganda

A Guide to Impacting Policy and Law Making

THE REPUBLIC OF UGANDA

Regulatory Best Practice Programme,

Ministry of Finance, Planning and Economic Development

F O R E W O R D

The objective of this manual is to provide civil society organisations (CSOs) and business member organisations (BMOs) in Uganda practical guidance on how to influence policy and law making in Uganda.

This publication has been developed by the Regulatory Best Practice (RBP) Programme, a UK Government funded project based within the Ugandan Ministry of Finance, Planning and Economic Development. The main goal of the RBP Programme is to embed the processes, systems and capacity to developing quality laws and policies so that they achieve their objectives without imposing unanticipated negative impacts on business, the economy and society. This includes lobbying for change and building capacity in private sector and civil society organisations to provide high quality analytical and evidence-based input into the policy and law-making process.

The guidance provided in the manual is based on international best practice in advocacy, as well as the RBP Programme's experience over the two-year period (2004/2005) spent working to build the advocacy and analytical capacity of several CSOs and BMOs in Uganda. References to this interaction are cited throughout the document and are based around actual issues that the Programme and its partners have addressed or are currently addressing.

While the number of Programme partners represents a small proportion of the entire population of CSOs and BMOs in Uganda, the lessons from these interactions are intended to be widely applicable. As a written product, this manual is to serve as an aid in organizational learning and a product from which all CSO/BMOs can sustainably benefit.

Policy and Law Making in Uganda

This manual attempts to describe the policy and law making process in Uganda as thoroughly as possible, but that does not mean to say that the current process is ideal. Access to decision makers is often limited; consultation with affected stakeholders is inadequate and inconsistent, and scant if any attention is placed on the costs of legislative action on business and the economy. The result of these gaps has often been high compliance costs of policy and law on business and unintended negative consequences on the economy and society.

Around the world, regulatory barriers to the start-up and operation of business activity are one of the major contributors to the existence of large informal economies and high levels of corruption. Uganda is no exception. While a number of initiatives are underway to build the Government's capacity to regulate more effectively, there is still a considerable way to go before Uganda's business environment provides adequate incentives to formalize and achieve a reputation as being fair and transparent.

Achieving a High Quality, Low Cost Regulatory Environment – How the Private Sector and Civil Society can Help

Achieving a high quality and low cost regulatory environment will be a major contributor to achieving the needed levels of investment and economic growth that will in turn help deliver the Government of Uganda's poverty reduction targets. Ensuring this happens will require transformation in the way the government develops and implements policy. This includes much more effective engagement with the private sector and civil society.

But effective engagement also means that the private sector and civil society possess the capacity – not yet fully in place – to articulate reform priorities and present evidence-based analysis of the impact of Government proposals on their members, and in so doing, pressurizing government to make decisions supporting investment and growth. Particular weaknesses among CSO/BMOs at the moment include inadequate involvement of members in prioritizing issues and participating in actual advocacy campaigns; ineffectively presented policy position papers which lack an evidence-based foundation; and the lack of actionable short-term advocacy strategies around specific issues. CSO/BMOs need to get better in these and other areas if they are to become credible, sought-after contributors to policy and law making.

I invite you to apply the guidance contained in this manual to help make more effective the engagement by government with stakeholders to address policy issues. Let the private sector and civil society do its part to ensure that the decisions reached by Government are in the best interests of Uganda's economy and its people.

Sincerely,

James Mulwana
Chairman, Private Sector Foundation Uganda

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EXECUTIVE SUMMARY

Policy advocacy means speaking in favour of and garnering support for particular positions that relate to specific public policies affecting an organisation's membership. Advocacy is one of the most important activities undertaken by membership organisations in the private sector and civil society, and a major reason why individuals and businesses join such organisations.

Lessons from around the world show that to be effective, advocacy needs to be understood and applied as a *process*. Planning an advocacy campaign, for example, begins long before position papers are written and workshops are organized. One key prerequisite for good advocacy is for the civil society organization (CSO) or business member organization (BMO) to have developed a prioritized list of issues, based on member input, for which it will develop positions and communicate them to government. This is all part of ensuring that advocacy undertaken is proactive and not reactive.

This Guide presents the advocacy process as three inter-linked components:

Component One	The Foundation: Understanding The Issue and the Stakeholder Environment
Component Two	Organising Internally
Component Three	Reaching the Audience: Defining The Message, Selecting the Activities to Implement

Component One – The Foundation: Understanding the Issue and the Environment

Component One, which focuses on developing an advocacy campaign, consists of the following four interconnected activities:

(i) monitoring issues;
(ii) collecting information to better understand the issue;
(iii) analysing the impact of the issue on members;
(iv) analysing the stakeholder environment.

Effective *monitoring* is the starting point allowing an organization to focus on issues of particular concern. This should be based on setting up a system to monitor the government and media agendas, track relevant legislation and share this information among the organisation's members.

It is critical to solicit the views of members about

Collection of information to better understand the issue is critical in allowing the organization to speak with authority. The issue's nature, history, magnitude, technical aspects and political dynamics should all be carefully explored. While this activity can be more extensive and costly to undertake it is often possible to find secondary information that will help fulfill the CSO/BMO's information needs. When little or no information exists a formal survey of membership should be considered for which a number of techniques can be used.

As part of collecting information, it is important to consider the *impacts* of the issue or proposal on the membership. This includes the potential impact on sales, production, investment and/or cost of doing business. The proposed legislation might also affect the organisation's competitive position and ability to grow. Both current impacts and possible future impacts need to be considered. As Ugandan lawmakers presently do not consider such impacts, this is an area where CSO/BMOs can add great value to the policy and law making process.

In *analyzing the stakeholder environment,* it is especially important to ascertain whether the issue being considered is ripe for change or reform. Different stakeholders should be considered from the perspectives of those that will be affected by the proposal ad those that are able to affect the proposal's chance of being implemented.

Component Two – Organising Internally

Component Two focuses on soliciting the views of members on the chosen issue. This is best achieved by setting up a member-driven Advocacy Committee to guide the organisation's head office secretariat through the campaign. One of the most important roles for the Advocacy Committee is to guide development of the organisation's position paper on the issue to ensure the paper reflects members' concerns and wishes. Other key roles for the Committee typically include: guiding the timing of the specific activities that will be implemented (e.g. workshops, issue briefs and one-on-one meetings with decision makers); assigning responsibility for their implementation to specific individuals; and monitoring progress.

Policy and Law Making in Uganda – Do CSO/BMOs Have Adequate Opportunities for Input?

Good advocacy skills are put to much better use if

priority issues, the outcome the organization wishes to achieve and the best approach(es) to take to achieve this outcome. All too often Ugandan CSO/BMOs forget this step and instead expect their secretariats to manage whole campaigns without attaining a mandate from members. The legitimacy of a secretariat and its ability to advocate on behalf of an organization stems from the members backing the positions advanced.

In achieving the outcome on an issue there are usually a number of options that can be considered. These should be listed and their relative strengths and weaknesses considered, following which a final decision is made.

Component Three – Reaching the Audience: Defining the Messages, Selecting the Activities to Implement

Component Three covers the final set of steps before launching the advocacy campaign. They include whether and how to participate in a coalition, defining the key message to be conveyed and determining the specific activities to carry out.

Although a CSO/BMO should not refrain from establishing and entering coalitions, it is important to carefully consider the pros and cons of doing so, including consideration of potential coalition partners' intentions and resources before entering into a coalition with them.

No advocacy campaign is complete without crafting a key message. In considering this, the CSO/BMO should carefully consider who is (are) the audience(s) and what they need to hear. An effective message includes what the organization wants to achieve, why they want to achieve it, how it is to be achieved and what specific action the targeted audience is to take. One of the most common reasons for failure of advocacy campaigns is when the essential message is presented inconsistently.

Advocacy activities should include a combination of written and verbal tools such as position papers, press releases, workshops and direct meetings with decision makers. A well organized meeting with a decision maker can often make the difference between a successful advocacy campaign and an unsuccessful one. It is important that the CSO/BMO stays flexible and is ready to change the sequence of activities to accommodate new developments and opportunities.

CSO/BMOs have real opportunities for input into the policy and law making process. As Part 2 of this Guide describe in Uganda there are opportunities for input primarily at two stages – developing Principles of new laws and proving feedback on draft Bills. The quality of policy dialogue is constrained however. Despite more broad-based consultation carried out on strategic Government initiatives such as the most recent PEAP revision, consultation on policy has not yet reached a sufficient stage of regularity and formality to be considered transparent and inclusive. Consultations mostly take place through personal contact with a minister or senior civil servant, or informal meeting with government representatives. Only a few formal channels exist for regular, transparent and structured consultation. Weaknesses exist both in terms of the processes used for dialogue, as well as the institutional mechanisms in support of it.

Process-related weaknesses include the limited time typically provided to CSO/BMOs to comment on draft Bills or make presentations to Parliament; the tendency to consult organisations quite late in the decision making process; and the lack of feedback provided by Government on the results of prior consultations. *Institutional weaknesses* include the absence of standards for carrying out consultation with affected parties; the lack of a formal requirement for Government to assess costs and benefits of policy or law; assessment by the Ministry of Finance, Planning and Economic Development of the costs of regulation to the budget, but not more broadly to the economy; and the lack of effective monitoring and evaluation systems to assess whether regulation has achieved its intended objectives.

Ugandan CSO/BMOs need to be aware of these gaps, as well as the steps currently being taken to address them. This includes increasing support for the adoption of Regulatory Best Practice (RBP) which, once in place, should provide greater opportunities for the private sector and civil society to add value to policy and law making – and all the more reason for CSOs and BMOs to apply best practice in advocacy.

INTRODUCTION-THE REGULATORY BEST PRACTICE PROGRAMME: COOPERATION WITH THE PRIVATE SECTOR AND CIVIL SOCIETY IN 2004/2005

One key activity of the RBP Programme over the last two years has been to build the capacity of business membership and civil society organisations to contribute meaningfully to the policy and law making process through more effective, evidence-based analysis and more effective advocacy. A key aim has been to bring these groups up to a level where they can lobby the Government of Uganda successfully on issued of concern to their members.

The interaction commenced in March 2004, when a formal assessment was made of the capacity of five CSO/BMOs (and later, three more) to fulfill their role as advocates for better reglation.[1] The assessment was carried out using a framework developed by the Confederation of Danish Industry[2] (Annexes 1 and 2). The framework looks at the way an organization develops its policy advocacy strategy right up to the delivery of the message. Concentrating on 10 different components of a policy advocacy campaign listed below, the framework allowed the Programme to score and rank the organisations on:

- Advocacy Strategy
- Process Used to Develop Position Papers
- Presentation and Interaction with Government
- Role of the Secretariat
- Member Input and Timing
- Member Presentations
- Use of the Media
- Tracking and following Up Legislative Initiatives
- Documenting Advocacy Successes and Failures
- Diversity of Advocacy Activity

It was found that Programme partners differed widely in terms of their internal capacity, experience and interest in engaging in policy advocacy and the scores from the evaluation reflected this. A key conclusion from this evaluation was that if the private sector and civil society were to adequately fulfill their role as advocates for better regulation, the Programme would need to dedicate significant time and resources to assisting them.

Consequently, the Programme has worked extensively to upgrade the ability of key partner organisations to provide evidence-based advocacy. This had been carried out through formal training in Regulatory Best Practice/Regulatory Impact Assessment, workshops and mentoring on Advocacy Strategy and hands-on assistance in developing strategies, position papers and policy advocacy campaigns.

Over the course of 2005, the Programme tried to assist three partner organisations (FUE, DENIVA and NCUSBO) develop their advocacy capacity by focusing on: (i) the overall policy advocacy strategy of the organization, and (ii) development of advocacy campaigns around specific issues. Also in 2005, the Programme provided assistance to CEEWA and the Uganda Women Entrepreneurs Association Limited (UWEAL) in their leadership roles within the Gender and Growth Coalition to remove regulatory, administrative and institutional barriers to women's participation in the economy, in particular in the area of access to finance.

A follow-up evaluation of partner advocacy capacity was carried out in August 2005.[3] On the positive side, it appears that each organization has become much more aware of their membership; where there previously was a tendency to forego the membership, it is evident that members are now solicited systematically when an issue arises. Partners have also become more aware of the process needed to develop solid policy positions.

Conversely, the greatest problem still facing Programme CSO/BMO partners is the lack of capacity at the Secretariat level to guide the implementation of advocacy activity. Frequent staff turnover and lack of resources are compounded by the fact that policy advocacy is not a core function to most CSO/BMOs. Another weakness is the fact that evidence-based analysis and the embracing of cost-benefit analysis is still in its early stages.

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1   The organisations targeted were the Private Sector Foundation Uganda (PSFU), Uganda National Chamber of Commerce and Industry (UNCCI), the Federation of Uganda Employers (FUE), the Uganda National NGO Forum and the Development Network of Indigenous Voluntary Association (DENIVA). Later in 2004, evaluations were also carried out on the National Council of Uganda Small Business Organisations (NCUSBO), Uganda Tourism Association (UTA) and the Council for Economic Empowerment for women of Africa (CEEWA).

2   The Confederation of Danish Industry (DI) was the RBP Programme's principal partner in delivering capacity building assistance to partner organisations. We acknowledge in particular the efforts of Mr. Peter Helk (who was also a major contributor to this Guide) and Mr. Lars Tejilgard of DI.

3   Follow-up evaluations were carried out in August 2005 on PSFU, FUE, DENIVA, CEEWA, NCUSBO and UTA

Efforts by the UTA and DENIVA to introduce the notion of "compliance costs" to business[4] should be taken on board more fully and more convincingly by the private sector and civil society as a regular input to policy position papers and direct interactions with Government.

Lessons Learnt from Interaction with Programme Partners

One lesson learned is that when an organisation is at the very early stages of its development, it is necessary to couple advocacy capacity building with institutional and other forms of capacity building to successfully upgrade the CSO/BMO to engage in policy advocacy.

Another observation was that *few organisations have staff dedicated to policy advocacy.* At present it is often the case that most of an organisation's staff are dedicated to ensuring effective delivery of donor supported programmes rather than evidenced based policy advocacy. As such, policy advocacy tends more often than not to become a programme component rather than an ongoing effort.

Where some see policy advocacy as a programme component, it is fortunate that there are also those that see it as an independent area. Despite this, *most still resort to fire-fighting rather than using a structured approach to policy advocacy.* This is largely due to a lack of prioritization with respect to issues targeted and resources committed. Indicators of this are: (i) the widespread use f three-year work plans, and/or (ii) an advocacy agenda that remains the same every year.

Only a very limited number of organisations use one advocacy plans, let alone break them down into manageable activities. As a consequence, the organisations be sidetracked and very often forget about their long-term goals. A related problem of the three-year plans is that *CSOs and BMOs do not involve their members in detailing these plans or solicit their views or their participation when implementing actual advocacy campaigns.*

The focus of the RBP Programme's intervention was to provide partner organisations with a framework for developing advocacy strategies that were member-responsive and developed through a process of consultation. Of the partner organisations, DENIVA made the most progress in developing a framework for involving members, and which is now prominently reflected in the interactions are undertaking with members around the country on issue of food security.

It was also necessary to spend time with the partner organisations to develop a more coherent way of participating in coalitions. The problem, which is encountered across a number of Ugandan CSOs and BMOs, is that the *organisations too often fail to define the rules governing the coalition,* including allocation of responsibilities and reporting mechanisms, before agreeing on a platform of activities.

The focus of the intervention in 2005 has also been to help partner organisations develop advocacy strategies and well-researched policy position papers on specific issues. While a key objective was to develop these within the short-term, it has only been possible to develop this for FUE and CEEWA. This highlights that it is often difficult to align the goals of a donor-funded programme and the activities of a CSO/BMO.

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4   The UTA focused its submission on the Tourism Bill largely on the potential compliance costs of the Bill to the sector, as did DENIVA in its presentation to Parliament on the National Agricultural Research Bill.

Whenever public policies directly affect the CSO/BMO constituency, it is the CSO/BMO's obligation to ensure that its voice is heard. Advocacy is a process by which organisations seek influence and support on behalf of members. Policy advocacy involves speaking in favour of and garnering support for positions that relate to specific public policies that affect the organisation's membership. The position might be to approve, repeal, reject or amend a given policy or proposal.

Advocacy needs to be seen as a process. As such, it involves a number of steps. The aim is to gather the membership's often disparate views into one voice and thus articulate the pros and cons of particular policies. While organizing in this way increases the likelihood that the government will listen to the CSO/BMO, it will also require frequent interactions with members and other stakeholders.

A prerequisite for engaging in policy advocacy is that the CSO/BMO has developed a prioritized list of issues around which it will develop positions and communicate them to government. It is not until that point in time that the organisation should consider engaging in policy advocacy. Having a list of prioritized issues and therefore a clear advocacy agenda will help ensure that the CSO/BMO engages in proactive rather than reactive policy advocacy.

IS YOUR ADVOCACY REACTIVE OR PROACTIVE?

- In applying a **reactive** or "firefighting" **approach** to policy advocacy, the CSO/BMO does not enter the political decision making process until the late phases by which time it is difficult to influence the law making process.
- By applying a **proactive** approach to policy advocacy, the CSO/BMO sets the agenda to ensure, for instance, that gaps are filled where enabling legislation is missing. The CSO/BMO will therefore have more influence in shaping the legislation.

A prioritized list of issues can be developed using various methods and means. What is important is that a large subset of the membership agrees on the list of issues to target. This question can be decided at the organisation's annual general meeting or by conducting a postal survey.

Although most Ugandan CSO/BMOs have developed prioritized lists of issues, it is often the case that these are indiscriminately carried over from one year to another.

The relevance of the list and therefore the credibility of the organisations are determined by the frequency with which it is updated. Most determined organisations would accordingly benefit from updating their list of issues annually or at least every second year.

When the prioritized list of issues has been established, the CSO/BMO is ready to start the actual process of formulating and implementing an advocacy strategy. Using the approach shown in Figure 1, the CSO/BMO should undertake a number of intervening steps before it starts the actual lobbying effort.

We present the advocacy process as of three inter-linked components:

Component One	The Foundation: Understanding the Issue and the Stakeholder Environment
Component Two	Organising Internally
Component Three	Reaching the Audience: Defining the Message, Selecting Activities to Implement

Whereas many would be tempted to jump straight to the final component, for the CSO/BMO to be seen as a legitimate and credible stakeholder, it is important to carefully address each component – since much of the first two components involve interaction with members, the organisation will accordingly only be considered legitimate when members endorse the policy position.

Component One is usually the most time consuming. At this stage, the organisation is creating a surveillance system that allows it to monitor issues of importance to members and, where necessary, begin planning an advocacy campaign. Component Two is when the organisation begins to actively work with its members and prepare itself internally for advocacy activity. Component Three is typically less time consuming but no less important as it consist of the final set of steps in preparing for the launch of the campaign.

Occasionally, it will be necessary to skip components, but this is only recommended in those cases where a

FIGURE 1: THE THREE COMPONENTS OF THE ADVOCACY PROCESS

COMPONENT ONE	The Foundation**:** Understanding the Issue and Environment	Monitoring the issue Collection of information Analysis of impact on members Analysis of stakeholder environment
COMPONENT TWO	Organising Internally	Role of the advocacy committee Soliciting views of members Outline of the strategy (desired outcome and Options to achieve it)
COMPONENT THREE	Reaching the Audience: Message, Activities	Coalitions Identifying the key message Establishing advocacy activities

Policy decision is imminent. One such case was DENIVA's analysis In the following chapters the different components will be of the National Agricultural Research Bill. Without undertaking any of the preceding steps DENIVA and presented, at extremely short notice, a position paper to the Parliamentary Committee on Agriculture. This was only possible because the Secretariat of DENIVA at the time was intimately aware of the membership's position on the subject and had links to this Parliamentary Committee.[5]	In the following chapters the different components will be explored in more depth and appropriate examples high-highlighted. In line with Figure 1, the focus of Chapter 3 is on laying the foundation for good advocacy, particularly with respect to collecting information and undertaking analysis. Chapter 4 guides readers in establishing an internal process to help select the issue and identify the desired outcome which Chapter 5 addresses the final set of steps, including identifying key messages and specific advocacy activities, in preparation for implementation of the advocacy campaign.

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[5]   The Committee listened with great interest and on the basis of DENIVA's analysis of possibly high compliance costs to the sector; they withdrew the requirement for providers of agricultural research to obtain a licence to carry out this activity. The Committee also lamented on the lateness of DENIVA's presentation which highlights the need, where possible, for a proactive approach.

Component One - The Foundation: Understanding
the Issue and the Stakeholder Environment

When the prioritized list of issues has been established, the CSO/BMO is ready to begin the advocacy process.

Monitoring Issues

As a first step the organization must ensure that an internal structure is established that enables it to monitor issues. Monitoring should not be considered a one-time effort, but rather something that should be performed regularly by the advocacy team.

While most CSO/BMOs may wish to delegate the responsibility of monitoring to their media units, it often makes more sense to delegate this to the officer(s) in charge of policy advocacy. This will enable the responsible officer to gain an intimate understanding of the issue, its development over time and its impact on various stakeholders.

Monitoring means two things: (i) monitoring policy issues covered in the media (both print and non-print), and (ii) tracking legislative initiatives. A system should be set up by the organization for tracking legislative initiatives that are in the process of becoming law and those that may emerge in the future. Depending on the attributes of the political system, this may be challenging. Whereas some governments display information on their websites on legislative proposals, others are more reluctant to inform the general public about new legislative initiatives.

EFFECTIVE LEGISLATIVE TRACKING

An example of legislative tracking in action is found at the Confederation of Danish Industry (DI). DI staff members are assigned politicians and are responsible for tracking their positions, thus allowing DI to better gauge when proposals are expected to come up and what a particular politician's positions will be on the issue. In this organisation is able to keep track of forthcoming policy proposals and work proactively throughout the legislative process to influence the various stakeholders.

Assigning the task of monitoring to individual officers is only effective when accompanied by a procedure for information sharing within the organisation. As an example of the weight attributed to this activity, DI's policy officers meet three times a week to discuss the media agenda

and once every two weeks for an in-depth briefing. By adopting this procedure, DI is able to stay on top of the media agenda. Moreover, it provides officers with a forum to discuss whether it is time to move an issue from its monitoring to initiating the collection of information, and eventually beginning an advocacy campaign. A decision to move from one step to the next should therefore never be a solitary exercise within an organisation.

When an issue has reached a stage that necessitates a response from the CSO/BMO, the next two steps that the organisation will have to engage in are the collection of information and, based upon careful analysis of this as well as of members and stakeholders views, draft the first position paper. Component Two discusses the internal process for developing a position paper; Component Three addresses its contents.

Collection of Information to Better Understand the Issue

The information-collection phase is more extensive and often more expensive than monitoring. Aware that the associated costs of obtaining the right information may be high, it is a step that should not be initiated until it is clear that a policy advocacy campaign will be initiated.

The main purpose of collecting information is to better understand the issue and its impact on membership. *One of the main reasons for failure in advocacy is that organisations do not spend adequate time understanding the issue.* It is essential that an organisation understand the issue's nature, history (including regionally and internationally), technical aspects, political dynamics surrounding it and its impacts on membership. If the CSO/BMO is not familiar with these dimensions of the issue, it will not speak with authority and will therefore be seen as less credible by policymakers.

UNDERSTANDING THE ISSUE	• Primary information – data collected for the first time • Secondary information – published information available from other sources.
The Gender and Growth Coalition, composed of leaders of Ugandan women business associations and NGOs, is addressing reforms aimed at improving women's access to finance. Legislative reforms in the areas of company law, personal property securities, insolvency, leasing and mortgage reform are all part of this agenda. Before interacting with Government, the Coalition will need to spend time understanding the technical aspects of these markets, the specific problems with the current legal regime, the potential impact of reforms in each of these areas and initiatives in the area of access to finance more generally.	Of the different sources of secondary information available, the organization should pay particular attention to what statistical information it can obtain from different service providers and potential stakeholders. At present it is possible to download a variety of data directly from the website of the Uganda Bureau of Statistics, different Ugandan ministries and a number of international organisations, e.g. the Food and Agriculture Organisation, World Bank, World Health Organisation, etc. Additional sources of secondary information that should be considered are surveys carried out by other institutions. These can be found in periodicals or on the internet. It is very important that the policy officer consider the validity and reliability of the survey before using this type of information.
When the CSO/BMO starts collecting information it is important to evaluate what information is readily available and where gaps exist. The cost effective policy officer will start the process of collecting information by scanning existing sources before turning to more expensive sources of information. The former is called *secondary sources* of information while the latter may consist of a mixture of *primary* and *secondary* sources of information.	

INFORMATION SOURCES

Newspapers: National and local newspapers can provide important information on upcoming legislative initiatives. Over the past two years, Ugandan newspapers have increasingly featured in-depth and evidence-based assessments of issues ranging from malaria to graduated tax to business licensing.

Television: Television often airs special feature programmes about business affairs and important information can be obtained from watching these broadcasts.

Internet sites: For more in depth information about a specific topic, internet sites are very efficient. A selection of relevant internet pages is presented Annex IV of this manual.

Attending seminars: Seminars may be organized by the government or by other organisations such as research institutes or CSOs. These provide good networking opportunities and are often worth attending to find out who else is interested in the same issues as you.

Talking to members: to find out more about how an organisation's members relate to an issue. Embers can give you information about the consequences of legislative initiatives for their organization and give you advice on what they would like you to do.

Talking to journalists: Journalists publish their knowledge through articles in newspapers and journals or via television or radio. It is not always the case that they write everything they know in their articles however. It is often worthwhile having a face-to-face meeting with a journalist therefore, to ensure that you have obtained all the information they have.

Talking to government officials: Government officials can sometimes be difficult to approach due to their busy schedules. If you have good contacts with a government official however, then they might be able and willing to provide you information.

Talking to other CSO/BMOs: Other like-minded organisations are probably interested in the same issues as you are and will also be looking for information. They might be willing to share their knowledge with you so that you can use it for your own activities. Other CSO/BMOs can also represent a different group in society that holds a different view on the issue. It might be relevant to approach them to find out if they will oppose your policy position on the issue.

For more information about how to work with the media, the following publication provides a useful introduction: *Making Development Newsworthy – Getting Development into the Ugandan Mass Media,* by Gavin Anderson and Owen Kibenge, FIT-SEMA, 2005.

TABLE 1: SURVEY TECHNIQUES – STRENGTHS AND WEAKNESSES

	Qualitative	Quantitative
	Focus Group: A loosely structured interview conducted by a trained moderator among a small number of informants simultaneously.	**Personal Interview:** A structured interview where the interviewee is intercepted on the street. The most expensive and time-consuming type of the three (general) quantitative methods.
	In-depth interview: An unstructured personal interview which uses extensive probing to get a respondent to talk freely.	**Telephone Interview:** A structured interview using the telephone to reach interviewees. This can be done from the office of the CSO/BMO. Keep the questionnaire brief and grab their attention immediately to avoid impatient interviewees.
		Mail Interview: The mail interview is the perfect way of contacting members who are hard to reach by telephone or in person. Direct mail does not usually receive a high response rate however.
	Flexible	Produces statistical data
	Enables exploration of the meaning of concepts, events	Where random probability samples are used, survey estimates can be defined.
	Produces valid data as issues explored in sufficient depth to provide clear understanding	Can measure the extent, prevalence, size and strength of observed characteristics
	Enables study of motivations and patterns of association between factors	Can determine the importance of specific factors in influencing outcomes
	Provides a detailed understanding of how individuals interact with their environment, cope with change, etc.	Uses standardized procedures and questioning, enabling reproducibility of results
	Sample sizes are often small	Can be costly
	Need to be able to anticipate factors associated with issues to be studied	Sampling frame may not be available
	Interviewing methods rely on respondents being articulate	Structured interview hinders detailed exploration of reasons
	Analysis of data to generate findings is not always transparent or replicable	Standardised questionnaires design and administration means there is little flexibility to be able to deal with respondents' misunderstanding the question (or its intention), leading to problems of validity
	Generalisation of findings can be an issue	Requires key concepts to be clearly defined and translated into meaningful survey questions. 'Fuzzy' concepts are difficult to measure

[6] When an organization wants to assess what issues are of importance, it may be necessary to undertake a formal quantitative assessment of its membership. As with any research design, it is important to carefully develop the questionnaire using, for instance, focus groups to get an idea of the issues of relevance before members are probed on a larger scale.

When there is no existing information on an issue, it should be considered whether it might be beneficial to conduct a formal survey of the membership.[6] As most Ugandan CSO/BMOs have limited financial means, it is important to compare the cost of this exercise against the type of data required. For example, while it can be a

As an example of the above, it is worth looking at how the Federation of Uganda Employers (FUE) initially decided to investigate the issue of Social Health Insurance (SHI). The concept was introduced by the Ministry of Health in 2005 and is scheduled for implementation 2006. When the concept was first introduced, FUE had only a very limited knowledge of the issue and was not aware of what effect the proposal would have on its membership. To develop a firm understanding of social health insurance, FUE undertook a literature and internet review including an investigation of regional and international experience. This allowed FUE to then turn more effectively to its members and seek further information as to how the concept would influence them. This was sought through a series of focus group meetings with a representative sample of the membership at which the following issues were addressed:

- Level of understanding of Social Health Insurance and its implications for member businesses
- Coverage of the Government's Social Health Insurance proposals
- Costs of providing Social Health Insurance – to business, to government
- Expectations and concerns about service delivery.

Using this approach, the organization obtained considerable information about the issue which would not have been possible to achieve using one of the quantitative methods listed in Table 1, for instance. One example was that employers were generally positive about providing health care to their employees but were concerned that the Government proposed to run the new programme. A further reason for using this technique was that very few members knew anything about the concept, which meant that using a questionnaire would not have yielded much in the way of valuable information.

Analysis

By analysis, we mean:

- Analysis of the impact of the proposal on members;
- Analysis of the stakeholder environment.

As demonstrated in the next chapter, the goal of Component Two is to explicitly decide on what the outcome of the advocacy campaign should be. While it is often tempting to jump right to this step, it is critical that the CSO/BMO first gains a better understanding of the issue, its impact and the environment surrounding it. This will increase the likelihood that the intended outcome of the advocacy campaign is appropriate and achievable.

Problem to draw general conclusion using one of the qualitative techniques (see Table 1) these techniques are flexible, inexpensive and often provide the policy officer with richer information and insights than by using a quantitative technique.

Analysis of the Impact of the Proposal on Members

Before the CSO/BMO begins looking at the policy environment and trying to map the different stakeholders, the organization needs to articulate how members will be affected by the issue or proposal. The collection of evidence may have provided some indication, but *it is necessary at this stage to dig a little deeper to assess the impact on the membership.* Undertaking impact assessment is also a type of analysis that is often very useful to feed to the media.

What is Impact Assessment all about?

The impact of a policy or legislative proposal on members' businesses can vary. The proposal can impact a firm's sales, production, investment and/or cost of doing business. I so doing, it will affect the firm's competitive position and ability to grow. Both current impacts and possible future impacts need to be considered – this will give the analysis much greater weight and the organization much more credibility. Where possible, impacts should be quantified. If a Government proposal is likely to impose costs on a business or sector, what types of costs might it impose and how big might they be?

"Direct" as well as the "indirect" impacts should be considered. *Direct impacts* refer to impacts flowing directly from the proposal. These could include, for example, changes that a business must make to its production process, or changes in its production level. Every attempt should be made to quantify these impacts.

Indirect impacts are impacts which can filter down beyond the business or sector to the broader economy or society. For example, a rise in fuel tax could lead to increases in te prices of various forms of transport for commuters.

Attention should also be placed in what is known as "compliance costs", which can be defined as "red tape" costs such as training staff to understand new rules, hiring a lawyer to interpret the law or time spent filling out forms and dealing with government officials.

Identifying and quantifying compliance costs is one of the most important contributions a CSO/BMO can make to the policy an d law making process. Not only are Ugandan lawmakers unfamiliar with assessing such impacts, there are no formal requirements for them to do so at present. It is rare for a Government of Uganda proposal to be based even in part on an analysis of its costs to business. The term "compliance cost" is often not well understood so even when the formal requirement for government to assess the costs and benefits of a proposal is put in place (as is expected soon), the CSO/BMO will need

to take part of the responsibility for assessing the costs of a proposal to business and the economy, and communicate this as clearly as possible.[7]

There are often times when the temptation to "shout" at government is considerable and it can be tempting to present the impact of a proposal in extreme terms. Good advocacy needs to avoid these temptations. Try to keep the analysis of impact on members as objective and evidence-based as possible. Remember that if you have built up a reputation for accuracy and honesty (which can take years to develop), it can be quickly destroyed through emotion-laden proclamations lacking a factual basis.

THE BENEFITS OF FOCUSED IMPACT ANALYSIS

The Uganda Tourism Association (UTA) focused its comments to the Tourism Bill 2004 largely on the costs and risks to the sector. The UTA argued that the Bill's proposed inspection regime would add significant compliance costs to tour operators' businesses, indirectly impact all related tourism activity and because of the possibly arbitrary approach to inspection and enforcement, risk future investment in the entire sector. These carefully measured arguments helped cause the Ministry to withdraw a number of provisions relating to the inspection and enforcement regime.

It is important to evaluate how best to draw conclusions about an issue's impact on the entire membership – whether, for example, it would be possible to generalize using a few individual cases, or whether a larger sample of members would be needed.

Where it is possible to generalise using a few cases, it will often suffice to use one of the qualitative techniques outlined in Table 1. The FUE, for instance, decided to base much of its Social Health Insurance campaign on case studies of individual business members. By involving companies currently providing health care insurance to their employees, it was fairly easy for the FUE to develop case studies that could be used to illustrate how the issue would impact membership as a whole.

Analysis of the Stakeholder Environment

While a given issue may have a large impact on a particular membership, before proceeding it is important to consider whether it is an area that is ripe for change. At the same time, the CSO/BMO must start considering who the key stakeholders are in the environment. By "key stakeholders", we refer to:

(i) Stakeholders that will be affected by the proposal;
(ii) Stakeholders that are able to affect the proposal's chances of success.

Identification of key stakeholders often varies according to how the discourse has developed with respect to the issue at hand. Whereas some issues can be characterized by key actors having a relatively open and mature discussion, deliberation o other issues may involve a high degree of conflict. It is possible to assess the state of the stakeholder environment by asking the following questions:

- Is the policy area a priority for the current government?
- Has news regarding the policy area recently been featured in the media?
- What similar policies have been approved or rejected in recent years?
- Is the topic of interest to the general public?
- Do channels exist for members to participate in these decisions?
- Has there been prior interaction between CSO/BMOs and relevant ministries on the issue? If so, what were the outcomes?

Asking these types of questions will enable the CSO/BMO to assess whether the issue is ripe for dialogue and what stance the government might take. It will, for instance, be possible to judge the former by the level of news coverage and by looking at overtures made by the government. All of this will provide an indication of when the time is appropriate for the CSO/BMO's participation.

The next step is for the CSO/BMO to develop an over-view of the most important decision makers. Regardless of whether these are individuals or organisations, it is vital to know whether they oppose or support the issue. At this stage the CSO/BMO must have a very clear idea of who it will be able to rely on, who will (or is likely to) oppose it and most importantly, who controls the decision.

The more information about the stakeholders the CSO/BMO gathers, the easier it will be to devise an effective advocacy strategy. The tale below shows a "stakeholder policy map". This is a useful tool for classifying actors according to their roles, degree of influence, support and interest in specific policy issues. Though policy makers will make the final decisions on policy, other actors can greatly influence their choices.

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7   For more about assessing the costs of regulation to business see *A Guide to Regulatory Impact Assessment,* published by the Regulatory Best Practice Programme, 2005.

TABLE 2: STAKEHOLDER POLICY MAP

Actor	Specific policy decisions formally controlled	Activities that affect policies	Degree of influence on policies	Degree of support for business	Motivating interests	Resources
Ministries	Proposes policies	Translates policy into programmes Negotiate with donors Discusses issues with president	High	Different from case (High, medium or low)	For each actors interests should be considered	For each actor resources to pursue given interests should be considered
Advisors	None	Provides advice to ministers	Different from case to case (High, medium or low)	Different from case to case (High, medium or low)		
Opposition	Depends on the parliamentary situation	Gives or withholds political support to government				
Strong business leaders	None	Can influence government through pressure politics				
NGOs	None	Issue press releases to the media Raise public awareness on different issues				
Donors	None	Provide support for different societal activities				

When information has been collected and analysed, it is time to compile this into the first position paper. The position paper explains the problem, points to different policy solutions and recommends a specific solution. The position paper should be presented only to the advocacy committee or board of directors for comments. It is not yet ready for wider distribution.

Once the position paper has been approved by the advocacy committee or board of directors, it represents the organisation's position on a specific issue. Although this sounds fairly straightforward, drafting a position paper can sometimes be a long process due to conflicts between different groups of the membership.

The Role of the Advocacy Committee

Whereas all Ugandan CSOs and BMOs have a board of directors, it is only a very limited number that have established committees to target specific policy issues. A majority of Ugandan organisations leave this task to their board of directors. This is a body that typically has only very limited time to give such highly specific issues the needed level of attention.

Whereas the board may endorse that a campaign is started, it is equally important that the positions advanced by the policy advocacy team throughout the campaign reflect the views of the organisation's membership. As such the team must be able to access those that represent the members and obtain feedback from them. Ad hoc or permanent advocacy committees solve that need.

While some organisations may find that their membership is too small, it is interesting to note that one of the smaller Ugandan associations, the Centre for Economic Empowerment of Women in Africa (CEEWA), has been able to organize its 60-odd members into four topical committees. The objective of these committees is to strategise, supervise and, to an extent, implement policy positions and programmes.

What the above example from CEEWA illustrates is that even organisations with a limited membership are able to constitute committees. It is essential that members are highly committed to the cause of the organization. This is a key consideration especially when taking into account that the tasks of members should be to:

- Attend, and actively contribute to, advocacy committee meetings;
- Shape and oversee advocacy efforts;
- Read, edit and approve advocacy strategy documents and publications;
- Contact organization members and policymakers directly when appropriate.

One of the most important roles of an Advocacy Committee is to guide development of the organisation's position paper on the chosen issue. Typically, the position paper is drafted by the organisation's secretariat. To ensure that the paper is a true reflection of members' concerns and wishes it is critical that the CSO/BMO has in place an objective internal source of review – too often policy papers are developed in isolation of the membership.

Another key role for the Advocacy Committee is the shaping and overseeing of advocacy efforts. Component Three presents the various activities around which an advocacy campaign is built, including position papers, issue briefs, workshops and one-on-one meetings with decision makers. It is essential that the Advocacy Committee guide the timing of this set of activities and assign responsibility for their implementation to specific individuals. One of the bigger gaps in CSO/BMO advocacy in Uganda is the lack of actionable strategies for specific campaigns. The Committee must step in to ensure that an actionable approach is in place and is being followed.

While the majority of the workload lies with the Advocacy Committee members, it is important that the organisation's secretariat supports the work of the Committee by providing the right information at the right time. For example, the director of the policy department at the Confederation of Danish Industry participates in all committee meetings together with a senior member of the secretariat. While the role of the former is to present work done to date, the latter has a much larger workload before and after the meetings , including:

- Setting the agenda no later than 2 weeks before the meeting.
- No later than 10 days before the meeting is to be held, the agenda of the meeting is discussed with the director of the policy department. All meeting materials (position papers, briefs) are handed over to the director of the policy department for approval.

- 1 week before the meeting is to take place, the agenda and all meeting materials are sent out to the committee members by email.
- 3 days before the meeting, a commented agenda is delivered to the chairman and the director of the policy department.
- 5 days after the meeting, a draft of the minutes is sent to the director of the policy department for approval. Subsequently, the draft minutes are sent to the chairman for approval, if they are agreed.
- No later than 7 days after the meeting has been held, approved minutes are sent to the members of the committee by email.
- Agendas, position papers and minutes should follow a standard format.

Using this procedure ensures that the committee members are fully briefed about the activities of the secretariat and the decisions taken b the committee. This ensures that the secretariat has the needed mandate to proceed with a given activity.

Soliciting the Views of Members about the Advocacy Strategy and Its Position on the Issue

While the CSO/BMO at this stage has already been in contact with a large share of the membership as part of gaining a better understanding of the issue and its impact on them, it is important that members are heard again before the advocacy strategy is finalised and implemented.

Whether to proceed with this stage or not does, however, depend on what technique was used to solicit the views of the members and when evidence was collected and analysed. When the views of members have been solicited using one of the quantitative techniques outlined in Table 1, the chance that the membership has been correctly sampled is quite high. It will accordingly not be necessary to solicit the views of the members before finalizing the strategy. What is important, though, is to discuss with members the position the organization is going to take.

If a qualitative technique was used to solicit the views of the membership, it is often a good idea to try to reach a larger share of the members before launching the actual policy advocacy campaign. This will ensure that the policy advocacy committee and the secretariat have a legitimate mandate to advance the position of the organization.

One example of the above has been the work carried out by the Federation of Ugandan Employers with respect to Social Health Insurance (SHI). As a last step before actually initiating the campaign, the organisation invited its membership to participate in a one-day workshop. The objective was to decide on the policy position and the changes the Federation should try to have incorporated into the draft Bill.

Developing an Outline of the Strategy

All the various tasks now start to come together. At this stage it is important to maintain focus, look for the best leverage points and target solutions that are both feasible and will have the largest impact vis-à-vis the problem. The following steps will help the organisation develop the basic outline of the advocacy strategy:

- Determine the desired outcome;
- Select the policy option that can most effectively be addressed through advocacy and which will have the greatest impact on the problem;
- Decide how to neutralize opponents;
- Determining the desired outcome.

As with any other programme or project, advocacy initiatives require clear and specific goals. When goals are vague or poorly articulated they can be interpreted differently and people may never agree whether or not they were (mere.?) Put simply, goals are the specification of what an advocacy initiative should accomplish. Goals for an advocacy initiative need to be SMART:

- **S**pecific
- **M**easurable
- **A**chievable
- **R**ealistic
- **T**ime-bound

The goals should clearly state what will change, who will make that change, by how much and by when. When goals are vague and ambiguous it is difficult to clearly understand what the advocacy initi9ative is trying to achieve (and)? hard to maintain focus. This also makes it hard to evaluate your efforts.

Identifying Options for Policy Change

When it is established that the policy environment is (right)? for change, the next step is to identify the CSO/BMO's different options for reaching the goal it has set. It is not uncommon that the goal could be reached through various policy options. For example, an organisation could try:

(1) have a legislative initiative shelved, or
(2) influence contents of the law so that the negative impact on members is minimized.

Too many organisations tend to focus only on one possible solution to the problem. It is very important to systematically identify the various options available and assess to what degree each will result in the CSO/BMO's goal being achieved.

Reverting to the example above, it is often difficult to persuade the Government of Uganda to fully shelve a initiative. In identifying options for change, the analysis should consider such factors as:

- Which of the options is likely to have the largest and most lasting impact and will allow the CSO/BMO to reach its goal?
- What will happen if nothing is done regarding the issue?
- Which options are readily achievable and which are likely to be expensive and/or time consuming?
- Which options are likely to garner significant support or, alternatively, face significant opposition?
- Are some of the options riskier than others? For example, will the option affect relations with government and other key stakeholders on future issues? How can such risks be mitigated?
- Who should take the lead bringing the options to the attention of policy makers?
- Which options are the CSO/BMO and its current or potential partners in the best position to achieve?

At this stage it is often useful to list the options and describe what changes would have to take place to have an impact on the problem identified. The goal is to rank these ideas in order to preference. After this the best options for policy change should be considered. The following template might be useful for identifying and ranking options:

TABLE 3 - A TEMPLATE FOR IDENTIFYING AND EVALUATING POLICY OPTIONS

Policy option	Strengths	Weaknesses

Neutralising Opponents

Following up the analysis of the stakeholder environment, a key part of developing the first outline of the advocacy strategy is determining who may oppose the CSO/BMO's policy goal and what can be done to neutralize this opposition. This is just as important as identifying allies. The advocacy initiative will be more effective if it is understood how opponents are reasoning and why they might feel threatened by the proposed policy change. It is also important to remember that Government decision makers are also people and members of the community. What do we k now or what can we find out about possible personal biases they may have about an issue and how this might be affecting their position?

A advocacy strategy may include messages and activities targeted at opponents. In that case, opponents can become a secondary audience for the advocacy initiative. It is important to assess whether there is anything that can be done to persuade opponents to change their opinions, or at least neutralize their influence on the policy change.

Component Three – Reaching the Audience:
Defining the Message, Selecting Activities to Implement

Once the CSO/BMO has selected a policy goal or outcome and identified its target audience, allies and opponents, it is time to consider the specific role(s) the organisation will play in the advocacy campaign, key messages to convey and the type of activities through which the message is to be delivered. It is important at this stage to remember that the organisation may have to revisit and refine the plan as an advocacy campaign may last for more than a year.

What is the role(s) of the CSO/BMO in the campaign?

One of the most important steps in this phase is to decide on the role the CSO/BMO will take. It can either choose to lead an advocacy initiative or, alternatively, to support a coalition of other organisations advocating for the same changes. The answer may not always be obvious, but it is important to think carefully about the most appropriate role(s) for the CSO/BMO.

The role selected will depend on a number of factors, including resources, relationships, experience, the risk the organisation is prepared to assume an how best to exert influence. Throughout this exercise it should be kept in mind that staff members can take on different advocacy roles and play different parts depending on the target audience. *The CSO/BMO typically has three generic roles to choose from:*

- *Expert informant:* Provides technical advice and information to policy makers (i.e. the primary audience) when the analysis points at their knowledge gap as part of the problem.

- *Honest broker:* Participates in a policy making process as an objective expert and fair broker of competing interests. Attempts to influence processes are transparent, based on facts and analysis.

- *Lobbyist & Player:* Enters the policy process as a full participant and makes direct approaches to influence policy, either alone or in coalitions. This strategy involves formulating and presenting positions in public situations or meetings with policy makers.

A key reason for highlighting that staff may take on different roles is that the role chosen will depend on the target audience and especially the organisation's relationship with this audience. Additionally, norms may dictate that the organisation take on a specific role depending n the target audience.

When the CSO/BMO has decided on the role it wishes to play it is time to look at the possibility of working in an alliance, what the key messages are and to start outlining the different activities that should be part of the actual campaign. The latter is the final step the organisation must take before it starts writing articles, etc.

Coalitions

It should be considered whether it is wise to enter a coalition to reach the set goal or outcome, not least because it will become a necessity to discuss priorities and policies with all participants. A CSO/BMO should not only consider whether it can go it alone, but also whether it will be able to trust potential coalition partners.

When assessing coalition partners and especially the role the CSO/BMO wants to take, it is worth considering the different participants according to whether they would be core members, active participants or passive participants. It is especially the latter that the CSO/BMO should be aware of.

1. *Core members* of the coalition include its initiators and other organisations that have sufficient resources. They display initiative or join the coalition to achieve their strategic goals and are often prepared to contribute a considerable portion of their resources to the coalition.

2. *Active participants* are normally CSO/BMOs representing groups interested only in separate elements or provisions of a draft or an effective law. They, too, are prepared to invest sizeable resources to reach their goal but the effort will usually be limited to specific areas of interest.

3. The third group of coalition members – *passive participants* – includes organisations that do not wish to assume obligations and are prepared to devote only little time to participation in the coalition. The purpose of their participation may be to enhance their image or to gain access to information of relevance.

While classifying the different members is important in helping the CSO/BMO determine its own participation, *the single most important reason why coalition fails is that the ground rules have not been agreed to by coalition partners.* The agenda of the first meeting of the coalition partners should have several standard items and must be distributed to participants before the coalition starts working. Items on the agenda should include:

1. A description of the events that have caused the given problem.
2. Identification of the problem and reaching agreement as to its essence.
3. A discussion of the relevant strategy and actions required for resolution of the problem.
4. A list of actions and identification of persons responsible for their implementation.

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Realisation of these items can be split into several meetings, but what is important is to quickly reach conclusions and go on to next items. Additionally, the coalition will only be efficient if the operating rules have been agreed on. This includes when to hold scheduled meetings, times in which extra meetings may be called, forms and methods of information exchange and review of tasks assigned and carried out.

THE IMPORTANCE OF EVALUATING POTENTIAL COALITIONS

DENIVA is an organisation which has struggled to successfully participate in coalitions. Where other CSOs lack the political legitimacy that is the foundation of a successful advocacy campaign, DENIVA's sheer number of paid-up members gives it a high degree of legitimacy. Regardless of this, the organisation has on a number of occasions sought out and formed alliances with other civil society organisations to boost the percentage of persons represented in a particular advocacy campaign.

A key reason DENIVA formed these coalitions was because the organisation believed legitimacy derived from representing 100% of the group affected. The coalitions very often consisted of core members, active participants and non-active members. The result was frequently that it became difficult for DENIVA to control the coalition and especially the members' individual profiling in the media.

When an organisation is as large as DENIVA, it may be more suitable to launch its own campaign or, alternatively, join with a select few. Potential partners should be scouted carefully to ensure they have the same or similar position on most issues, and whether they are able to bring any resources, i.e. analytical, financial or networking, to the coalition.

Identifying the Key Message

The next step at this stage is to identify key messages. A message tells the target audience what they are being asked to do, why it is worth doing and the positive impact of such action. Usually, there will only be a limited amount of time to get the message across.

The target audience will be key decision-makers that can improve existing policies, create new ones and ensure that policies, create new ones and ensure that policies are implemented. *There are two kinds of target audiences: primary and secondary.* The former are those individuals with direct authority to make policy changes (i.e. the Minister of Agriculture, Members of Parliament, etc.). Information or persuading the primary audience about a policy issue is the centerpiece of any advocacy strategy.

Secondary audiences are those who can influence the decisions of the primary audience. Secondary audiences may include interest groups, business leaders, local organisations, or, in some cases, specific groups among the general public. Secondary audiences may even include policy makers; for example, one Member of Parliament might be willing to advocate a policy position to another.

Of greatest importance is to be sure of the content of the message before it is disseminated. Improvising messages may not only waste time but also may fail to convince the target audience. Essential elements of a message arer:

- What you want to achieve;
- Why you want to achieve it (and why others should want to achieve it as well);
- How you propose to achieve it;
- What specific action you want the audience to take.

It is important to identify what should be conveyed to the audience. A message is most effective when it is based on an understanding of what the target audience already knows and what additional information is needed in order to change their opinion.

Presenting an inconsistent message is one of the common reasons for failure in advocacy and is very damaging to an organisation's credibility. Regardless of who is communicating with government – be it the board, the head of the advocacy committee, a member or staff – it is imperative that the same message is conveyed by all.

KEEPING THE MESSAGE CONSISTENT

In their involvement in the ongoing debate over proposed amendments to the NGO Registration Bill, the Uganda National NGO Forum has used a variety of communication tools but has always kept their message consistent. The one time the message was not presented consistently occurred as part of media coverage of their high-profile presentation to Parliament. Although the media wrote about a number of the presentation's technical details and the NGO Forum's specific concerns, it missed the message's essence – that the proposed amendments would significantly restrict the freedom of civil society to continue to develop in Uganda. An advocacy campaign's key message needs to be repeated as often as possible to ensure that the audience does not get lost in the finer details surrounding the issue.

Define Specific Advocacy Activities

Once the appropriate key message has been selected, the final step is to choose the different activities that will help covey it. It will often be necessary to invest in a variety of activities and cultivate a large number of contacts in order to cover a range of potential opportunities for influencing the target audience. The CSO/BMO must keep a flexible activity schedule to ensure that it is able to seize opportunities – even if this means changes to the original plan.

Common advocacy activities typically include written and verbal approaches.

Written Approaches

- Policy position papers
- Press releases
- Issue briefs/newsletters

Verbal Approaches

- Policy workshops
- One-on-one meetings (direct lobbying).

Each of these approaches is described below:

Policy Position Paper

Position papers should be as short as possible – no more that 4-5 pages. Statistics and data used to develop the paper can be submitted as an annex, as long as it is not necessary to read the annex in order to understand the main paper. Some organisations employ a number of highly specialized policy officers and therefore position papers contain a high degree of expert knowledge. Yet, *even though the position papers are written by experts, they should not be written for experts.* Whenever possible, all technical references should be removed from the position paper. If it is necessary to include references to technical concepts these should be introduced briefly.

All the issues that the reader is expected to have an opinion about should be evident in the position paper. Sometimes extensive analytical efforts turn out to be for no relevance to the core problem I n the position paper. This could be because the problem is only superficial – or that the problem is real but of no practical importance to the members. A good summary strips away all non-relevant issues. The format used in position papers should include using keywords in the margin facilitating the reading of the document. The keywords can either be headlines or short sentences summarizing the content and message of the chapter.

The outline of a position paper will typically contain the following:

- Summary
- Background
- Problem
- Assessment
- Recommendations

All position papers open with a summary in order for the reader to quickly get an idea of the content of the position paper. This is followed by a section on the background to the issue. Why is the CSO/BMO taking up this question? It could be because the organization wants to put something on the agenda; it could also be because the organization has been asked by others to present its views on certain issues.

This is followed by a review of the problem. This is often the most complex section. What is it that the reader should develop an opinion about? In many situations the interest of the organization regarding the specific issue or problem will be obvious. In some situations through, it will be necessary to specify the interest of the organization.

The paper's author must expound the theme from other viewpoints aside from his own. Does it influence other colleagues in the organization? What is the position of the organisation's sub-committees? Is it an approach for small member companies? Does it require coordination with other organisations?

For the assessment section, all relevant factors should be cited, including costs and benefits to members. It is particularly important that any arguments against the recommendation are included. The author should not be afraid of showing some subjectivity; the final preference is revealed by the choice of recommendations. The essential point is that the reader has a relevant base for decision-making.

The recommendations finalise the position paper. Where possible, there should be recommendations regarding the positions the organization ought to take as well as the steps that need to be taken in order to reach the desired outcomes.

The following template may be useful when preparing policy position papers:

- **Summary ($^1/_2$) page)**
  Summarise the text to provide a quick introduction on the content of the position paper.

- **Background ($^1/_2$) page)**
  What is the background to the problem?

- **Problem (1–2 pages)**
  Describe the problem.
  Why is it important to the organisation's members?
  Why is it important to others?
  Limit the use of technical terminology if possible.

- **Assessment (1–2 pages)**
  Discuss different policy solutions including solutions
  That you would probably never recommend – this gives you credibility.

- **Recommendation ($^1/_2$) page)**
  Based on member feedback and analysis, select the policy solution you want to implement.

Press Release

A press release can be an extremely effective tool in reaching and influencing a broad audience. Many reporters gather information for upcoming stories from press releases. The press release tells the reporter the who, what, when, where and why of a news story. This information helps the reporter determine whether to write an article or otherwise cover your "news." But remember, reporters receive many press releases in a given week so in order to get yours noticed, your release should quickly grab the reporter or editor's attention and the rest should convince them of the issue's news value.

Press releases generally follow a standard format. The format is designed to give the reporter or editor all the information he or she needs quickly. By following the same format all pertinent information, such as contact information, is in the same place and easy for the reporter to find. The following is the standard format for a press release:

- **Name**

  The name of your organisation should run across the top of the release. The release should be printed on organizational letterhead if possible.

- **Contact information**

  The name of your organisation, put the name and phone/fax number and/or email address of the staff/person the press should contact to get more information.

- **Release date**

  This tells the reporter when the information in the release can be published or broadcast. If the release can be for immediate release to the public, include "For immediate release" on the top. The reporters can also hold the information until a certain date. For this, you would need to put "Embargoed until (release date and/or time)." The release date is usually located on the top left-hand corner.

- **Headline**

  The headline is important. It is a short phrase summing up the essence of the release. This will run under the contact information and above the body of the release.

- **Body**

  This is where you will the reporter/editor the who, what, where, when and why of your story. Your release should follow the inverted pyramid style of writing, in which the conclusion or most important information goes first, followed by supporting information. This style of writing is necessary for any news materials because your readers are busy and bombarded with many different pieces of news. You cannot count on the reader to get through the entire page so you must give the most important information – the essentials of the story – at the start.

- **The first paragraph**

  The lead should be the most powerful. This is where you should tell the most important information of the release in order to get the interest of the person reading it.

- **Sentences**

  Keep your sentences and paragraphs short and use plain language. Do not use acronyms or jargon. Also, you should try to keep your release short, one or two pages double-spaced should suffice.

- **Use quotes if possible**

  This puts a human face on the news you write. The quote should substantiate the lead, be from a significant person and add a piece of information. Try to put a quote high in the release, within the first three or four paragraphs.

- **"Tag"**

  This is usually one paragraph of "boiler plate" information to fill in information holes such as a description of your organisation or the goals of the work you've high-lighted in the release.

Issue Briefs/Newsletters

An issue brief is in many respects a one-page version of a position paper. It addresses several key components of a position paper (Problem, Assessment, Recommendations) but in less detail. An issue brief is typically aimed at senior decision makers who may not have time themselves to read a position paper but who wish to quickly understand an organisation's position on an issue. *The value of a well developed issue brief should never be underestimated – it is often the only CSO/BMO document that a busy decision maker will read.* Developing a one-page issue brief is not as easy as it sounds – care must be taken to include only the most important information while staying true to the campaign's message.

DENIVA'S ISSUE BRIEFS

One of the most visible contri9butions from DENIVA to the policy debate is its issue briefs. Developed on issues ranging from gender participation in local government, poverty reduction and trade policy, they are frequently published in the national newspapers. Covering half a page or less of newsprint, these briefs nevertheless contain a wealth of information as well as specific recommendations, and they prominently display the organisation's logo.

An organisation *newsletter* can be a useful vehicle through which to address a policy issue for the purposes of creating broader awareness about an issue, or securing the participation of members or other audi8ences in advocacy campaigns. The Uganda National NGO Form has made effective use of its organizational newsletter to alert not only its membership but also the broader civil society community about its concerns with government proposals to amend the NGO Registration Act and the current status of this long draw-out debate.

Policy Workshop

The *policy workshop* is a format that allows an organisation to reach multiple stakeholders simultaneously. It typically focuses on a specific issue of relevance to the members and uses expert speakers to outline the problems and opportunities. The experts will make presentations reflecting their views on the topic followed by a discussion among the experts and attendees.

The policy workshop not only provides important information to the members but also attracts attention from the press, especially if some of the keynote speakers are well-known to them.

The policy seminar should therefore be considered as an opportunity to communicate the views of the organisation.

Policy workshops can be used:

- As a public relations event;
- To dialogue with members;
- To demonstrate action;
- To network with stakeholders.

A successful workshop required three things:

(i) Thorough preparation;
(ii) Clear delivery; and
(iii) Quick follow up.

In planning and informing about the event, the CSO/BMO needs to be as specific as possible about the event's objectives. Relevant material should be distributed in advance to help participants prepare. Presenters been to be aware of the time limits for their presentations and that the organisation has copies of all presentations in advance – the last thing it needs is to be surprised by a presentation that sidetracks participants from the key objectives. Finally, it is important to always follow up with participants once the event has concluded. Within two weeks of the event, the organisation should send out a workshop summary to each participant with a cover letter acknowledging their attendance. The summary can be used as an opportunity to remind participants of key issues addressed, positions taken and conclusions reached. *The holder of an event should never assume that participants will retain much of the substance of the event once the event is over.* It is up to the organisation to do the reminding.

As part of the effort to become part of the policymaking process, the CSO/BMO must establish good working relationships with key stakeholders, i.e. parliamentarians, lawmakers, etc. When a cordial working relationship is upheld stakeholders are much more likely to consider position papers and analyses prepared by the CSO/BMO.

Although there is no definite list of activities for wooing stakeholders, it is important that the organisation adheres to good practice and is transparent about its approach. Normally, it does not take more than an invitation to lunch, for a drink or to the organisation's annual general meeting to maintain a good working relationship. What is important is that the organisation makes it a priority to maintain these relationships in order to continue the dialogue.

UTA'S INFORMAL NETWORKING EVENTS

The President of the Uganda Tourism Association (UTA) regularly invites key Government stakeholders for lunch or dinner at his home. Through this type of networking activity, the UTA is able to maintain a cordial relationship with policymakers, which ensures a more 'open door' when a key issue has not been addressed at one of these informal meetings. As we will see in the next chapter, taking these informal steps to build relationships with decision makers is even more important when opportunities for formal input are limited.

One-on-one Meetings with Decision Makers

One-on-one meetings are one of the most simple and commonly practiced advocacy activities. Several points must be kept in mind to ensure they are effective. First and foremost, *before holding a meeting, the CSO/BMO must know exactly what it wishes to accomplish.* This means it must have a particular goal in mind. The rule is: never go into a meeting without first knowing what you want to achieve.

Second, *as important as written documents can be, the CSO/BMO should not rely entirely on a written document when directly advocating an issue.* It is best to submit the document several days before or immediately upon the conclusion of a meeting. Submission at the beginning of a meeting may result in the audience not paying attention or, worse yet, reading while you are speaking. Try not to allow this to happen – meetings are the only time in which the organization can directly gauge the reaction of the other party.

Third, face-to-face meetings with a politician as a general rule should only last 20 to 30 minutes. The CSO/BMO needs to be extremely organized – it must get to the point quickly and not let the goal be lost in a sea of less meaningful chatter.

Also, as a general rule, a meeting should progress in discrete stages. After preliminary introductions, the organization must take charge by explaining to the audience the purpose of the meeting and what the objective is.

An explanation of the problem with the current law or proposal is next, followed by a presentation by the CSO/BMO of its arguments. When stating the arguments, a rule of diplomacy is to not disagree with the spirit or purpose of the audience/opposition. The organization needs to explain that while the opposition may have a worthy objective, the means by which the seek to accomplish that objective is ill-considered.

The CSO/BMO should conclude the meeting by asking the party directly for the action step desired of them. Once the intended objective has been achieved, it is time to leave. If the individual has reached a decision or offered to help, they should be thanked and the CSO/BMO should depart.

The organisation should follow up the meeting by sending a thank you letter or email, using this as an opportunity to remind the decision maker of the issue(s) that were discussed and the position that the CSO/BMO presented.

Advocacy initiative can be quite dynamic. It is important to set a timeline at the beginning, but also to keep in mind that political events beyond the CSO/BMO's control may force the organisation to revise it. The target audience may unexpectedly change, for instance an opponent may turn into an ally or a strategy that seemed right may not yield the expected results. Advocacy initiatives require continuous and careful monitoring since the strategy will need to be adjusted along with the political climate. In short, it is important to remain flexible.[8]

One reason that flexibility is so vital is that valuable windows of opportunity often come up suddenly. A change that was expected to take five years to achieve cold be accomplished in a few months if the public suddenly takes an interest in the policy issue. If a new government is elected, or a new director takes charge of a company, the issue could rise to the top of key policy makers' agendas. In contrast, a policy that was expected to be easily changed may encounter unexpected opposition and require a longer time frame

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[8] For example, the leadership recently demonstrated by the Solicitor General in ensuring the withdrawal from Cabinet of a number of inadequately developed legislative reforms – aimed at improving access to finance – represents an important new ally for the Gender and Growth Coalition in its own reform efforts.

PART 2 - POLICY AND LAWMAKING IN UGANDA: HOW THE PROCESS WORKS AND OPPORTUNITIES FOR PARTICIPATION

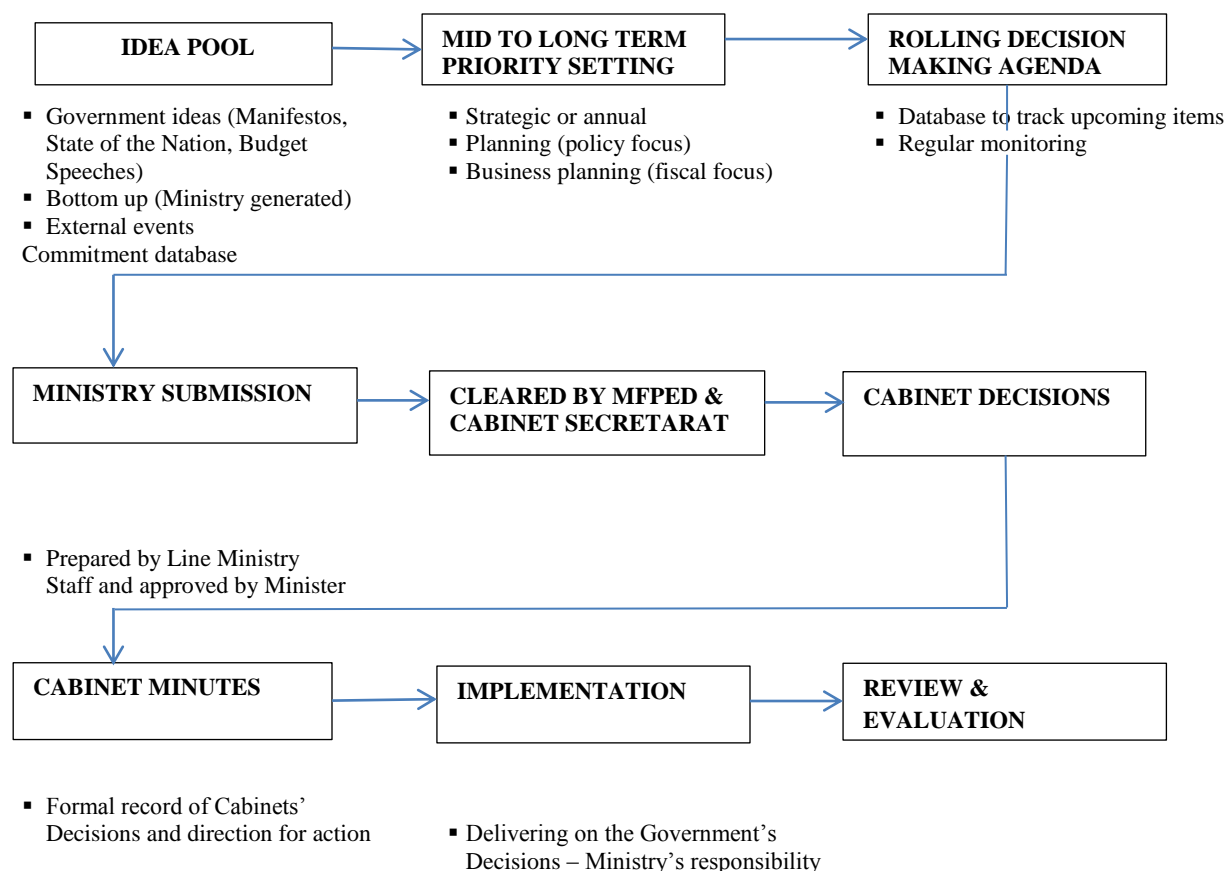| Institutional Context	Support Mechanism for the Legislature
The institutional framework of the Government of Uganda is based on the principle of separation of powers that is enshrined in the Constitution, i.e. the executive, Parliament and the judiciary. **Support Mechanism for the Executive** The public service machinery (central government and the local governments) supports the executive. The local governments under decentralization facilitate good governance, people's participation and service delivery. Local governments are the key implementers of government policy. The functions of line ministries/central agencies include: • Formulating national policies and national standards; • Monitoring the implementation of national policies and services; • Ensuring compliance with standards and regulations; • Carrying out technical supervision and providing advice and mentoring to local governments in liaison with international agencies.	Parliament is supported in its legislation, representation and oversight function by structured parliamentary committees and the Parliamentary Service Commission, functions of which include the following: 1. To appoint, promote and exercise disciplinary control over persons holding public office in Parliament; 2. To review the terms and conditions of service, standing orders, training and qualifications of persons holding office in Parliament; 3. To provide a parliamentary reporting service; 4. To provide other staff and facilities as required to ensure efficient functioning of the Parliament; 5. To assist with the preparation of estimates of revenue and expenditure for the next financial year; and 6. To make recommendations to Parliament, or with the approval of Parliament, determine the allowances payable and privileges available to the Speaker and Members of Parliament.

EXECUTIVE	LEGISLATURE	JUDICIARY
▪ The executive authority of Uganda is vested in the President to be exercised in accordance with the Constitution and the laws of the country. ▪ Cabinet supports the President to exercise this executive authority. **Functions of Cabinet** ▪ Determine the Government's strategic direction and priorities. ▪ Ensuring that ministerial proposals are consistent with the Government's strategic direction and priorities. ▪ Securing agreements on steps needed for the passage in parliament of the Government's programmes including its legislative agenda. ▪ Monitoring the implementation of government policy	▪ Parliament plays three broad over-lapping roles; it legislates, represents and exercises oversight of the executive. **Legislation:** ▪ Introducing, considering and enacting laws. **Representation:** ▪ Acting as intermediaries for constituents in dealings with government agencies. ▪ Representing constituent interests in the policy-making process. **Oversight:** ▪ Holding the executive accountable for its actions and spending. ▪ Liaising with the executive to ensure that laws are operating as designed.	▪ The judicial power of Uganda is exercised by the Courts of Judicature which consist of: (a) The Supreme Court (b) The Court of Appeal (c) The High court (d) Subordinate courts which Parliament may establish by law, e.g. Qadhis' courts of marriage, divorce, inheritance of property and guardianship.

The general functions of Committees of Parliament include:

- Discuss and make recommendations on Bills laid before Parliament;
- Initiate a Bill within their respective areas of competence;
- Assess and evaluate activities of government and other bodies;
- Carry out research in their respective fields;
- Report to Parliament on their functions;
- Initiate and evaluate action programmes of those ministries and sectors covered by them and make appropriate recommendations;
- Examine government's budget estimates and make recommendations on them for general debate in the house;
- Monitor the performance of line ministries and departments;
- Ensure government compliance.

COMMITTEES OF PARLIAMENT

Standing committees	▪ Elected during the first session of Parliament and last for the duration of that Parliament ▪ Each committee has 15 members (apart from the business, budget and appointments committees).
Sessional committees	▪ These examine and comment on policy matters affected by the ministries they cover. ▪ They must consist of a minimum of 15 and a maximum of 25 members. ▪ They elapse with each session.
Select committees	▪ These are committees nominated by the speaker to consider matters referred to them by the House which they in turn report back to the House. ▪ These are composed of 5 members
Ad hoc committees	▪ These are committees which the House may at any time, by resolution, appoint to investigate any matter of public importance that does not come under the jurisdiction of any standing or sessional committee or have not been dealt with by a select committee. ▪ Every committee may continue to sit although the House may be adjourned, and it shall not be dissolved until the presentation to the House of its report or until dissolved by the House.

The Policy and Law Making Processes

Setting the Policy Agenda

In Uganda, the key sources of strategic policy issues for inclusion in the policy agenda include:

- President's Election Manifesto;
- Budget Speech;
- State of the Nation Address.

Policy commitments in the President's election manifesto and other presidential statements find their way into the budget through the following:

- Medium Term Expenditure Framework (MTEF);
- Annual Budget Cycle; and
- Poverty Eradication Action Plan (PEAP), the main framework (fiscal plan) to guide optimal utilization of resources.

Policy Development

In most cases the development of policy is undertaken by the relevant line ministry. When a ministry identifies the need for a policy it prepares a draft cabinet memorandum based on guidelines provided by the Cabinet Secretariat.[9] Usually the draft policy memorandum is discussed by the ministry's senior management teams in order to obtain ownership of the proposed policy within the ministry. The overall responsibility for preparing the cabinet memorandum lies with the Permanent Secretary, but the responsibility for presenting the memorandum in Cabinet is that of the minister.

WHEN DOES A MATTER GO TO CABINET

A matter gores to Cabinet when:

- It represents a new government policy;
- It represents a change in existing policy approved in a previous Cabinet decision;
- It has significant financial implications for the Government;
- It has significant implications for other ministries;
- It requires new legislation or is a response to a report of a committee of parliament;
- It is a matter covered by international agreements;
- It is deemed to be a politically sensitive matter;
- It relates to the appointments of boards of parastatal and statutory bodies.

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[9] The Government of Uganda is taking steps to ensure that Policy Analysis Units play a greater role in researching policy conceptions. Policy Analysts have been trained in Regulatory Impact Assessment (RIA), general Regulatory Best Practice (RBP) principles, Environmental Impact Assessment techniques and Social Impact Assessment (SIA). A comprehensive guideline for RIA is set to be formalized along with an RBP-based framework for the submission of principles for new laws.

During policy development, the ministry must identify the financial, legal and other administrative implications of proposed policies and how they will affect other ministries. Consultations must be carried out to iron out an8ydifferences between ministries over proposed new policies.

Policy memoranda may also be prepared on the directive of Cabinet itself. In the course of considering various policies brought before it, Cabinet may identify the need for additional policy and can then direct the responsible minister to prepare and submit a cabinet memorandum on the policy matter.

The President may also (and quite often does) direct that a minister seek Cabinet approval on certain policy matters or prepare a cabinet memorandum on a particular policy issue.

Policy Review

All draft cabinet memoranda introducing new policies are vetted by the Cabinet Secretariat before being placed on the agenda. The Secretariat submits its analyses of the proposed policy to the Vice President (who has been mandated by the President to chair regular meetings of Cabinet) and occasionally the Vice President will require a meeting with the sponsoring minister and other ministers affected by the proposed policy to iron out persistent differences that failed to be resolved at the technical level.

The analysis is based on an adequacy checklist that applies a broad range of Regulatory Best Practice Principle (RBP) and established standards for good policy. (See p. 32 for an adequacy checklist template.) This is a relatively new step as part of government decision making, designed to build greater rigour into the policy making process.

When a policy proposal has financial, legal or personnel implications, the sponsoring ministry must obtain a certificate from the relevant ministry – Finance, Justice and Constitutional Affairs or Public Service – to confirm that the resources required will be available to implement the proposed policy. A Cabinet policy memorandum without such a certificate will not be placed on the agenda of Cabinet. The Budget Act has also introduced the necessity to demonstrate clear costs of legislations being proposed by the executive, requiring that a new Bill be accompanied by its indicative financial implications on both revenue and expenditure.

Inter-Ministerial Consultations

Inter-ministerial consultations play a major role in the policy development process. Other ministries have expertise on how a policy option can affect their portfolio are and can provide

Feedback on the implications of a proposal. Often, another line ministry will identify unforeseen impacts. It is the responsibility of the ministry preparing the cabinet memorandum to undertake the necessary inter-ministerial consultations. Ministries are required to circulate the draft cabinet memorandum to the affected ministries early in the process to provide enough lead-time so that whatever differences there are can be effectively addressed.

Public/Stakeholder Consultations

Public consultations can range from informal consultations to one-time meetings with stakeholders to extended formal public consultations on discussion papers or draft legislation.

In Uganda, public stakeholder consultation is not particularly formalized in the policy management process. Yet on to the success of the Government's democratization and empowerment programmes, there are a number of civil society organisations that are extremely vocal and alert. Increasingly, these interest groups are making significant contributions to policy development at the point of approval in Parliament.

Stakeholder inputs have been high in major projects such as the proposed Bujagali Hydropower Project and the sale of Uganda Commercial Bank. ***Much of the consultation between government – represented by the Ministry of Finance – and its donors takes place without an equal level of consultation with key stakeholders in the country however.*** The result has been that while early key reform measures were easily accepted by all stakeholders, currently government policies seem to elicit much resistance and suspicion, mainly due to the reduced level of consultation.

Decision Making/Approval

Policy matters come to Cabinet for consideration by way of a cabinet memorandum, which spells out what the sponsoring minister would like Cabinet to do. In Uganda all policy matters are considered in full Cabinet.

Cabinet's decisions are transmitted to the relevant permanent secretaries once the cabinet minutes are confirmed (which is done at the following meeting of Cabinet). The Ugandan Cabinet, like other cabinet systems in the Commonwealth, subscribes to the doctrine of collective responsibility and all ministers are expected to support the decisions taken in Cabinet.

FROM IDEA TO DECISION

| IDEA POOL | → | MID TO LONG TERM PRIORITY SETTING | → | ROLLING DECISION MAKING AGENDA |

- Government ideas (Manifestos, State of the Nation, Budget Speeches)
- Bottom up (Ministry generated)
- External events
Commitment database

- Strategic or annual
- Planning (policy focus)
- Business planning (fiscal focus)

- Database to track upcoming items
- Regular monitoring

| MINISTRY SUBMISSION | → | CLEARED BY MFPED & CABINET SECRETARAT | → | CABINET DECISIONS |

- Prepared by Line Ministry Staff and approved by Minister

| CABINET MINUTES | → | IMPLEMENTATION | → | REVIEW & EVALUATION |

- Formal record of Cabinets' Decisions and direction for action

- Delivering on the Government's Decisions – Ministry's responsibility

The flow chart above demonstrates the policy process, from the initial stages when new ideas are first discussed, through to a new policy being implemented and evaluated.

Policy Implementation

The implementation function of policy development is especially important because if poorly done, it can offset the benefits of even high-quality policy analysis.

Policy development and decision-making represent a comparatively small proportion of governmental activities. It is the implementation of policies that occupies the most resources because it is highly visible and ultimately forms the basis on which the effectiveness and coherence of the Government's actions will be judged. It is therefore important that during the policy development process careful account is taken of implementation issues.

Approved policy items that require legislation or regulations proceed back to the ministry which then works with the 1st Parliamentary Counsel in the Ministry of Justice and Constitutional Affairs to prepare the draft legislation. This is then re-submitted later to Cabinet for approval.

For other policy decisions requiring implementation following Cabinet approval, it is the responsibility of the relevant ministry to implement the approved policy direction. The Cabinet extract forms the basis of authorisation to act.

Monitoring and Evaluation (M & E)

The Office of the Prime Minister is charged with the role of ensuring that government policy and programmes are effectively and efficiently implemented and a National Integrated Monitoring and Evaluation System (NIMES) has been established to realize this objective. NIMES is supported by working groups of geographical information systems, district information systems and research and evaluation systems. These working groups are steered by a committee of permanent secretaries and a National Monitoring and Evaluation Coordination Committee of Experts, with the Office of the Prime Minister providing the secretariat.

Cabinet monitors the implementation of its decisions by way f "Matters Arising" placed on its agenda every six weeks. This is based on quarterly reports based on the implementation of Cabinet decisions to the head of public service and secretary to the Cabinet, submitted by the line ministries.

Coordination	FROM PRICIPLES TO DRAFT BILL
Policy coordination in government is supported by a three tier committee arrangement namely: Policy Coordination Committee (a committee of Cabinet) chaired by the Prime Minister; the Committee of Permanent Secretaries under the chairmanship of the head of public service and secretary to Cabinet; and a Technical Level Committee under the alternate chairmanship of the permanent secretary in the Office of the Prime Minister and the secretary to the treasury. The Committee of Cabinet reviews the progress in the implementation of government policies and programmes and reports to Cabinet bi-annually. This committee is supported by the Committee of Permanent Secretaries and the Technical Level Committee. Sector working groups, comprising of representatives of stakeholders in the given sectors, review policy at sectoral level and submit to the three coordination committees through the subordinate (lower) technical level committee. **The Law Making Process** **TYPES OF BILLS**	1. Where there is need for the introduction of a new law or an amendment to an existing law, the Minister responsible is required to prepare and submit to Cabinet the principles for the proposed legislation. 2. Cabinet approves the principles and authorizes the sponsoring ministry to issue drafting instructions to the First Parliamentary Counsel. 3. The Minister then submits the draft Bill to Cabinet for approval with a covering cabinet memorandum (the Bill should be accompanied with a certificate issued by the First Parliamentary Counsel addressed to the secretary to Cabinet stating that the Bill is consistent with the principles approved by Cabinet). 4. The Minister obtains authorization to have the Bill introduced in Parliament, attached should be a confirmation from the attorney general that the Bill complies with the law and a certificate of financial implications from the Ministry of Finance, Planning and Economic Development. 5. The First Parliamentary Counsel then instructs the government printer to publish the Bill in the Gazette on receipt of the cabinet minute authorizing publication. 6. After the Bill has been published in the Gazette, the First Parliamentary Counsel will assist the ministry to procure the required number of copies of the Bill for transmission to the clerk to parliament with a request from the ministry concerned that the Bill be put on the order paper to be given first reading by Parliament.
▪ Government Bill – presented by the executive; ▪ Private Members Bill, which should conform to Article 93 of the Constitution, i.e. it should not have financial implications; ▪ Bill introduced by committees under rule 124. A committee of the House may initiate any Bill within its area of competence.	**Progress of Bills in Parliament** *First Reading* A Member requests that the Bill be read the first tie and no questions shall be put. The clerk reads aloud the short title of the Bill then the Bill is taken as read the first time. The Bill is then referred to the appropriate committee appointed under the provisions of Article 90 of the constitution. The committee examines the Bill in detail to ensure that all inquiries in relation to it are complete and report to the house within two months from the date the Bill is referred to the committee. *Second Reading* The Member in charge of the Bill requests that it be read a second time. After the motion for the second reading has been agreed and seconded, the chairperson of the committee to which the Bill was referred presents to the House the committee's report on the Bill. Debate ensues on the merits and principles of the Bill on the basis of the explanatory memorandum and the report from the committee. If the motion is carried, the clerk reads aloud the short title of the Bill and declares it has been read for a second time. This should be done on

the fourteenth day after the publication of the Bill in the Gazette.

Committee Stage

If the motion for the second reading is carried, the Bill is either committed immediately or on a date fixed by the committee of the whole House unless the House on motion consigns it to a select committee.

The House resolves itself into a committee of the whole House under he chairmanship of the speaker acting as chairperson of the committee of the whole House. The committee of the whole House discusses only details of the Bill – clause by clause.

If handled by select committee: The whole text of the amended Bill is printed as part of the report of the select committee. Then the chairperson brings the report to the attention of the speaker, who appoints a time for the consideration of the report.

Third Reading

If the committee stage has completed debating the Bill, a member requests that the Bill be ready a third time. If the motion is agreed to, the member in charge of the Bill reports to the house which then proceeds to the third reading.

Presidential Assent

After the third reading, the Bill is given to the President for approval. The President may return Bills to Parliament for reconsideration a maximum of three times. After that, Parliament may consider and pass the Bill. The Bill becomes an Act after it has been agreed to by the President.

Opportunities for Engagement with the Policy and Law Making Process

Opportunities for external input to the policy process in Uganda are limited. Consultation on policy has not yet reached a sufficient stage of regularity and formality to be considered transparent and inclusive. Consultations mostly take place through personal contacts with a minister or senior civil servant, informal meetings with government representatives or working groups with junior civil servants. Only a few formal channels exist for regular, transparent and structured consultation.

COMMUNICATION ON POLICY AND LAW MAKING IS IMPEDED BY …..

- Communication is mainly through emails and telephone calls, which gives the communication an informal character as these communications are not registered or file as is the case with surface mail.
- Proper consultations are more common for technical matters where the organisations (are presumed to) have a greater professional knowledge.
- Few ministries have permanent committees or round tables with sector representatives.
- There is no overall ministerial contact database for private sector and civil society organisations.
- No systems for monitoring impact of legislation and regulation have been established.

Process-Related Weaknesses in Consultation

A number of serious deficiencies in the consultative process exist in Uganda. These include:

- In many cases, very little warning is given prior to parliamentary committee meetings. External organisations report having to locate agendas and meeting schedules without assistance from the committee.
- It is extremely difficult to track legislation. Often the relevant CSO/BMOs fail to hear anything about a new law until a final draft is distributed.
- The response time on new legislation is very short. Often only one or two weeks are given to respond to lengthy or complicated laws and, as a consequence, the quality of responses is low.
- Organisations are often consulted very late in the process, at a stage (for example, after the Draft Bill has been developed) where it may be difficult to effect any change.
- Individual – typically larger – companies are often contacted without communicating via the relevant business organization.
- Little or no feedback is provided to organisations on the result of prior consultations, including how their input has affected the contents of the proposal.

INSTITUTIONAL WEAKNESSES IN THE POLICY PROCESS

- Consultation is not adequately formalised. There are no clearly defined standards to support the consultative process in policy development.
- The degree of analysis by Government as an input to the development of policy is still limited. Cost-benefit analysis is still not a requirement of policy and law making. Policy Analysis Units (PAUs) have only recently been established through Public Service Reforms (in 1998). The Units have not effectively taken off in all ministries and they require further capacity building.
- The process used by the Ministry of Finance to assess the revenue and expenditure implications of Bills is limited largely to the direct costs to the budget – not costs to business or the economy. The degree to which revenue implications are assessed is not clear.
- Inadequate attention is placed on implementation issues during the policy development process. This includes consideration of the costs of implementation early in the process – in particular realistic enforcement costs to Government.
- Effectiveness of the monitoring and evaluation system within the Ugandan Government is still low. The Office of the Prime Minister has only recently launched the 'National Integrated Monitoring and Evaluation System' with a view to revitalizing this function and in turn strengthening the policy process in general.
- Poor management of information within government to support evidence-based policy making. There is also a limited appreciation of the role of data/information to help generate effective policy solutions.

Where Are the Opportunities for Engagement?

There are two major points in the law making process for input.

The process for the preparation of *Principles for new laws or for the amendment or repeal of existing laws* follows a similar process to preparing policy. Ministries initiating new legislation are required among other things, to consult with all (relevant) stakeholders. So in the development of principles for new laws, there is an opportunity for civil society and private sector engagement.

After the principles are approved by Cabinet and drafting instructions issued to the First Parliamentary Counsel, there is normally little or no input from stakeholders. *It is in the subsequent phase when the draft Bill is subjected to further scrutiny by the concerned parties. This is another opportunity for engagement by civil society and the private sector.*

The challenge is that because consultation in government is not adequately formalised, the willingness by individual ministries to consult at either of the above stages varies widely. This calls for a more proactive approach by the

private sector and civil society in ensuring that it is abreast of the policy agenda in government so as to play a meaningful role.

INFLUENCING GOVERNMENT POLICY AT SHORT NOTICE

In 2005, the Uganda Tourism Association (UTA) was informed about the newly drafted civil aviation regulations and was given just two weeks to respond. The 11 regulations – all 750 pages – were drafted over a period of eight months without any private sector input. The UTA quickly set to work. Relying on the practical knowledge of its member organisations and applying analysis of similar regulations carried out by its sister organisation in Kenya, the UTA alerted the Civil Aviation Authority (CAA) of the risks of the proposals to both the sector (in the form of high potential compliance costs) and to the regulatory authority itself (by questioning the enforceability of such a complex and lengthy set of rules). Aware that the sector's survival as well as the regulation authority's own credibility were at stake, the CAA agreed to extend not just the deadline for input, but to broaden the approaches used for obtaining the input – with greater emphasis on face-to-face discussion on individual components of the regulation, as well as more visible stakeholder workshops. While it is too early to tell whether the UTA's efforts will impact the contents of the regulations, their proactive efforts in convincing the CAA to think more broadly about dialogue are a useful reminder of the need to be as proactive and creative as possible when opportunities for formal input are limited.

Legislation in Parliament

Parliament has an established procedure through which laws are enacted (see relevant section above). Within this procedure there are opportunities for civil society and private sector engagement in the process. Particularly at the committee stage when a draft Bill is being scrutinized, Parliament allows for witnesses from the private sector and civil society to make presentations on various matters related to the Bill. In practice, however, many parliamentary committees are not proactive in soliciting external input and often give CSO/BMOs inadequate time to prepare their testimony.

Parliament has set up a mechanism to directly facilitate civil society engagement, described below.

Civil Society Engagement with Parliament

Under the Uganda Legislative Support Activity (LSA), the Parliament is working in partnership with Development Associates to link Parliament to civil society. Parliament avails to Development Associates the programmes of parliamentary committees and Development Associates then channels these programmes to civil society groups. This provides civil society an opportunity to engage with

Parliament including preparing presentations and witnessing committee hearings in deliberations on Bills.

This is a new initiative and its effectiveness has not been fully evaluated. It is an opportunity for engagement and it does provide a good example of a systematic way to better involve civil society in the legislative process however, so should be seen as a positive step.

Private Sector Engagement with Parliament

Parliament recognizes the need for a deliberate mechanism to support private sector engagement. At present, there is no mechanism in place so it tends to be media coverage of parliamentary business that has the biggest influence, high-lighting essential elements of parliament's agenda including issues of interest to the private sector.

In the recent past, parliament published in the print media *This Week in Parliament.* The publication was informative and included parliament's weekly agenda which benefited all stakeholders in the legislative process, including the private sector. Parliament recognizes the need to revive this initiative but it is important to note that private sector engagement needs to be based on more than a weekly publication. Parliamentary committees also need to change the way they plan and deliver their meetings including dealing more proactively and systematically with external parties, making them more aware of their deliberations, providing them more time to prepare submissions and providing feedback on how these submissions influenced the contents of proposals.

Plans are underway to revive an internet-based facility that allows the public to track the progress of Bills in parliament, therefore making the legislation process more accessible to the wider public.

Introducing Greater Transparency in Public-Private Dialogue by Institutionalising Regulatory Best Practice (RBP) in Policy and Law Making

Regulatory Best Practice (RBP) can be defined as a systematic approach to ensure that new laws are properly conceived, consulted upon, transparent and achieve their objective without inflicting harmful unintended side effects on business, the economy and society. It requires those proposing new laws to justify their proposals in light of the costs and benefits that will arise, consider alternatives to regulation, to identify specific outcomes to be achieved and to spell out methods, manpower and budgets for ensuring compliance.

The Government of Uganda has committed to raising the quality of regulation to improve the country's business environment and provide better protection to citizens. The Ministry of Finance, Planning and Economic Development let the initial phase of this process from June 2000[10], which included creating awareness about the need to regulate better and securing important improvements to specific laws. Introductory training on RBP was delivered by Government to the Cabinet, Members of Parliament, permanent secretaries, parliamentary research bodies, the Uganda Law Reform Commission, labour audiences and analytical staff from the public and private sectors.

The second phase of this project, now called the Regulatory Best Practice Programme, focuses on building the capacity of the public and private sector to develop good policies and laws by embedding regulatory best practice into Uganda's policy and law making systems. A number of activities have been completed or are underway to achieve this. They include training delivered at the Uganda Management Institute in 2004-2005 for policy analysts and other officers handling policy development in line ministries, as well as representatives of the private sector and civil society, to learn how to undertake Regulatory Impact Assessments (RIA).

Measures to institutionalise RBP and their current status are as follows:

- A cabinet memorandum to endorse the application of Regulatory Best Practice to policy and law making is pending before Cabinet. This would require, among other things, that each policy or legislative proposal submitted to Cabinet be accompanied by a Regulatory Impact Assessment which would assess the costs and benefits of the proposal, including to business. It would also require an examination of non-regulatory alternatives, broad-based consultation with affected stakeholders and careful consideration of how best to achieve compliance. A guide for preparing Principles of New Laws, based on RBP principles, has also been drafted and is under review.

- The *Guide to Good Regulation,* endorsed by H.E. the President, has been developed and widely disseminated. This has been followed up by a *Guide to Regulatory Impact Assessment.*

- Steps are being taken by the Ministry of Public Service to include skills and capacity in RBP/RIA as key criteria for public service career advancement.

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[10]   Support for the Regulatory Best Practice Programme, formerly called the Deregulation Project, has been provided since 2000 by the Department for International Development (DFID), UK Government.

- A central Regulatory Impact Assessment Unit is being established within government to take ownership of the RBP process and ensure its consistent application across government. This Unit is to guide ministries in the development of Regulatory Impact Assessments and monitoring their quality to ensure they comply with reasonable best practice.

The private sector and civil society stand to benefit a great deal when these measures are approved and implemented. They will place greater attention on the potential costs of regulation to business and provide more opportunity for input.

At the same time, CSO/BMOs must also be ready to apply RBP principles to their own advocacy efforts. Carrying out better evidence-based analysis and identifying the potential impacts of Government proposals on members' businesses are key skills that CSO/BMOs will need if they are to become meaningful and credible partners in policy dialogue.

Adequacy Checklist Template

A number of guidelines on preparing cabinet memoranda have been issued by the Cabinet Secretariat. In the process of vetting cabinet memoranda for clearance, the Cabinet Secretariat also carries out an adequacy check/review which is based on a breakdown of the guidelines referred to above

into a simple checklist. The checklist is intended to be widely shared by ministries to further inform the process of preparation of cabinet memoranda, as well as support the inter-ministerial review/consultation processes on draft memoranda.

Categories of Cabinet Submissions

Cabinet submissions include those seeking:

1) Ratification of protocols, treaties, conventions, agreements, etc.;
2) Approval of principles for new laws (Bills);
3) Approval of draft Bills;
4) Approval of national and sectoral policy proposals (those that may not result in or require legislation); and,
5) To inform Cabinet (information papers).

Adequacy Review Process

The Cabinet Secretariat provides comments to ministries on all cabinet submissions. The adequacy review focuses on whether the cabinet submissions are consistent with the established guidelines. An Adequacy Checklist can also be used when preparing cabinet submissions or for peer review purposes.

The following adequacy checklist is used by Cabinet in evaluating policy proposals and/or principles for new laws.
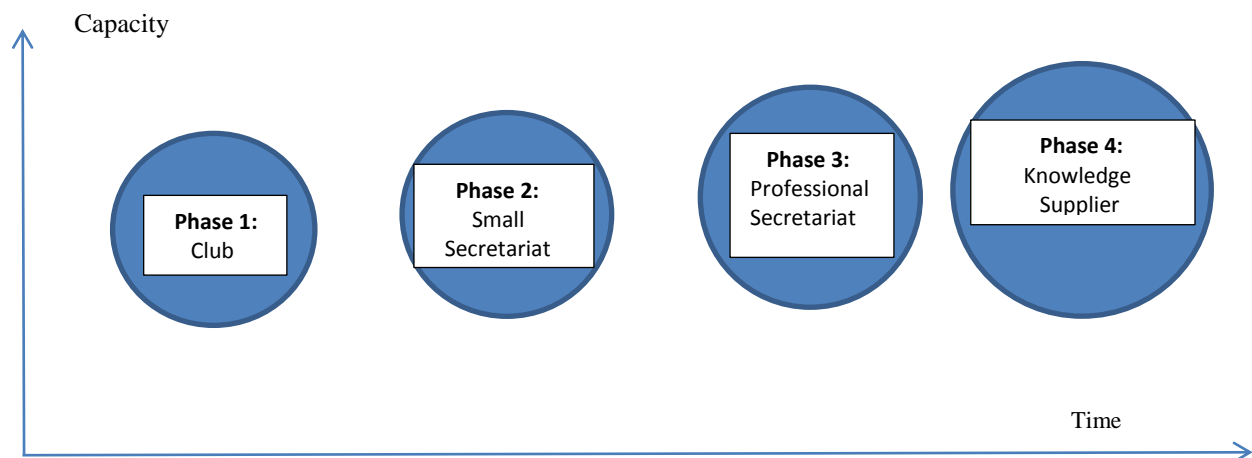
CABINET MEMORANDUM ON (1) NATIONAL AND SECTORAL POLICY PROPOSALS (THOSE THAT MAY NOT RESULT INTO OR REQUIRE LEGISLATION) AND/OR (11) PRINCIPLES FOR NEW LAWS (BILLS)

Title of Paper: _____

Code	ASPECTS OF REVIEW	YES/NO	COMMENTS
1.0 1.1 1.2	Is the title of the memo clear? Is the title of the author/minister spelt out?		
2.0 2.1 2.2	**Introduction/Background** Is reference made to previous Cabinet decisions? Is a brief explanation of the reasons for the paper made? Is a summary of developments made) (establishing the context) Is the object of the memo stated?		
3.0 3.1 3.2 3.3 3.4 3.5 3.6 3.7 3.8	**Main Body of the Memorandum** Is it clear what the fundamental problem being addressed is? (elaboration of the problem) Is the magnitude of the problem identified? Is a case made for why government action is needed? Is there a clear articulation of the policy objectives sought by government action? Have the outcomes, goals or targets of the proposed government action been reflected in the policy objective? Are linkages to the relevant strategic objectives of the country's over arching policy frameworks (e.g. the PEAP, PMA, MTCS, etc.) established? Are aspects of the consultative process highlighted? (Form of consultation, articulation of the significant concerns of those consulted, how the concerns were addressed, if there was no consultation; is an explanation made?) Is the proposed course of action clearly articulated? Is an implementation arrangement outlined? Are the cost implications specified? Has MFPED cleared this?		
4.0 4.1	**Conclusion** Are the recommendations being made clearly stated? Is the approval, authority, direction, agreement, deferment, note, etc. that is being sought reasonably summarized?		
5.0 5.1 5.2 5.3	**Attachment and References** Is a Certificate of Financial Implications of MFPED attached? Is an outline of the financial implications and modalities of implementation of the draft Bill/policy attached to the memo? Are attachments referred to within the memo attached and/or are relevant attachments appended to the memo?		
6.0 6.1 6.2	**Address of Author and Date of Initiation/Submission** Is the address of the author/minister indicated at the bottom of the last page? Is the date of writing or initiating of the memo indicated at the bottom of the back page?		

A N N E X 1
ADVOCACY CAPACITY DEVELOPMENT

Organisations carry out policy advocacy differently, some more informally, and others more systematically. A comparison of different levels of policy advocacy capacity can be made using the pictorial diagram presented below.

Phase 1: The CSO/BMO is a *club* of likeminded stakeholders. The club is primarily a forum for networking, exchanging information and discussing one particular issue. The CSO/BMO has few or no permanent staff. No real organisation structure has been established and the CSO/BMO has little external exposure. Members of the board manage the main part of the CSO/BMO's activities.

In this phase the CSO/BMO lacks practically all components needed to conduct effective policy advocacy. Therefore it is recommended that effort is concentrated on other areas such as establishment of organizational structures. Focus should be on establishing the basis for developing into a more structured organisation.

Phase 2: The CSO/BMO has established a *small secretariat* with a few experts. The secretariat relies heavily on assistance from members. The membership base is dominated by a few large companies and services are predominantly related to policy advocacy and networking activities. Membership recruitment is strongly prioritized for income purposes but membership retention is neglected due to lack of resources and experience.

In this phase the CSO/BMO should start formulating an agenda of issues to advocate. At the same time the CSO/BMO should start working with standards for policy position papers and other communicative instruments. This

should make the CSO/BMO capable of reactive policy advocacy.

Phase 3: The CSO/BMO has developed a *professional secretariat* which is able to perform relatively independently of the CSO/BMO's governing body. On the policy area, the CSO/BMO has become influential and is capable of engaging in complex long term dialogue with legislators.

In this phase the CSO/BMO is performing a range of different activities and has reached a size which makes it possible for a more elaborate system for policy advocacy. There should be several focus points therefore.

The surveillance system for legislative tracking should be implemented. Furthermore the system for contacts to legislators and network activities should be activated. At this point the CSO/BMO should start upgrading staff capacity in order to reach the final phase. This means an increased focus on the role as a knowledge supplier.

Phase 4: The CSO/BMO has built sufficient capacity to be pro-active within all areas that are relevant to its members. By being a knowledge supplier, the organisation is able to set the agenda for the discussions within these subjects. Professional experts handle the subjects on behalf of the CSO/BMO both within policy advocacy and membership services – often from a more informed position than external counterparts.

In this phase the CSO/BMO should focus on consolidating the activities within policy advocacy. This could mean focusing on a strategy for recruitment of highly skilled staff

in order to match government staff. Furthermore, some of the policy advocacy activities could become focused on a regional level. Finally the CSO/BMO could start focusing on strategic coalition building activities and networking activities. Annex II presents 10 key components of effective advocacy, and a method for evaluating the capacity of an organization to address each by again using the 1-4 scoring system.	

ANNEX 2

ASSESSMENT TOOL FOR
ADVOCACY CAPACITY IN CSO/BMOS

Subject	1 Club	2 Inform Secretariat	3 Professional Association	4 Knowledge Supplier
Strategy	No clearly defined and formally stated strategic goals for advocacy activities.	BMO/CSO has defined a vision and mission, but lacks clearly defined processes for achieving them. An overall policy agenda has been established.	A clear strategy has been prepared, but processes for follow-up and revision/adaptation are missing.	Advocacy strategy is prepared, success monitored and revision undertaken when required.
Process	Policy positions are mainly a summary of members verbally collected wishes.	Policy positions include secondary statistics and statements from members, but no structured analysis.	Policy positions are developed in close interaction with members and include some analysis.	Policy positions are developed in close interaction with members and use evidence based analysis.
Presentation and Interaction	Policy positions are prepared as text documents and submitted directly to responsible ministry(er).	Policy positions include shot, easy to read executive summaries with key messages and are targeted at several persons within the ministry.	Policy positions are presented to a wide range of stakeholders in different forms targeted at the audience. BMO/CSO is a regular speaker at meetings or public debates.	Policy positions are presented as a part of a wider campaign with coalition building and numerous publications/articles targeted at different audiences.
Secretariat	Policy advocacy is driven by members who comment on draft law text based on experiences in their own company.	Permanent staff have been hired for managing advocacy activities. Staff are mainly used for preparing summaries of draft laws and regulations to be presented to members.	Advocacy is driven by secretariat staff. Members guide the process at the board and committee level. All analytical work, recommendations and daily follow-up is handled by staff.	BMO/CSO is able to hire the best policy staff available and is therefore able to collect better information and supply better analysis than government and other stakeholders.
Member Input and timing	Members' input is solicited by circulating copies of a draft law or regulation to all members and discussions at the board.	Members' input is solicited through advocacy committee. Association has contacts that allow it to obtain early drafts of the law and solicit opinions from advocacy committee/board prior to publication of the draft law.	Member survey/ (external consultant) issue analysis administered at the beginning of policy strategy development process. Frequent follow-up with relevant advocacy committee.	Association maps policy development process and times collection of member input and advocacy at window of opportunity. Focus groups are used both for member and public opinion.
Member presentations	Members manage dialogue with government often through personal contacts with minister.	Secretariat prepares notes/speeches on behalf of members who deliver the key messages to government.	Secretariat manages contacts with government. Members participate in dialogue to ensure that messages are delivered with credibility.	Secretariat prepares and briefs members for strategic interventions with key government officials. CEO is key spokesperson of BMO/CSO.

Subject	1 Club	2 Inform Secretariat	3 Professional Association	4 Knowledge Supplier
Media	General press releases with key messages are issued on major policy issues.	Policy articles regularly appear in BMO/CSO Newsletter.	BMO/CSO works closely with journalists and prepares articles that can be printed/communicated directly in media.	BMO/CSO is recognized as a knowledge supplier that business journalists contact whenever they need information.
Tracking and follow-up	The BMO/CSO awaits response from responsible ministry after submission of policy proposal.	The BMO/CSO follows up regularly by contacting relevant persons in the ministry after submission.	The BMO/CSO is able to monitor the internal preparation process in the ministry through direct contacts to civil servants. A system for legislator contact has been established.	The BMO/CSO is regarded as a knowledge supplier and contacted by the ministry for further information and discussions on a submission.
Documenting successes and failures	Results are communicated to board members and passed on to other members by word of mouth	Key results are high-lighted in newsletter/internal media. Chairman mentions key successes and failures at Annual General Meeting.	Results are widely communicated through website, newsletter and external media when appropriate. Results are documented in Annual Report.	BMO/CSO has introduced system of best practices for documenting results and circulated them to staff through experience sharing.
Diversity of approaches	BMO/CSO focuses on influencing government and authorities directly.	The media is used for highlighting main issues; statements are delivered whenever "a fire is burning". Direct pressure is placed on top government officials on key issues.	The BMO/CSO is pro-active and is able to pre-empt major policy changes. Members are briefed on and educated through regular publications and meetings.	BMO/CSO undertakes campaigns that may have a several-year duration and include influencing public opinion or the opinion of particular stakeholders.

GLOSSARY

Advocacy The deliberate process of influencing those who make policy decisions.

Agenda An outline listing the main topic to discuss during a meeting with policy makers, a planning team or coalition. Can also be the prioritized issue for advocacy in an organisation.

Ally A partner working in helpful association with you to achieve a policy goal.

Audience A person or people to whom information is conveyed or messages are directed.

Civil Society The range of institutions and organisations that connect people to government and the private sector. A definition of a strong civil society could be to ensure a dynamic and beneficial relationship between government, business and the non-profit sectors that can contribute to the wellbeing of individual citizens.

Coalition A group of organisations working together in a coordinated fashion toward a common goal. In advocacy, a coalition's goal is policy-related.

Constituency/Constituencies A group of people and organisations who support a particular policy viewpoint. Constituents are people whom you represent, to whom you are accountable, and from whom you draw your support, e.g. your members.

Credibility Having the trust of others so that they will believe and value what you have to say.

External Networking The process of asking people you know outside your organisation for information about your target audience.

Internal Networking The process of using resources in your own organisation (including people) to gain information you need.

Lobbyist An advocacy role in which you enter the policy process as a full participant to directly influence policy.

Media Organised systems to deliver information to people such as radio, television, newspapers, magazines or newsletters. (Some-ties also called "press.")

Message A statement designed to persuade others of a position or point of view. A message explains what you are proposing, why it is worth doing and the positive impacts of your proposal.

Negotiation A communication process between two or more parties to reach an agreement or to resolve a conflict.

Network Individuals or organisations willing to assist one another or collaborate on a common policy goal.

News Conference An event or meeting with the media to make an announcement or discuss a position, decision or action.

News Release Also called a Press Release. A written statement that alerts the media of an accomplished event, project or other information that you would like to share with the public.

NGO Non Governmental Orgainisaton

Opponent An individual or group that is against the policy changes that you and your allies advocate.

Policy A plan, course of action or set of regulations adopted by government, businesses or other institutions designed to influence and determine decisions or procedures.

Policy Analysis Usually the first step in plann9ing an advocacy initiative. Policy analysis examines plans and regulations set by governments, business or other institutions, and how policies (or lack of policies or implementation) affect specific groups of the population.

Policy Goal The purpose of your advocacy effort and the specification of what an advocacy initiative should accomplish.

Policy Issue A specific policy cause of a problem and subject of interest for advocates and policy makers.

Policy Maker   A person who has the authority and ability to create or change community, organizational or governmental policies, programmes or laws above the household level.

Policy Map   A tool that can be used to identify and organize policy information.

Policy Research   The process of learning about a policy issue. Policy research can be formal, like writing a report, or informal, like asking people you know to explain the origins of an issue.

Press   Also referred to as "media." Representatives of the media, for example, newspaper reporters, radio broadcasters, or magazine writers.

Primary Audience   The decision maker(s) with the authority to directly bring about the change necessary to reach your policy goal.

Protocol   A code, system, or tradition – written or understood – that prescribes correct etiquette. In advocacy, it refers to the proper way to approach policy makers or others engaged in advocacy.

Secondary Audience   Individuals and groups that can influence decisions of your primary audience.

Secretariat   A head office support team as part of a member-based business or civil society organisation. A secretariat could include anyone in a Policy Advocacy position at head office as well as administrative support staff, and which together are responsible for working with the organisation's membership to gather, collate and disseminate its views on issues.

SMART   Specific, Measurable, Achievable, Realistic and Time-bound. Pro-ject objectives should be SMART for all projects, including advocacy.

Tactics   Tactics are types of activities that support your strategy. Advocacy tactics are often chosen based on their level of risk, their cost and their chances of success in the existing political environment.

Target Audience   The person (or group of people) who can help bring about the policy change that you hope to achieve.

LEGISLATIVE WORDS AND PHRASES

Act   A Bill adopted by Parliament.

Adjourn   To conclude a day's session with a time set to meet again, or conclude a meeting.

Adopt   To approve formally.

Agenda   The proposed order of business for a meeting.

Amend   To modify, delete or add to a proposal.

Amendment   An alteration made or proposed to be made to a Bill. Bills may be amended more than once. A committee amendment is an amendment proposed in a committee meeting. A floor amendment is an amendment proposed in Parliament.

Appropriation   A legislative allocation of money for a specific purpose.

Attorney General's opinion   A formal expression of legal reasons and principles regarding statutory or legal questions from state agencies or legislators.

Authorisation   A legislative action establishing a programme and general amounts of money to fund the programme. An appropriation provides the funds.

Bill   A proposed law presented to Parliament for consideration.

Caucus   A meeting of members of a body who belong to the same political inclinations on a given issue.

Constitution   The written instrument embodying the fundamental principles of the state that establishes power and duties of the government and guarantees certain rights to the people.

Convene   Assemble for an official meeting.

Chairperson   The legislator appointed by the speaker of the Parliament. The Clerk to Parliament is a civil servant and is responsible for keeping records of the proceedings of Parliament, supervising parliament employees, advising members on parliamentary procedures and preparing all parliament publications for printing.

Clerk to Parliament   The chief administrative office of the Parliament. The Clerk to Parliament is a civil servant and is responsible for keeping records of the proceedings of Parliament, supervising parliament employees, advising members on parliamentary procedures and preparing all parliament publications for printing.

Clerk Assistant   The staff that support the committees, responsible for Bill management, meeting logistics, assembling background materials and information and Bill analysis.

Committee Report   Report made to the Speaker of Parliament by a standing, sessional, select or ad hoc committee which makes recommendations on a Bill.

Debate   Discussion of a matter following parliamentary rules.

Effective date   The date a Bill, once passed, becomes law.

Enact   To establish by law

Enactment   The passage of a Bill by Parliament and the signing/assent by the president.

Ex Officio   Holding one office by virtue of or because of the holding of an-other office. Ex-officio Members of Parliament have a voice but cannot vote.

First reading   The recitation on the floor of Parliament of the Bill number, title and sponsor by the reading clerk. After the first reading, the Bill is referred to a committee by the speaker. According to Parliament rules, a Bill must go to a relevant substantive committee.

Fiscal   Relating to financial matters. The Ugandan Financial Year (FY) is July 1 through June 30.

Legislator   Elected Member of Parliament.

Minority report   Document carrying signature(s) of a minority of the members of a committee recommending an action different from the majority.

Minutes   A written record of the proceedings of a committee.

Motion   A proposal that Parliament take a certain action.

Move   A formal request for action.

Passage   Favorable action on a Bill before Parliament.

Per Diem   "For the day": an allowance made to legislators for travel expenses when on legislative business.

Petition   A formal request.

Point of inquiry   Motion from the floor or from a committee member in order to ask a question. Typically, questions are about issues such as parliamentary procedures or agenda items under consideration.

Point of order   A demand or request by a member for a legislative body to adhere to its rules of procedure.

Quorum   The number of members required to be present before business can be transacted in Parliament or a committee.

Refer   To send a Bill to a committee for study and consideration.

Resolution   A Bill used by Parliament to take an action that would affect only its own members, such as appointing a committee of its members, or expressing an opinion or sentiment on a matter of public interest.

Rules   Guidelines by which Parliament governs its meetings. Rules are formally adopted at the first convening of the legislative assembly and require a vote (with at least a quorum of members present) for official adoption.

Recall   The recall is the vote of the people which, in effect, tries the elective public officer on charges brought against the officer. All elective public officers are subject to recall and dis-charge from elective offices.

Reconsider   To vote again on a question previously before the body.

Repeal   To revoke by legislative action.

Roll call   Record of how members voted on a particular issue or question.

Second reading   Like the first reading, a recitation of the Bill's number, title and sponsor by the reading clerk. Second reading occurs after the Bill has been referred to a committee, worked on and reported back to the floor (in the Parliament where it originated) for a vote.

Sergeant at arms   Enforces protocol of the Parliament and provides security for the legislative offices.

Session   Official meeting of the Parliament.
Speaker of the Parliament, The presiding officer of the Parliament, elected by all Members of Parliament when it convenes for a regular legislative session.

Select committee A committee authorized by Parliament rules to study a limited subject. **Sponsor** The legislator(s), ministry or legislative committee which introduces a Bill. Standing committee: a permanent committee during a given Parliament (e.g. 4th or 5th Parliament) authorized and named by Parliament rules. **Short title** An abridged description of a Bill. **Third reading** as with first and second readings, a recitation of a Bill's number, title and sponsor by the reading clerk on the floor before consideration by Parliament, usually done before a final vote. **Witness** A person who testifies before a legislative committee. **Witnessing/hearing** A public meeting of a legislative committee held for the purpose of taking testimony concerning proposed legislation.	

A N N E X 4

U S E F U L W E B S I T E S

Bank of Uganda www.bou.or.ug	**Private Sector Foundation Uganda (PSFU)** www.psfuganda.org
DENIVA Uganda www.deniva.or.ug	**Regulatory Best Practice Programme, MoFPED** www.goodregulation.or.ug
Doing Business www.doingbusiness.org	**Uganda Bureau of Statistics** www.ubos.org
Economic Policy Research Center (EPRC) www.eprc.or.ug	**Uganda Flower Exporters Association** www.ubi.co.ug
The Economist www.economist.com	**Uganda Fish Processors and Exporters Association** www.lakevictoriafish.com
Federation of Uganda Employers www.employers.co.ug	**Uganda Export Promotion Board** www.ugandaexportonline.com
Government of Uganda www.government.go.ug	**Uganda National Bureau of Statistics** www.unbs.org
Judiciary Uganda www.judicature.go.ug	**Uganda Investment Authority** www.ugagainvest.com
Ministry of Agriculture, Animal Industry & Fisheries www.agriculture.go.ug	**Uganda Law Reform Commission** www.urlc.go.ug
Ministry of Education & Sports www.education.go.ug	**Uganda Management Institute** www.umi.ac.ug
Ministry of Finance, Planning & Economic Development www.finance.go.ug	**Uganda Manufacturers Association** www.uma.co.ug
Ministry of Foreign Affairs www.mofa.go.ug	**Uganda National Chamber of Commerce and Industry** www.ugandachamber.or.ug
Ministry of Health www.health.go.ug	**Uganda News** www.einnews
Ministry of Justice & Constitutional Affairs www.justice.go.ug	**Uganda Revenue Authority** www.ugrevenue.com
Ministry of Local Government www.molg.go.ug	**General Information Sources** www.enteruganda.com
Ministry of Public Service www.publicservice.go.ug	**Uganda's Leading Internet Resource** www.myuganda.co.ug
Ministry of Water, Lands & Enviroment www.mwle.go.ug	**Uganda Policy Database** www.parliament.go.ug/policy
Ministry of Works, Housing & Communication www.miniworks.go.ug	**Uganda's Tourism Information Portal** www.visituganda.com
National Environment Management Authority www.nemaug.org	**Uganda Women Parliamentary Association** www.parliament.go.ug/uwopa
Parliament of Uganda www.parliament.go.org	**World Economic Forum** www.wegorum.org
President's Office – Uganda www.statehouse.go.ug	

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