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Government of Uganda-UNICEF
1995 - 2000 Country Programme
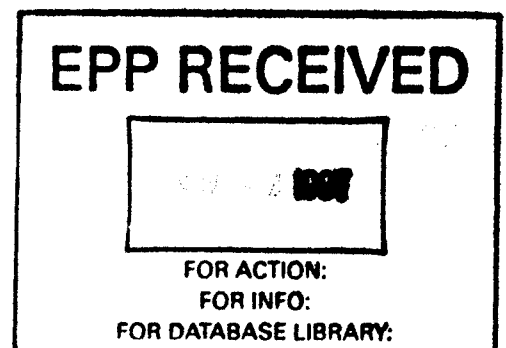### Mid-term Review Study

Materials Development:

An Assessment of the Effectiveness of Communication, Training, and Information Materials Development Processes
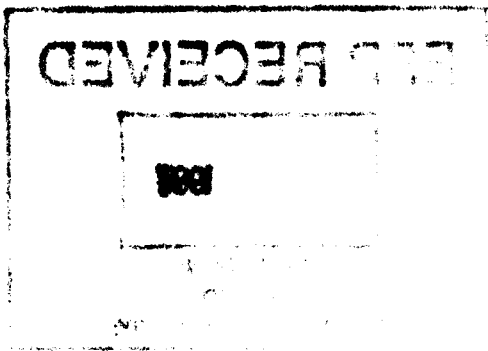
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Executive Summary

Background

In 1995, the Government of Uganda (GOU) and UNICEF Country Programme took a bold new path in its struggle to create a social environment favourable to making sustainable improvements in the lives of Ugandan women and children. This new path embraced the development of a conceptual framework for social action which not only responded to current economic and political trends (opportunities such as improved economic growth and decentralisation of service delivery) but grew from the experiences and lessons learned over the past 15 years. These experiences demonstrated to the authors of the new 1995 – 2000 GOU-UNICEF Country Programme that strengthening capacities was critical at all levels for making informed decision, reinforcing service delivery, and influencing behavioural change and performance. Communication was seen as fundamental to the successful implementation of this conceptual framework.

Along with the development of a new conceptual framework came a change in the way the Country Programme was structured and operated. The function of materials development, which was previously focused as a separate unit, was devolved to individual programmes each with its own materials development activities and budgets. As part of the Country Programme Mid-term Review, terms of reference were developed to review the different materials development processes currently being used in the country programme in order to examine their effectiveness in terms of value-added factors such as the influence and spread of the materials, the acceptability of the materials (in terms of ownership and use), and perhaps improvement in long-term relationships versus the costs in terms of resources (human, financial, and material) and timeliness. After reviewing the processes, the task was to develop options for possible 'best practices' for the Country Programmes materials development. The results of this study follow.

Materials Development Processes within the Country Programme

Types of Materials

In order to look systematically at the materials development processes, it was first important to distinguish the different *types of materials* being produced. It was vital to examine the materials specific purpose and target audiences as these factors have an impact on the choice of the materials development process best suited for the objective. There were three basic types of materials found:

- ❑ *Information* The primary function of these materials is to get information (technical, ideas, activities) to a target audience with the purpose of raising awareness or promoting an activity or an idea. Examples are simple brochures or campaigns.
- ❑ *Education* These materials are targeted at either school-age children (curriculum materials for languages or sciences) or Secondary and Primary school teachers.
- ❑ *Training* Materials developed for training constituted the bulk of the materials developed. The content and the target audiences were generally well-defined and they are used as practical guides for training or as reference materials.

Categories of Materials Development Processes

The materials development processes within the Country Programme were loosely classified into four separate categories found on the next page. In order to give the study

a frame of reference, the materials development processes are based on the level of Country Programme's involvement in the process.

1. Initiated Outside   This category is defined by materials that were initiated and developed primarily outside of the current Country Programme. They represent minimal involvement of members of the current Country Programme in the initial design and development of the materials. Examples include the Sara Initiative.

2. Small Group or Individual   This category is defined by a process where the materials are initiated within the Country Programme and done primarily by an individual or a small group. The individual or small group could be within the Country Programme or a consultant hired for this specific task. Examples include Complementary Primary Education (COPE) Programme materials and the Children's Rights Mural.

3. Steering Committee   This category is defined by the presence of a Steering Committee which assists in determining the direction of the process and perhaps some of the material content, but its members are not directly involved in the development of the materials. Examples include Life Skills materials.

4. Working Task Force   This category is defined by a materials development process where the members are actively involved in the development of the content, the design of the materials, the field-testing, and the final production. Examples include the Community Based Management Information Systems (CBMIS) and the Community Capacity Building (CCB) materials.

In-depth Analysis of Specific Case Studies

Six intriguing case studies were used to highlight both the strengths and the challenges found within the four different categories of materials development processes. Although there were many good examples from which to choose, key examples from each category were used to illustrate the different influences which affect them. There are unique aspects found within each category. Those issues that cut across categories formed the foundation for the sections entitled *Findings* and *Options for the Future*.

Category 1 Materials Initiated Outside the Country Programme

The Sara Initiative was used as the case study for examining the use and acceptance of materials developed outside. One of the most interesting discoveries concerned the favourable acceptance of the materials despite the fact that UNICEF (more generally as an organisation) was seen as the 'owner' of the materials. There were several reasons attributed to this including the attractiveness and appeal of the materials, the targeted involvement of Ugandans in the development of the materials, and the perceived fit of the materials with the users current activities and needs.

Category 2 Materials Developed by a Small Group or Individual

Two case studies were featured in this category because of their different contributions to the overall findings of the assessment—COPE materials and the Child Rights' Mural. One trait that they shared in common was the use of an outside consultant group (COPE materials) and individual (Mural Project). The consultants brought specific skills in both the content and the materials development process itself. Additionally, these consultants

managed most of the process which took the burden of monitoring and supervising the development of the materials from the Country Programme staff.

In the example of the COPE materials, however, there is resentment by some who feel that an outside consultant group was not appropriate for this work because the ability to carry out the development of materials already existed in a partner organisation. On the other hand, there was no overt resentment in hiring an outside consultant for the Mural project. The key difference seems to be whether or not there is someone 'inside' the Country Programme (or sometimes Ugandan versus ex-patriate) who feels they can facilitate the process.

Category 3   Steering Committee Directed Process

The Life Skills materials provided an excellent example of some of the positive and negative influences of using a Steering Committee in the development of materials. This example as well as others made it clear that a well-connected and motivated Steering Committee can lend more credibility and enhance the acceptance of new and different materials beyond the capacity of a small group. This was demonstrated by the recent visit of the head of a prominent teachers training college who approached the Country Programme to assist his college to incorporate Life Skills concepts into its curriculum. The problems associated with Steering Committees are primarily centred around the labour-intensive process of keeping members updated and active.

Category 4   Working Task Force Process

Two case studies were used to examine this category because of their close links and eventual merging into one larger process: Community Capacity Building (CCB) and Community Based Management Information Systems (CBMIS). A primary issue that has come out from both of the case studies is the desire to understand whether the amount of resources invested in the materials development processes is worth the potential gain in other, perhaps more important, areas such as development and understanding of new concepts and an increased sense of ownership of the materials and the concepts. The leadership role taken by the Ministry of Health and the Health Programme has been exceptional in the amount of time and effort they have devoted to developing not only the concept, but also the materials. It is this strong leadership role which has also resulted in the perceived exclusion of others from the process and the chance to learn from it.

Findings

During the assessment of the effectiveness of the various materials development processes, there were many discoveries and lessons arising from the wide variety of materials that have been produced or are currently in production. Each case study brought out an immense amount of information and key lessons specific for the process. Some of these lessons are summarised into a chart to compare the positive and negative influences not only between the *different processes* but also between the *different types* of materials as well. As noted earlier, the type of materials development process used will depend greatly on the type of material being produced.

There were seven cross-cutting issues that were found to impact all materials development processes. They are specific issues that range from issues of control of resource decisions by UNICEF-Uganda to the definition of roles and responsibilities

within the process. Some of the issues are easier to resolve than others which reflect on structural issues within the Country Programme which will require more discussion.

❖ **Process and Outcomes**
Specific pros and cons of the materials development processes used were compared to the type of material being produced. The chart in the main report provides a quick look at the possible reasons for choosing one process over the other. For example the small group or individual material development process is well-suited for information materials, such as the brochure promoting the Country Programme. This is true because these materials generally have a quick deadline, do not have controversial content. and the objectives are straightforward.

On the other hand, the process is not recommended for developing training materials which require input from a wide-variety of people with different skills and different needs. As the content becomes more complex, a process which allows for mutual learning and exchange is more important such as the Working Task Force process.

❖ **Participation, Involvement, and Ownership**
It was clear through the examples reviewed that people's involvement and participation is crucial to the overall success of the materials development processes and eventually the success of the end product in meeting their needs. This did not, however, translate into everyone participating in every aspect of the process. In many cases the expectations of the participation and involvement in the materials development processes, especially Steering Committee and Working Task Force processes, centred more around people's desire to see transparency in decision making and activities and not necessarily their constant, direct involvement.

❖ **Issues of Communication, Expectation, and Control**
One of the underlying problems with creating a sense of ownership is inherent within the issue of the control of resources (in terms of funds primarily, but also human, material and information) and the mandate (in terms of roles and responsibilities) for developing and supervising production of the materials. Given the amount of work, limited staff, and country-wide coverage of the Country Programme, a review of the sharing of roles and responsibilities in the area of resource management may be considered to improve the government counterparts ownership of materials.

❖ **Challenges and Impact of Structural Changes on Materials Development**
The key function of conceptualising ideas—which requires active interchange between different actors in the analysis, sharing, learning, and linking of concepts—and then producing the materials does not seem well-defined in the Country Programme or Programme Plans of Action, more likely a product of the complexity of elaborating and promoting interactive communication strategies. When the operationalisation of the communication strategy was broken up and spread among individuals (Communication Focal Points) and programmes (in terms of activities), the *key function of co-ordination and communication promotion rested heavily on individuals already taxed with other responsibilities.* One of the Communication Focal points stated that

without a clear mandate and specialised skills in communication for development, these functions become difficult to incorporate into already busy schedules.

❖ **Roles, Co-ordination, and Leadership**
The question of who is really responsible for different materials and who should have been responsible came up several times. The lack of clear terms of reference for small groups (especially consultants), steering committees, and working task forces were cited as one of the key problems. Without clear roles, responsibilities, and firm deadlines, work frequently falters and, in some cases such as the poster for promotion of breast-feeding, fails. In turn, the slow pace discourages people from continuing to work within the process. In particular, this section in the main report focuses on defining the distinct roles of three of the processes—small group/individual, working task force, and steering committee.

❖ **The Use of Consultants**
Similar to the need for clear roles and responsibilities within the materials development processes, the roles and responsibilities for consultants need to be very clear to ensure that both the organisation and the consultant are comfortable with the end results. For example, it was discovered that if the originator of the material is unclear about the concept, then it is unwise to hire a consultant(s) to be the 'ghost writer' of materials. The analysis and learning that goes into developing materials is usually the self-discovery process that is required for the group to fully understand the concepts and then promote those concepts to others. If this analysis and learning is done by an outside consultant alone, then it may become lost when trying to translate it to busy people. Skilled facilitators in these types of materials development processes can be very valuable if they are able to guide the group through a self-discovery, learning process.

❖ **Goals, Objectives, and Activities**
If the goals, objectives, and activities are were not developed as a wider group, then problems arise when the materials development processes were pulled back and forth by differences in expectations about the final product. It was acknowledged in several examples that the more new and complex the concept, the more difficult it is to define.

❖ **Distribution and Promotion**
Although the printing process of the materials is generally clear, there were differences of opinion among the various groups involved in materials development about who is responsible for deciding on, promoting and supervising the final distribution of the materials. As the materials development process does not end with the production of a prototype, these differences in opinion have directly impacted the effective use of the materials as well as their acceptability. It is obvious from several conversations that there is a very high demand for quality materials among users in the districts as well as multilateral and non-governmental organisations.

Options for the Future

From the overall findings arising from both the case studies and other materials reviewed, several ideas for future options became clear and are elaborated in this section of the main report. These options fell under three main themes: Process Guidelines; Promotion and Distribution of Materials; and Building Capacities

Process Guidelines

Guidelines were developed which could help when choosing the materials development process best suited for the type of material required. The guidelines include a flow chart of materials production moving from determining the objectives and audiences to decisions about which materials development process would be best to use. There are several key questions to be asked when choosing between the different processes, e.g., 'Is the subject matter straightforward and easy to understand or is it complex and difficult to communicate?' The response to this question will help the reader decide which process would be the most effective.

It is imperative at this point to recognise that there are many different factors/influences that need to be weighed against each other when asking these questions. These processes can not be mechanicalised because some factors will have more influence on the end process than others depending on which factors are present or not.

Promotion and Distribution of Materials

In addition to the guidelines, there are suggestions for improved promotion and distribution of the materials developed such as the *investment in developing proactive distribution (marketing) schemes for the materials before they go to the printer*. Many times the materials development process have ended with the completion of the final layout of the materials. In a few cases, though, there was a long delay before the final materials were developed or distributed late reducing their overall effectiveness and ultimately their impact.

Strengthening the Capacity of the Country Programme

Finally, there are several ways by which the Country Programme could strengthen its capacity both internally and externally to improve the development of materials in terms of value-added benefits, cost effectiveness, and time. There are resources within the Country Programme that may be under-utilised or require additional information or the mandate to take on these roles. The options offered included:

- *Invest in Local Councils and District-level Production*—One option explored in the main report is the building the capacities of the Country Programme staff both at the centre and in the districts to support materials development processes.

- *Invest in Non-Governmental, Consultants, and Private Companies*—The second idea acknowledged the important contribution of NGOs and the private sector to developing materials and the possibility of supporting capacity building of these external resources.

- *Improve the Production Co-ordination Function Within the Country Programme*—Without refocusing the development of materials within a single department or unit, a key

capacity to strengthen within the Country Programme is the ability to facilitate effective materials development processes. An internal group that has this capacity would greatly aid the Country Programme to implement its conceptual framework by facilitating other programmes through the most effective process for the materials to be developed.

- *Consider Commercial Printing Promotion*—The fourth idea for capacity building considered the revitalisation of the printing press equipment found at the Ministry of Health in Entebbe.

1.0 Background

As a part of the Mid-term Review of the Country Programme 1995-2000, the GOU-UNICEF decided to undertake an assessment of the various processes used to develop printed materials for the 1995 – 2000 Country Programme and look at ways of improving its materials production capacity in the future. It is an unusual, yet intriguing, assessment due to its attention on the materials development *process* and not just the effectiveness of the materials, though the effectiveness and impact of the materials are an ultimate desired outcome of the development process.

1.1 Objectives of the Study

The study's objectives were:
- to review and assess all the materials developed or in the latter stages of development during this period of the Country Programme.
- to outline the challenges of co-ordination and streamlining the materials development process; and
- to learn from the lessons and experiences of different groups involved in materials development (within the Country Programme) and help develop guidelines on best practices for future materials.

1.2 Specific Issues To Be Addressed

The specific issues to be considered within the study are outlined below along with the methodology used to explore the issues.

1. The Study reviewed the existing systems used by different groups and categorised them for analysis. The categorisation was based on characteristics which were determined after a review of materials developed and in the process of being developed during the first half of the Country Programme. The basic criteria that was used to classify the groups:
   a. how the production was organised in terms of concept development and actual production,
   b. type of material produced based on the target audience (such as educational level, exposure to concepts, etc.) and purpose of the material (inform, educate, train, etc.),
   c. level of involvement in the materials development process (e.g., amount of stakeholder involvement in the production process). There is an assumption that the processes used vary widely, but they are all found somewhere along a continuum between two extremes—at one extreme where no one from the Country Programme is involved in the development of the materials to the other extreme where everyone is involved in each step.

| materials dev't outside CP | ◄———┼————┼————┼————┼———► | everyone involved in entire process |

'system A'   B   C   D
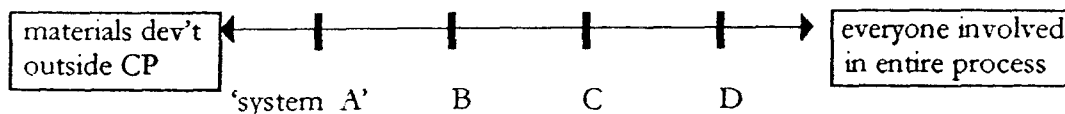
2. Review the materials development process and analyse, in a systematic way, the *value added* factors in terms of:

- the quality of materials developed;
- the 'alternative' benefits arising from the process (such as a sense of ownership, usefulness, long-term relationships, etc.);
- the cost effectiveness (human, financial, time, etc.); and
- the impact of the process (spread of process, distribution of materials, continued interaction with process group members, etc.).

The materials development processes were reviewed using a ranking matrix which allowed for an overview of the materials development processes and offered a framework for comparison. The validation team for the study assisted the assessment team to revise the questions that were asked and redirect some of the focus into areas that were more relevant for the stakeholders in the Country Programme.

3. In tandem with classifying and reviewing the different materials development processes used, it was imperative to investigate and bring out the positive and negative influences on the processes (i.e., helping and blocking factors) which affected the outcomes.

4. Based on the lessons learned above, a summary of what processes may be most appropriate for the end material desired and insights on ways to improve both the production and distribution was done. Along with this summary, there is a skills inventory survey of possible resources both within the Country Programme and outside to give further insight to increasing development communication resources to support the Country Programme.

5. The TORs listed a fifth specific issue to be studied seemed to focus primarily around the distribution of the materials. The operational system will be examined in light of the inter-sector participation and joint ownership factors through the previous specific issues to be studied along with the factors of distribution and usability of the materials taken into account.

Although very relevant to the long-term plans on communication materials development, however, studying the *process of distribution, storage, and usability* of the materials would require more time and a different research focus than the issues listed before. A review of the process of distribution, storage, and usability of the materials would have required looking at the 'marketing plans' of the Country Programme in terms of its distribution objectives (i.e., Will the materials be given away? Will the materials be sold? at a profit to cover R&D costs? or Will they be sold 'at cost' so that minimally the production costs are covered?), the long-term institutional plans and role in materials development; and the potential market niche for the materials (usability). Usability of the materials moves into the realm of evaluating the impact of the materials on the target audiences according to their original objectives/purposes. A study on the impact of Country Programme printed

materials would be an interesting and natural extension to this assessment, but one that could not be fully carried out in the current conditions of this proposal.

1.3   Methodology

The study was carried out using the following tools and techniques:
1. Literature review of the relevant existing studies, reports, meeting minutes, materials developed or in the process of development, terms of reference and guidelines.
2. Qualitative and quantitative data collection and analysis using:
    - individual interviews and group discussions with main stakeholders and key actors involved;
    - participatory 'analysis' tools with both groups and key informant/resource persons (flow charts, matrix ranking);
    - literature review; and
    - direct observation.
3. Focused, in-depth process review of a minimum of four case studies representing different materials development processes identified.

1.4   Expected Outputs

This report details:
a. the comparison of the various materials developed in the first half of the Country Programme based on jointly established criteria, and the positive and negative influences that affect these processes.
b. the analysis of the different system(s) that are the most effective for given materials development situations and insights on how to improve the system(s) in terms of cost effectiveness, timeliness, and quality.
c. the options for possible methods of increasing and improving the Country Programme capabilities to develop materials based on the most effective system(s) uncovered above.

2.0   GOU-UNICEF 1995 – 2000 Country Programme Setting the Context

In 1994, the Government of Uganda (GOU) and UNICEF-Uganda entered into an extensive planning and budgeting process to prepare for the 1995 – 2000 Country Programme. There were members of the various Government Ministries and Department Heads of UNICEF-Uganda involved shaping a new way of working which embraced the country's move towards decentralisation and integrated development. Those involved in the development of the Country Programme recognised that changing the behaviours of community members as well as themselves towards 'positive' development aspects (e.g., child care and protection, promotion of health) was key to their work. They went on to stress that *communication* was the fundamental channel to

changing these behaviours; therefore, it became an important component within the Country Programme.

Since communication was considered a key underlining issue, the structure of the Country Programme was changed to support the integration of communication into programme activities. The decision was made that UNICEF-Uganda would not continue to house a separate unit which was responsible for producing materials and, instead, it would rely on its government counterparts and the private sector to supply this service. Communication was made a cross-cutting issue with 'champions,' in the form of Communication Focal Points, spread out among the four programmes and the GOU counterparts.

A Communication Task Force, composed of the Communication Focal Points, is said to meet regularly, but the results of these meeting were not clear at the time of this report. This Task Force would seem to be an excellent forum for exchange of communication activities, but neither its functions nor its impact came out in any of the interviews. It's existence was discovered through a review of various memos. This would seem to be an indicator that people are not clear about the role and potential of the Task Force. On the other hand, the majority of the people interviewed within UNICEF-Uganda identified the Co-ordination, Communication, and Advocacy Programme (CCA) as the group that they believed should and is providing this co-ordination function. Two of the people interviewed within CCA seemed to look for a clearer role in this regard.

3.0   Materials Production Processes

.The first step of Study was to compile a list of the materials produced or currently in production since the beginning of the Country Programme. This proved to be more difficult than expected given the extensive decentralisation of both the materials development and funding. Each component within each programme has the mandate and funds to develop materials on a wide variety of subjects that fall within the component, including cross-cutting issues which fall in the mandate of all programmes and components. The result has been a plethora of materials either having been developed or are currently in production without any one person or group having a clear overview of all the materials being developed.

3.1   Types of Materials

In order to look systematically at the materials development processes, the *types of materials* being produced was broken into three basic types:

- **Information** The primary function of these materials is to get information (technical, ideas, activities) to a target audience with the purpose of raising awareness or promoting an activity or an idea. These materials are focused on getting a message out and less concerned with getting feedback on the ideas, techniques, etc. The target audience is usually more broad and frequently multiple. These materials are geared towards the general public than a specific target in mind. Examples of these types of materials are reports or studies, organisational brochures, mass media campaigns, etc.

- **Education** These materials have a specific focus and audiences. The materials are targeted at either school age children (curriculum materials for languages or sciences) or Secondary and Primary school teachers (guide books). There do not seem to be materials developed or being developed for technical schools or post-secondary institutions.

- **Training** Materials developed for training constituted the bulk of the materials developed. The content and the target audiences were generally well-defined and either served as practical guides for training or as reference materials. The training materials category could be further broken into two divisions—the first division concerning the target audience (National, District/Sub-county, Community) and the second concerning the content (Cross-cutting issues such as gender, environment, community capacity building, nutrition, etc.; and Technical subjects such as breast-feeding, ORT, etc.).

It was important to separate materials according to type in order to compare the materials based on their specific purpose and their target audiences. The process used to develop materials will vary according to the type of material to be produced because the changing level of involvement required by different groups of people, the different types of skills needed in the conceptualisation and development of the content, and the various options available for final production.

3.2 Classification of the Materials Development Processes

The categories of materials development processes are loosely classified into four separate categories in order to give the study a framework from which to work. It is understood that some of these materials have moved from one category to another during the course of development due to a number of factors.

In order to give the study a frame of reference, the materials development processes are based on the level of Country Programme's involvement in the process. It is recognised that there are valuable lessons to be learned from a number of experiences falling outside of the Country Programme's direct control, but given the time constraints of the study it has been limited.

1. Initiated Outside
This is a classification for materials that were initiated and developed primarily outside of the current Country Programme. They represent minimal involvement of people in initial design, development, and refinement of the materials.

2. Small Group or Individual

This is a classification for materials that were initiated within the Country Programme and done primarily by an individual or a small group. The individual or small group could be within the Country Programme or a consultant hired for this specific task.

3. Steering Committee

This classification is for materials that were initiated within the Country Programme and are being directed by a Steering Committee. Steering Committees can be standing committees (Sanitation SC) or ones formed specifically for the development of materials and communication. Steering Committees are involved in determining the direction of the materials and perhaps some of the content, but are not directly involved in the development of the materials. Sub-committees or individuals in the committee may be involved, but the entire SC is not.

4. Working Task Force

This classification is for materials that were initiated within the Country Programme and are actively involved in the development of the content, the design of the materials, the field-testing, and the final production.

Examples of Materials Development Processes

Initiated Outside	Small Group	Steering Committee	Working Task Force
Everyone's Child video	Cope materials	Life Skills series	District Planning manuals
Sara Initiative	Abducted children fact Sheets	Child Care & Protection manual	Community Mgt. Information System
Gender Booklets reprints	Into the 21ˢᵗ Century	Polio Campaign	Community Capacity Building manuals
	Children First!	Sanitation Toolkit	
	"Putting Children First" brochure	Functional Literacy materials	Facts for Life—Vol. 2
	Financial Planning & Management manuals		
	Shattered Innocence		
	Mural Project		
	Breast-feeding Poster (CS)		

4.0 Case Studies—Specific Findings from Materials Development Processes

The following case studies give insights into the four different materials development processes identified and examines both the strengths and challenges within each. Although there were many good examples to choose from due to space and time constraints, only one example from each category was used to illustrate the different influences that affect the processes. Specific examples from other experiences are indicated where relevant. The matrices in Appendix Five offer a chance to compare and contrast different materials according to a variety of criteria.

4.1 Sara Initiative—Externally Initiated Materials

Process Description

The SARA Initiative was directly designed for specific advocacy on the issues of the girl child within sub-Saharan East Africa (with the possibly of use in West Africa, but it has not moved there yet). It is a project that originated from the regional office in Nairobi conceived by the Regional Communication Officer who was involved in a similar initiative in Bangladesh called MEENA. Each of the East African countries has contributed to the design of the materials in terms of issues and ideas to be addressed as well as technical support from local artists. They have also been involved in pre-testing the materials so that Sara materials can be used in a wide variety of locations.

The film/video is centrally produced in Nairobi due in part to the availability of skilled film animation technicians and to their desire to maintain strict quality control conditions. Other materials outside of the actual cartoon (e.g., caps, hats, brochures, etc.) have to be approved by the Nairobi office, but there is generally more leeway to develop materials in other countries outside of the film animation. Within the Country Programme, BECCAD has been the programme which has really tapped into SARA due its ability to use SARA to achieve its objectives. With the exception of support from CCA, SARA has not been a primary vehicle for others due to their perceived relevance to their ongoing activities and strategies.

According to people who have used the video, it generates a lot of discussion among students and teachers about the girl, SARA, who is able to get through very difficult situations. It shows that children such as SARA can overcome seemingly overwhelming odds to succeed. For those involved in the initial development of SARA, the initiative covers many other areas including family issues and should exist separately from other programmes. By integrating the initiative within other activities, it is felt by some that its effectiveness is reduced because the other activities take attention away from the issues addressed within SARA. On the side of UNICEF-Uganda, however, SARA is seen as an excellent complement to ongoing activities such as the Life Skills series. For example, the current Life Skills materials carry only SARA illustrations.

The SARA Initiative was launched in Uganda in September 1996 during the Conference on Women's Empowerment through Functional Literacy and Girl Child Education. Through the public launching of the SARA Initiative in Uganda along with this international conference, there was quite a bit of interest generated in SARA and girl child issues as it received mass media attention and Uganda's Vice President was interviewed. From this wide exposure, the SARA Initiative has created awareness and a desire to get involved on the part of a number of decision makers in the country. As it is seen as a UNICEF-Uganda project, people are looking to UNICEF-Uganda to provide the leadership and facilitation to move it further. In this regard, it has had a positive effect because people are asking UNICEF-Uganda to take the lead in this important initiative and they are willing to follow. It has provided UNICEF-Uganda with a clear mandate and role to take the initiative further. This is being done by beginning the process of translating the materials into local languages and arranging for the development of a 'communication strategy.'

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Analysis

Ownership

Despite the fact that the initial 'ownership' of the materials and the initiative is seen to rest with UNICEF-Uganda (in particular the Regional Office), people both inside UNICEF-Uganda and beyond are strongly behind the initiative. In this respect, the ownership of the materials/concept is not a problem but the acceptance has more to do with four primary elements:

- the *involvement of Ugandans* in the creation of the initiative (the person interviewed did not have to be directly involved in the development of the materials though);
- the *attractiveness and appeal of the materials* (well-designed and illustrated materials);
- the *clear objectives and activities* already established; and, most importantly,
- the perceived *fit with the users ongoing activities and/or passions*. Those concerned with girl child/family and life skills issues are more supportive in the promotion of the materials than those who are not.

These four elements also had an apparent impact on the acceptance and ownership of individuals in the Country Programme with another set of materials that were adapted for the Ugandan context by the Ministry of Health and the Health Programme, specifically the series which included the manual **Facilitate Community Diagnosis: Community Participation. Facilitator's Guide**. They are a series of Training Modules for Health Committees and Health Unit Management Committees which were adapted by MOH-Uganda from UNICEF-New York materials. [Draft 26 March 1996.] The materials fit a particular need in the Ministry, were well-developed with clear objectives and activities, and in this case, the manuals were pilot-tested then modified and adapted in Uganda to fit the local context.

Cost Effectiveness

With materials that fit a specific need, modifying and adapting them for the local context can be the most economical way (both in terms of cost and time) to get technical materials developed and distributed. This is demonstrated by the amount of time required from pilot testing until completion of the first draft (and subsequently incorporated into ongoing Health Committee trainings) which was less than a year. The research and development phase of the production process can be greatly reduced as well as the costs in formatting and illustrating the materials because the same format, illustrations, and photographs can be used as a basis for the modified materials.

Impact

1. Materials Exchange/Materials Promotion

The greatest constraint to this process would be the lack of access to outside materials. Some of the people interviewed felt that there is a limited exchange of materials which occurs not only within the Country Programme, due to lack of co-ordination and information exchange between programmes, but also with other projects in the country, within the region, and within a larger international network. There were others who felt that they had sufficient access to external materials resources so this would be less of a problem.

There is a greater potential to increase the impact of the Country Programme through the increased dissemination of quality materials which can influence other organisations to embrace, promote, and use the values and methods promoted by the Country Programme. Those materials which are innovative, come from a unique local experience, and have real lessons to share can be disseminated beyond the normal Country Programme channels and haphazard opportunities for materials exchange at chance regional or international gatherings. This potential for greater impact can offset the frequently large expense associated with developing new materials from nothing.

2. Leadership

It is important for these materials (and others) to have a group take a leadership role in promoting the materials and acting as a co-ordinator/resource for volunteers and other interested groups. Someone involved in the SARA Initiative felt strongly that UNICEF-Uganda should take the lead in promoting the Initiative. 'We need someone to spearhead the promotion of the position of children/girls. This is a role for UNICEF-Uganda to play because it has a lot of influence within the Ministries.' With the official launching of SARA in Uganda, it has attracted much attention to the Initiative and the needs of the girl child. With the publicity, influential people have come to UNICEF-Uganda to ask how they can get involved. Without a clear leader (group or individual), it would be very difficult to incorporate these new resources into a cohesive way forward.

3. Communication Strategy

In response to the attention from the launching and use of SARA in select schools, a steering committee has been established with the specific purpose to promote SARA. This steering committee will serve as a place for those interested to contribute towards something tangible before their interest wanes. The experiences with steering committee roles and responsibilities is revisited in Section 4.3.

4.2 Complementary Primary Education (COPE) Materials—Small Group or Individual Process

The Complementary Primary Education (COPE) Programme focuses on the need to train children between the ages of eight to fourteen years who might have missed starting primary school for a variety of reasons, yet because of age differences have difficulties going back to start again. The COPE Programme was designed to offer these children an alternative.

In the beginning, the main challenges included making the programme known and justifying how it was different from other programmes such as the School Health Education Programme (SHEP). It was agreed that COPE would start as a pilot programme in a few districts and, depending on its performance, it would be expanded to cover other districts. Once the programme had been agreed upon, there was an urgent need to produce the instructional materials, manuals, textbooks and so on to start the programme.

The Small Group materials development process adopted for the production of COPE materials was different from other educational materials such as the Life Skills materials.

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Some of the UNICEF-Uganda and MOE staff said that the decision to contract Creative Associates International, a consultancy company based in the United States, for the task of developing the materials was based on two specific reasons: (1) this was a fairly new concept and the technicalities were different from other educational materials; and (2) the materials were needed immediately.

After the overall contract was signed between UNICEF-Uganda and Creative Associates International, the process was entirely left in the hands of the consultants. Creative Associates International periodically consulted with UNICEF-Uganda and the MOE, but otherwise it manages the entire process from conceptualisation to final layout, but the printing and distribution is handled by the UNICEF-Uganda office.

The process for the development of the compressed syllabus included the following research and preparation activities.

- Taking the consultancy team away from the distraction of Kampala to Bushenyi, the location for the first learning site.
- Meetings with the District Education Officer (DEO) and other key officials to review expectations.
- Conducting focus group discussions with potential supervisors, teachers, out of school youths and parents. Holding on the street (market) interviews with parents and out-of-school girls.
- Visiting local shops, pharmacies, etc.
- Meeting with National Curriculum Development Centre (NCDC) counterparts to produce the formal syllabus for complementary primary education then text books, manuals, charts and progress cards.
- Holding a four-day workshop with NCDC, the DEO, potential supervisors, and UNICEF-Uganda staff in Bushenyi to draft the preliminary syllabus, then facilitating a one-day meeting for review and follow up.

The consultants have contracted five local subject matter specialists: Mathematics, English, Mother tongue, Science and Social studies. The process of recruiting these writers was based on an open competition. The specialists were hired by Creative Associates, not the Country Programme. These writers met with their respective counterparts at the MOE to review draft outlines of the content and to discuss the concepts that should be emphasised, condensed, or eliminated. It is from these outlines that the writers develop teaching and learning materials.

The first materials developed were produced and delivered to Bushenyi district where pre-testing was done before mass production. These materials were produced in about one and one half to two months and had many problems with accuracy, content, and acceptability due to the limited development time. Now, the process takes approximately four months from the time the materials are conceptualised to the time when they are delivered to the Country Programme and their accuracy, content, and acceptability have improved. Increasing the production time from two to four months gives the consultants sufficient time to carry out more thorough revisions leading to production of four or five drafts.

When the final layout of the materials are complete, they are given to the supply office within UNICEF-Uganda. It is unclear who is finally in charge of distribution of the materials, but it seems that they are being delivered in irregular quantities, e.g., some centres did not have any materials while some had too many. In addition the timing of the materials delivery has impacted their effective use. For example, the consultants have complained that the learning centre kit which was designed to engage students in more hands-on activities was not available at the beginning of the year. The lag between the final production of the materials and the delivery has impacted their value and use.

The monitoring and supervisory role is unclear. It was the feeling of people both at UNICEF-Uganda office and Creative Associates International that this role should be sub-contracted to a consultant group or someone hired to perform this monitoring task. The consultants at Creative Associates would be happy to play this role given the opportunity for receiving feedback on the materials, but at this point in time, there seems to be no one specifically tasked to carry out this function or no one with sufficient time.

From discussions with the various people involved in the process leading to the production of COPE materials it becomes clear that there should be continuous monitoring and assessment of materials collaboratively between MOE and UNICEF-Uganda. There should be an inventory at the training centres of what materials are produced.

Instructors especially those in Bushenyi are not being properly supervised. Yet Creative Associates International strongly felt that the success of COPE depends on supervision without which it could collapse. It was the view of the writers at Creative Associates International that the three weeks training that is given to the instructors at the beginning is not enough. The district focal officer should be held accountable to provide that supervisory role. The rate at which the materials are produced should be consistent with the rate at which they are put to use. Quality control of the materials production process and the materials themselves requires greater attention, especially since these are syllabus level materials. The MOE should do this. There used to be a committee at the MOE. They met about twice and stopped. This, it is thought may be attributed to the staff being too busy or lack of motivation.

Analysis

Ownership

Ownership of the materials development process is the most contentious point of the development of these materials. It is not the ownership of the end product, per se, that is considered the problem since the materials are being developed by local writers from the organisation which feels slighted. The problem arises around the contracting of what is perceived as an external consultancy group when some feel that the skills already exist in a partner organisation. It is felt that the funds being spent on an outside consultancy group would be better spent building local capacity. UNICEF-Uganda staff feel that the *management* of the materials development process in a timely manner does not readily exist locally, yet the materials are needed immediately. The investment in local groups to build their capacity, though recognised as very valuable, would result in time delays

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which would greatly impact the ability of the COPE Programme to effectively reach its target group.

Cost Effectiveness

The total contractual costs for the three-year task are approximately US $900,000. There were strong opinions expressed on both sides about the perceived high cost of this contract, both by people within the Country Programme and outside. The UNICEF-Uganda staff in charge of this component feel the costs are commensurate with the output in terms of the quality of the materials, the timeliness of the materials development, and the ability of the consultant to take over the management of the process. Others outside of the Country Programme felt that the funds would have been more effectively used if they were invested in building the local capacity to manage the overall production of the materials.

The other side of this argument, however, is that the investment in building local capacity could be more costly because it would require the investment of both human and financial resources. The Country Programme would need to invest some of its own human resources to play a larger role in supervision and monitoring of the project (possibly training if an outside training group is not available) until the local group was trained.

There are ten centres in each district, and each centre gets one learning kit. The kits cost about US$3,000 each. The writers at Creative Associates International indicated that there are many books which have been paid for but never arrived. It was still unclear at the writing of this report what had happened to the books and the money. The loss of these books impacts the final use of the COPE materials as some have suggested that without these back up materials the COPE learning kits are handicapped.

Impact

1. Timely Distribution of Materials
Creative Associates International felt that both the consultants and the MOE should be notified of the final production of the materials in order to review them before they are distributed. In this manner, they will be able to ensure that the learning centres are receiving sufficient copies of the materials in time for the school term. Currently, Creative Associates International delivers only the final layout to UNICEF-Uganda and another to MOE. Once UNICEF-Uganda approves, the materials are mass produced. Individuals within the MOE and the consultant group felt that the materials were being printed without further communication to either the MOE or Creative Associates International, making it difficult for them to follow up the production process. UNICEF-Uganda staff feel that these two groups are notified.

2. Unclear Roles in Monitoring and Supervision
Although the production process of the materials is clear, there were differences of opinion amongst the three groups involved (MOE, consultant company, and UNICEF-Uganda) about who is responsible for supervising the final printing and distribution. As the materials development process does not end with the production of a prototype, these differences in opinion have directly impacted the effective use of the materials as well as their acceptability.

3. Decision Making and Resource Control

There was an individual who felt that the control over the decisions about funding and hiring an outside consultant group rested with the UNICEF-Uganda office. This has reduced the individual's sense of ownership of the process since he does not feel that his opinion was sufficiently considered. This was echoed in several other materials development projects where the ultimate decision on whether to develop and print materials rested within UNICEF-Uganda and not with its counterparts at the various Ministries. This has made an impact both positively (if money is received) and negatively (if it is not received) on the ultimate relationship with UNICEF-Uganda.

The Child Rights Mural Project—Small Group Process

Process Description

The objective of the Child Rights Mural Project was organised to be ready for the June 16th, 1997 Day of the African Child activities in order to raise awareness of children's rights and was developed by children as a way for them to express their own views.

The facilitation group started in March 1997 in preparation for the Day of the African Child. The idea was started by UNICEF-Uganda and an external consultant with previous experience. They invited the National Council for Children and the DEOs of the chosen districts to participate. The Districts were chosen because of their proximity to Kampala in order to keep time and funding costs low for this Pilot project. It was thought that if the idea was a success, they will be able to expand to other districts. There were two schools in each district chosen. Approximately six teachers participated in the group. The DEOs, City Authorities, and MOE was kept informed, but they didn't actively participate in the group's preparation activities.

There were two schools in each district chosen. Within the six schools, there were approximately 300 children in total were involved in the designing of the mural. Six arts and crafts teachers participated in the smaller group of children which was limited to 18 (three from each school). The DEOs, City Authorities, and MOE were kept informed, but they didn't actively participate in the group's preparation activities.

People have talked of the mural—it was well-publicised and stands prominently in a busy area of the city. Different groups of children (such as street children) got T-shirts for presenting a play during the event. These children have been seen wearing these T-shirts in other events. The organisers keep returning to the schools to give out certificates to the children who participated directly and to recognise the children who were involved earlier. From the mural, they have developed T-shirts, and the mural is being used in the NCC newsletter and other advocacy materials. They want to go into posters as well.

Analysis

Ownership

The sense of pride and ownership on the part of the children has been well documented in "Children's Right's Mural: Project Report" (Anne Knox-Musisi, 1997). The children

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are continuing to wear their T-shirts and some are even creating dramas based on what they have learned from the event.

The sense of accomplishment and the recognition from peers and others has contributed quite a bit to the feeling of ownership by both the children and adults. The UNICEF-Uganda staff member and the NCC participant commented on the amount of positive feedback they have received on the mural, although it is not something they created themselves.

Additionally, those adults involved in the small group which facilitated the development of the mural felt that they learned a couple of valuable lessons about facilitating this type of a process and the situation of children (specifically the high level of punishment, and sometimes physical abuse, they are suffering).

Cost Effectiveness

In terms of costs, excluding the staff and children's time, the cost was $4,500 for the consultant (55 days) along with 20 days for the UNICEF-Uganda staff member, and 45 days for children and teachers. If tallying, the total number of full-time days for the process was estimated at 30 (an approximate number). Thirty days times nine people equals '270 people days' stretched over a three-month period. This is a significant investment of staff resources, but the long-term impact in terms of continued follow up, new and improved relationships, and overall gain by all involved seems to justify the time and financial costs since some of the follow up efforts will be financed by other organisations.

The entire process took from mid-March until June 16th (Day of the African Child). It took about three weeks to move from idea to implementation. This group worked with the planning committee of The Day of the African Child to ensure a place within the festivities. The short period of time from initial idea to final product and ultimate success of the project can be linked to two main events:
- an *established, unchangeable deadline* where the project had to be completed or the opportunity would be lost (for the most part).
- *key committed resources* (in terms of funds, human time—both the children's time and the teachers) resulted in the availability of resources at the times required.

Impact

1. Wider Impact/Influencing Other Organisations
There is continued interaction with NCC and Redd Barna. Both Redd Barna and FIDA want to expand the project. The involvement of Redd Barna (requesting them to provide space for the painting of the mural) gave the organisation an opportunity to see the process and become convinced that they would like to expand it to the districts in which they work. After the unveiling of the mural and the issues raised by children, FIDA and the Children Advocacy Network have committed to following up with these same schools to try and address some of the issues raised.

2. Different and New Relationships
There were different relationships established with other non-governmental and government organisations such as the Kampala City Council. The Council usually does

not give away billboards as it received revenue from the rental of this kind of space. They were very involved in discussion about where to put the mural, and it has resulted in new relationships.

3. Clear Goals, Objectives, and Activities
The Process was used had clear goals, objectives, and activities so little time was spent in creating the process and determining the objectives and activities. In addition, the end goals were focused on promoting a concept. The process that involved the children was highly participatory but strongly directed—something that is easier accomplished with children than adults who bring certain life experiences and skills that children may not have developed yet.

3. Experienced and Skilled Facilitator
The facilitator brought unique skills and proven experience in helping groups through self-discovery processes and creating murals. This impacted the materials development process because the time and resources where focused on a few lead individuals. In addition, a small group facilitated process from beginning to end with a specific target audience. Despite communication problems with the chosen districts, the consultant was able to move the process because there were fewer people to co-ordinate outside of the children and teachers who were involved in the project during school hours so they were already somewhat organised.

4. Targeted Involvement of Certain Groups or Individuals at Strategic Times
As there were two main goals of the project—empowering children to express themselves and raising awareness of the general public of the rights of children. In essence, there were two major target audiences: the children and the general public. People were strategically involved by inviting them to participate in the process but with clear roles and tangible outcomes.

There were several benefits to targeting people's involvement—there was a sense of satisfaction to others more peripherally involved in the process because their participation was relatively inexpensive (time and funds) and resulted in immediate outcomes. A good example of this targeted involvement is the donation of time and space by the Town Planner and Engineer from the Kampala City Council who worked to secure the space and erected the billboard. Or alternatively, although there was some resentment expressed by other children, the fact that the student body chose the participants based on their skills to contribute plus their ideas and school badges were included in the mural.

4.3   The Life Skills Series—Steering Committee

Process Description
In the current country programme (1995-2000), a major component is the focus on youths and adolescents in general. At the launching of the new Country Programme, a decision was taken to develop a more inclusive multi-sectoral approach that would equip these youngsters with an all round set of skills that they could employ to make themselves more responsive and adaptive in society. It was at this stage that the idea of

life skills was conceived. It was believed and planned that the process that had been started under the old Country Programme as SHEP would fit into the broader concept of BECCAD.

It was then perceived as necessary to communicate this transformation to the partners and other actors in a manner that would explain and justify this shift in thinking. A process of consultation leading to materials production was initiated. At the prompting of UNICEF-Uganda, an inter-Ministerial panel of about 20 people was set up. A number of meetings were held involving a cross-section of people including NGOs, Government ministries and other actors.

A consultant from UK was called in and asked to work with a team of subject writers. The writers had been identified through a process which involved them making applications and submitting CVs to UNICEF-Uganda. The writers were then given contracts by UNICEF-Uganda. The writers were given a period of four months to write and submit the materials. After approximately four months, the finished copy of the material was submitted to UNICEF-Uganda.

Pre-testing of the materials was done in four districts; Mbale, Kampala, Bushenyi and Lira. A pre-test report was prepared and the writers converged again to integrate the pre-test comments into the final manuals. The final printing of these manuals has just been completed with two manuals, one for secondary and the other for primary. Initially the two manuals had been produced of one colour. Now each is distinguished by a different colour; green for primary and blue for secondary.

Final production of materials 'en masse' has taken much longer than was anticipated. It is the view of some of the people interviewed that the delay may be attributed to the printers, but this could not be confirmed. It seems however that a bigger part of the delay may have resulted from the time the materials spent with the artists and the illustrators. The materials had just been printed at the time of this study so the assessment of the impact of the materials as well as the process is basically the outcome of interviews with people who participated in the process.

After the final printing, the materials were delivered to the MOE stores. Unfortunately, upon delivering final material to the stores, MOE did not receive prior notice. It was not until a few days later that UNICEF-Uganda, wanting to take some of the materials to the end users, alerted the MOE of the presence of these materials in their stores. This could be the result of a breakdown in communication within the MOE or between MOE and UNICEF-Uganda. This gap can inadvertently lead to major problems in the final use of the materials such as the materials may not be delivered on time or in irregular quantities.

Some concerns about this process mainly centre around the steps taken to produce the final copies of the materials. The Ministry of Education who are the perceived owners of this process professed to having lost contact with the process soon after the post-test review meeting held early in January 1997. As a result, there was no follow up on the process. The ownership shifted back to UNICEF-Uganda, which means the quality of the final product was not given prior endorsement by the MOE.

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Other issues surrounding this process concern the use of the materials. As already indicated, the impact of the materials cannot yet be evaluated, but there are indications that there has not been sufficient training of the teachers who are to use these materials. The time so far spent on training them was three weeks, of which only about six hours was specifically focused on understanding how to use the manual. On the other hand, people from the teachers' training college have come to UNICEF-Uganda requesting BECCAD support in incorporating the Life Skills concepts into their curriculum. In order to improve the quality of materials production and create a demand for the materials, training of the teachers is critical.

Another concern raised by people outside of UNICEF-Uganda is the seemingly abrupt interruption of the production of materials started in the old Country Programme which have not been followed through in the new. For example, the secondary school health education manuals and teacher's guides have never been produced as promised in SHEP, yet the life skills programme is supposed to build on this. This could be partly because of the absence of a comprehensive list of materials in production at the time of implementing the new Country Programme. This may mean that some materials may have been started but the process is overtaken by the need to produce a different set of materials under the new Country Programme. This has human, financial, and time costs that can ultimately reduce the effectiveness of the programme.

Analysis

Ownership

Once the writing of the materials has been completed by the task force, the final production is left to UNICEF-Uganda. According to staff both at UNICEF-Uganda and MOE, production of the life skills manuals has taken much longer than had been anticipated. Some people attributed the delay to the printers while others felt the materials took longer with the artists and the illustrators. This could not be verified. It was difficult to assess the impact that these materials were having with the target audience since the massive printing had just been completed.

Staff at the MOE indicated that after the final printing, the materials are delivered to their stores. Unfortunately upon delivery of the materials to the stores, the MOE staff did not receive prior notice. This could signify a break down in communication within different departments of MOE or between MOE an UNICEF-Uganda in the materials production process. This communication gap could inadvertently lead to major problems in the final utilisation of the materials; such as materials not being delivered on time or indeed being delivered irregularly and in irregular quantities.

Staff at MOE professed having lost contact with the process soon after the post-test review meeting held early in January 1997. While UNICEF-Uganda staff felt there was nothing else for the MOE to follow up on thereafter, the MOE staff felt they would have loved to know where the final printing was being done so they could follow up on issues of quality and cost effectiveness. Ownership of the process however shifted back to UNICEF-Uganda as the CP requires. This means that the quality of the final product, packaging, cover design, etc., were not given prior endorsement by the MOE.

Ownership of the material can ultimately suffer want, which would have far reaching implications for a material of this importance.

Impact

1. Specific Role for Steering Committee

It was evident through discussions with different people that involvement of a cross-section of people thought the steering committee gave the materials greater credibility and enhanced their acceptance. This is demonstrated through examples such as the materials being adopted as part of the training syllabus for national teachers school.

The use of an influential, well-informed Steering Committee is critical in two key areas:
(a) to lend credibility to materials that are new and unusual in content or those that aim at a wider cross-section of end users. The Steering Committee 'sold' (promoted) the materials/concepts to other potentially influential groups beyond the ability of a single, small group.
(b) to ensure a much wider exposure. It is important that educational materials which are likely to constitute a major component of the National syllabus, wider participation makes mainstreaming of these concepts and materials quicker and easier.

2. Move from Old Country Programme to New

There are a few concerns that relate to the shift from the old Country Programme conceptual framework to the new and the impact that it had on the expectations for materials development. Staff at the MOE were concerned with issues of continuity, sustainability, and budget management. On some of these issues, the views of staff from UNICEF-Uganda and those from the MOE were divergent. While some UNICEF-Uganda staff felt that it was a deliberate move to put a temporary halt to the production of materials started under the old CP in SHEP until the Life skills programme has been incorporated, staff at the MOE viewed this as abrupt interruption of a critical process which was tantamount to abandoning materials started under the old CP for those desired in the new. This has created anxiety in the MOE about continuity of the school syllabus.

Some of the materials like the Secondary school educational manuals and the Teacher's guides have never been produced as were promised under SHEP and yet they were to provide the foundation on which the Life skills initiative is supposed to build. There was no comprehensive list of materials in production at the time of shifting from the old CP to the new. This could have affected follow up of these materials. It is also possible that the process to produce some materials may have been started but was overtaken by the need to provide a different set of materials that were more relevant to the new CP..

This becomes most significant where these materials constitute part of the educational syllabus nation-wide. There is need for the MOE and UNICEF-Uganda as joint actors in the CP to work out definite arrangements for sustained production of these materials, at the right time and in the right quantities. This is critical since budgetary constraints on the part of Government could make this difficult.

3. Creating a Demand for the Materials

Even though the materials had not yet been distributed and their impact cannot be fully evaluated, there has been indications that the training of the teachers who are to use the materials is insufficient. There are contrasting views from MOE and UNICEF-Uganda staff on this. MOE felt that there had been an attempt to train the teachers, but that the time allocated was too short; three weeks of which only about six hours was specifically focused on understanding how to use the manual. On the other hand, UNICEF-Uganda staff was of the view that there has not been any training of teachers—this is to be the next step of the initiative.

This raises the question as to whether the materials should be developed 'en masse' first or should the training of the trainers come first? Training the users first might have the advantage of generating demand for the materials and increasing final use, but how do you train unless the teacher's have copies of the materials? In order to increase cost effectiveness, mass production of the copies is favoured because making individual photocopies can be prohibitively expensive. A limited print run of these materials should be targeted at the Teacher Training colleges . People from Teacher Training colleges have come to UNICEF-Uganda requesting BECCAD to support them in incorporating Life Skills into their curriculum.

4.4   Community Capacity Building/Community Based Management Information Systems—Working Task Force

Community Capacity Building (CCB) Materials

Process Description

The movement towards the conceptualisation of Community Capacity Building has been linked to events happening in the early 1990s when the push in the area was to sensitise people about Primary Health Care concepts. Those involved in promoting PHC started to realise that communities ought to be given the chance to give their input into planning and promotion of these concepts. From this realisation, several people forwarded the idea that if community members are given the knowledge and skills to handle their own problems they would. In tandem with this realisation was the movement in the country to decentralise government services to lower levels of government to be more responsive to community needs. This helped give CCB the impetus it needed to spread.

In 1994/1995 when the Country Programme was being formed, these changes were happening with the health programme looking at building community capacity beyond a sectoral focus on Primary Health Care (PHC). With this jump ahead in thinking, it was the Health Programme in UNICEF-Uganda which took the lead to develop the CCB process and materials. The *conceptualisation* of community capacity building was, and still is unclear especially to those who have not been directly involved in the materials development process, which is said now to be *owned* by the Ministry of Health. This feeling was clearly articulated by three distinct groups involved in the CCB process—

members of the Country Programme, members of the training consultant groups, and end users within the district.

The comment below illustrated one persons expression that not only was the concept unclear, but that there were perceptions on all sides about the competancy of the other groups in the process.

> "The implementation should have included more people because the others in the Ministry of Health (MOH) doesn't understand. The requisitions for budgets show that the MOH is implementing the project and not the district.'

The inter-programme competition to be seen as *doing something visual* came up several times during the assessment. It has had an impact on the process because people dismiss the process and do not get involved.

Therefore the creation of and the subsequent reviews of the manuals have suffered from a lack of clear direction, though in the struggle to develop the materials those involved have learned much by having to try to define it. This has given them a sense of confidence and ownership over the materials. The problem is that this learning seems to have been limited to a smaller group within the health sector despite its professed desire to include other sectors for an integrated development process. Furthermore since the resource people have been primarily from the health field, there is a noticeable influence on the training/module development and the subsequent alienation of others from its ownership.

Diagram 1 The CCB Process

Dialogue on CCB concepts

consultant develops materials in a consultative process

1ˢᵗ drafts of CCB materials

materials are not shared widely and therefore not used

MOH requests UNICEF to hire another consultant to assist in the development of CCB materials

workshop held to develop the materials content

outline for the materials is created and given to consultant to finalise

materials not elaborated to team's expectations

the task was too big for the small group so it was taken up by the MOH-HED

the materials were given to a smaller group which was to produce a final draft

Drafts are shared with training consultant groups and used in the field (1996).
They have been reviewed twice since they were developed.

CBMIS Task Force merges materials with CCB

In 1995, several people working within or supporting the Health Programme in UNICEF-Uganda worked on drafting a concept paper for community capacity building and later to drafting the first set of CCB training materials. The health sector took a lead role in promoting and developing materials for Community Capacity Building (CCB)

because it fit within their ongoing training of national facilitators who would in turn train district trainers who then train parish development committees (PCD) in CCB concepts.

A consultant who had worked extensively with several of the same key groups within the 1990 – 1995 Country Programme on Community Based Health Care materials was asked to facilitate the development of the CCB materials. There were discussions going on at high levels (within Ministries) about the concept of CCB and people were already meeting around the concept so the movement towards a new 'paradigm' was there. Despite this commitment to the concept, the materials developed were never really used. This could be attributed to the discovery that some of the key people within the Country Programme who were in support of the development of these materials said that they had not received them. Therefore, it seemed that the reason that these materials were not widely used was because of their limited distribution.

After this attempt, the MOH requested UNICEF-Uganda to hire a second consultant to help develop another set of materials, this time arising from a planning materials development workshop. This consultant came from outside of the country which in itself is not a problem, but follow up became a problem. The time allotted for the consultancy was insufficient to complete the materials so the consultant returned to Kenya to work on the draft from there. It took a long time to get the draft from the consultant which added to the long delay in getting materials in the hands of trainers.

After this initial lead by the Health Programme, however, it was noted that the CCA Programme started to *catch up* and at least four people (inside and outside CCA) consulted felt that the CCA Programme had in some ways surpassed the Health Programme in its conceptualisation of community capacity building. Two other members of the CCA Programme did not feel that there was a struggle between the Health Programme and the CCA Programme but 'a conscious decision of the Programme Management not to *hold back* any programme ready and able to move forward in the lines of the new Country Programme.'

The point is not to try and judge which Programme was more advanced, but to call attention to the different perceptions and underlying competition occurring within the Country Programme. The sense of competition was further supported by statements by people consulted that 'the CCB materials *belong* under the CCA Programme heading in Appendix Two [List of materials developed or in the process of being developed in the current Country Programme], or 'the CCB materials should be taken over by CCA but they [CCA] are not ready to take them on, yet.'

Once the materials were developed, they were given to trainers in the four area teams (SWAT, EAT, NAT, NEAT) who were already implementing some of the training using their original notes from their own trainings. The team members were given the materials and expected to use them, but they proved too hard to follow. They felt they had been learning on the job and tried to borrow materials and ideas from other projects, but the CCB materials were considered different by those involved because the

materials were not based on existing experience. This was a completely new concept for everyone involved and more training would have helped them understand better. During implementation, the CCB process and materials have had additional problems. There were accusations that the lead districts (found in the centre of the country—easier access to Kampala) did not help the other districts understand and adapt the concepts adequately. There were two main consultant groups involved in training using the CCB materials—UCBHCA and COMBINE (Mbarara) are strongly health focused, thereby reinforcing the issue of ownership being limited to the Health Programme and the MOH.

The materials have been reviewed and revised twice since they were developed, but the review team has still been limited to the MOH and the UNICEF-Uganda Health Programme. The latest review was in June 1997 in the district of Jinja. Despite the availability of district health visitors and others who have been trained and are training Parish Development Committees with the materials, the DMO's office was unaware of the review. There was a strong feeling that the district trainers should be part of the review because of their experiences with the manuals and ideas on how to improve them.

Analysis

Ownership

There is a limited feeling of *ownership* of the CCB materials outside of the MOH and the Health Programme within UNICEF-Uganda due to several reasons detailed in the case study and demonstrated by the lack of involvement of other sectors or even the district trainers in the most recent review of the materials.

- There are different perceptions about who should and who can lead the materials development process forward. The Health Programme and MOH are seen as the *owners* of the materials.
- There is an underlying competition occurring within the Country Programme, sometimes related to the need to be seen as accomplishing something tangible (materials) and sometimes related to focusing on completing the activities listed in the Programme Plans of Action (PPAs).

Two additional significant reasons people have said about limited acceptability of the CCB materials and process are:
- *lack of flexibility/too rigid in allowing others to participate.* The co-ordinating group wants everyone to use the process, but they are not allowing others (in sectors other than health) to contribute to the process of developing the concept and materials so these manuals are not yet well-accepted by others outside of the health field.
- *lack of clear roles.* The question of who is really responsible for these materials and who should be arose several times. There were no clear end responsibilities established at the beginning of the process (before Component One was established). For example, there were no clear terms of reference developed for the task force, this along with a lack of a specific deadline resulted in little pressure to move very quickly. In turn, the slow pace discouraged people from continuing to work within the process.

Cost Effectiveness

The process is very hard to calculate in terms of human, material, and financial resources given the length of time and the number of people (staff, volunteers, and consultants) who have been involved at various stages. It is, also an ongoing learning process which means that the materials are continually undergoing review and revision without a final, more 'polished' version (meaning that it is illustrated, graphically formatted and printed) expected in the near future. The cost effectiveness must be measured in terms of the final impact and the end goal. As community capacity building is seen by many as a fundamental piece of successful implementation of the Country Programme, the costs incurred are a part of the implementation.

It should be noted, however, that there has been quite a bit of money spent on materials which were never really used and did not serve as a basis for much of the local Country Programme learning, but was perhaps limited to the learning of a small group or the outside consultant. In tandem with this, the cost in terms of human resources is considered intensive by those directly involved—some have felt their time has not been effectively used which adds to frustration and reduced efficiency of this process. This seems to be a product of an uncertain direction which resulted in inadequate facilitation. Suggestions of possible ways of improving the use of consultants and the increasing the effectiveness of the overall process are found in Section 6.

Impact

1. The Use of Consultants

In the case of CCB, some of the reasons uncovered during discussions with Task Force participants about why the consultants were not able to successfully contribute to the movement of the CCB materials were as follows.

- The task force had different expectations on the timeline and the end products of the consultancy. It seemed that Task Force members were either not involved in developing the TORs for the consultants or they did not understand the complexity of the work. A few of task force members were quite honest in that they knew that they put intense pressure on the consultants due to their own impatience to have something available for use.
- The consultants were 'ghost writers' of materials that were not clearly understood as a group by either the advocacy or user groups, therefore the materials were unclear. The training materials were being developed before the larger curriculum was well understood. It should have been the other way around.
- The consultants for this long-term materials development process were not based in the country making it very difficult for them to ensure quality follow up with the materials they helped pull together. Without the sense of ownership in the group of the materials (due to level of involvement in the first attempt and long delay from workshop until first drafts in the second attempt), there was no driving force to advocate and promote the ideas and concepts within the materials. This is the sharing, learning, and growing loop depicted in Diagram 2.
- The second consultant was not given enough time to complete the job and it was too big for a single person. In the end, the materials developed by the consultants were not acceptable forcing the task force to take over the role of developing the curriculum.

2. Leadership Role

There was extensive discussion of the concept of CCB by a wide variety of groups, but since the lead agency (and most active at that time) was health, other groups felt peripheralised in the materials development process. It was felt that CCA should be the group to co-ordinate the production of the materials, but it was not perceived as strong enough on the ground to take it over, so health took the lead and CCA took up CBMIS. Health is still spearheading the materials, but some within the Health Programme are waiting for CCA to take it on. The leadership and facilitation has run into difficulties because of several reasons.

- The methodology is seen to be flawed in that there is not an inclusive involvement of people in writing and development of the materials from other sectors. This has limited their sense of ownership and desire to take on a leadership role.
- The expertise in communication skills has not existed sufficiently within the Country Programme to improve the facilitation of the materials development processes—specifically the conceptualisation skills required to organise the information for easy access and create user-friendly materials and the facilitation skills for helping others through that conceptualisation process. Therefore there was a lack of clear and cohesive direction. Some believe that it is a skill that is still lacking.
- It is a difficult concept and the materials development workshops were sometimes too short (some were only 2 – 3 days) to fully develop the content and direction for the materials. Those who are much more involved in the process have a greater sense of clarity of the concepts than those outside of the process further promoting this sense of alienation.

CBMIS

Process Description

The concept of CBMIS was being discussed at the end of 1994. In 1995, a Steering Committee was organised (before CCA came in) to give support to the development of CBMIS materials (the committee had a combination of technical people, sectoral people, ministry people, NGOs, etc.). From the Steering Committee members, a Task Force was established and assigned the following responsibilities:

- to identify, study and review existing community management information systems;
- to design a prototype common community management system for pre-testing;
- to seek consensus and legitimacy for the CBMIS;
- to develop a workplan and timeframe for operationalisation of the system;
- to identify, assess, and define training needs at community level;
- to develop guidelines for community management and determine the entry point;
- to orient national level facilitators in CBMIS;
- to undertake sensitisation and advocacy for the system at all levels; and
- to design a structure for the manage of the system.

Task force reports to the Steering Committee which seemed to have been formed because it was thought to be a good idea, but there was not a clearly defined role for the Steering Committee which hampered its effectiveness later. The Committee's function was to approve the tools for inclusion into a training guide.

The task force was composed of people from a long list of important government and non-government organisations[1]. The invitations to participate on the task force went to the organisation and not to specific individuals based on their potential to contribute; therefore, there was little control over who came for the meetings and continuity became a significant problem. The meetings were financially supported by UNICEF-Uganda and the activities of the task force were eligible for support in accordance with current UNICEF-Uganda guidelines on programme support costs so people would attend but it seemed that even the promise of allowances would not encourage people to attend the meetings since the purpose and outcomes were unclear.

The Ministry of Planning and Economic Development (MoFEP) facilitated the task force and this part of the process. Initially, Combine Consultants Ltd. were contracted to carry out a study of many organisations doing CBMIS. The study uncovered that there was not much information available. The consultant group had gone as far as visiting burial groups to learn about and gather ideas on how communities already gather and store data. It then facilitated a two-day workshop and helped the task force come to a consensus about the minimum information needed and how to go about collecting it. The tools for CBMIS (data collection and reporting) were developed and tested. There was a guide written for extension workers by the consultant group. It recommended a CBMIS system for the parish level, but the consultants were told it was too big a project for the Country Programme by both the CCA and MoFEP. Others remarked that the guidelines were too conceptual for practitioners, and along with these sentiments, there was a underlying feeling that the task force could develop the materials itself without hiring consultants.

In 1996, the task force invited a bigger group of people to come together and work on Pdeveloping the CBMIS system and materials and an individual within CCA was tasked to be the key facilitator and co-ordinator. The decision was made to move to modules for the community level which included information management, planning, and resource mobilisation. There were several sessions devoted to review the progress on the development of materials by smaller groups within the task force which were broken down into skill groups (for communication, information management, etc.).

Finally, rough draft materials were developed and then fieldtested in Rakai. The field-testing of the materials helped the task force create the logical framework/flow needed to improve the materials. Several people involved in the CBMIS process talked of the realisation by the CBMIS Task Force (during a retreat in Rakai to field-test its second

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[1] The initial list included MoFEP, MoH, MoLG, MoNR—DWD, MoG&CD—community development department, MoE—planning unit/statistics desk, Ministry of Labor and Social Affairs—Department of Probation and Welfare, MoA, Animal Industry and Fisheries, Makerere University—CHDC, UCBHCA, Uganda Community Based Association for Child Welfare, DENIVA, Uganda National Women's Network, and World Vision International.

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draft) that the CBMIS materials should be incorporated into the CCB materials to avoid duplication and to give the CBMIS materials a larger context.

One individual felt that the two concepts were always linked and would eventually come together in due time, but the key point here may be that for many, the self-discovery that the two concepts are linked helped break down the resistance to merge the two.

The same individuals who were involved in the realisation of the CBMIS/CCB link in Rakai also felt that there was an initial resistance to merging the two concepts due to perceived ownership problems—CCB belongs to the Health Programme and CBMIS belongs to CCA. This was echoed in statements from people inside and outside the Country Programme such as the following:

> 'In order to enhance ownership of the CCB materials since they cut across issues, they should be owned by the GOU, not just one ministry, or UNICEF-Uganda.' (Someone within the Country Programme.)

> '[UNICEF-Uganda] is a bureaucratic organisation and once plans are made they have to be followed through as written. Each works on his/her programme.' (NGO worker outside of the Country Programme.)

With the field-testing complete, the Task Force realised At this time, the energy was low and frustration with the long delay in the development of the materials was high. The task force requested UNICEF-Uganda to hire another consultant in October 1996 to further flesh out the draft materials, but the co-ordinator could not identify a suitable consultant group so the materials stalled again.

The struggle continued to find the direction because defining both CCB and CBMIS was still unclear for both groups and the direction to go in order to sort it out was not clear either. The paths each process took before and after merging carry a lot of insight into these more complex materials development processes.

After a delay, a freelance consultant with considerable UNICEF-Uganda experience returned to the area and linked with CCA to change its strategy. CCA and the consultant moved the materials from abstract concepts to more concrete concepts including specific activities and tools[2]. Under the guidance of the consultant, the materials were produced in consultation with the task force but the movement came from work done by the consultant and a select team from UNICEF-Uganda. With the completion of the materials, there is an upswing of interest again.

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[2] The UNICEF-Uganda team recognised that the consultant brought specific conceptual, communication, and material development skills to the process along with experience in rural communities. Most consultants require an established structure and orientation time to be effective and sometimes the Country Programme people do not have the time or ability to provide that structure.

Analysis

Ownership

The issues of ownership and cost effectiveness are reflected in the Community Capacity building process. The unique ownership issue within the CBMIS materials is the fatigue factor which was beginning to severely affect people's desire to continue with the process. After the first consultant group presented its findings, the task force was eager to take on the challenge of developing the materials. The Task Force rejected hiring the consultant group to revise the materials and took the task on themselves as members. What became evident is that the CBMIS concepts were not easy to understand and the group spent a great deal of time struggling with the issues. As one person said,

> 'It got to the point where the task force members said it was *now or never* on finishing the materials.'

It was at that point that the Task Force decided to try and find another consultant to take over the development process. A consultant was found, and now that there are well-formatted and illustrated materials developed interest in the process and their use has picked up again.

Impact

There were many problems with the small groups and the task force's ability to develop the materials. Some of the teams fared better than others, but their success seemed to depend on a variety of factors:

- *Quality of the Facilitator* Each group appointed its own facilitator, and it is unclear how many of the facilitators had the crucial skills to assist in the writing of the materials.

- *Continuity/Commitment* It was difficult to maintain continuity because it was hard to find skilled people who were available and could devote time to the development of these materials. There were constraints in establishing meeting times suitable for everyone; individual constraints due to other work and/or family pressures (good people are over-used); and a lack of organisational commitment to the process. Some of the lack of commitment reflected both a lack of clear understanding of the concepts of CBMIS and a limited vision for their impact on development activities.

- *Timeline/Need* As there was no immediate deadline for the completion of the materials, there was not the time pressure to complete them. In this case, it was not necessarily a lack of 'ownership' of the materials, but there was not the perceived need for these materials outside of UNICEF-Uganda. At this point in time, UNICEF-Uganda would have fared better in the completion of the materials had it gone about promoting the concept of CBMIS as it is not seen by some as complex an idea as CCB, it is just one component of a larger development methodology.

- *Outputs/Expectations* It appeared that the small groups handed in drafts that still required extensive work to fill in gaps with the expectation that someone else would complete the work. It was these expectations that slowed considerably the progress

5.0   Findings

Introduction

During the assessment of the effectiveness of the various materials development processes, there were many discoveries and lessons arising from the wide variety of materials that have been produced or are currently in production. Despite the number of materials being developed, this assessment was limited by time to studying six case studies in-depth (featured in Section 4.0). Each case study brought out an immense amount of information and learnings specific for each materials development process, and these key lessons are listed under the Analysis heading in each case study, but Section 5.1 summarises these lessons into a chart which allows for comparison between not only the different materials development processes but between the different types of materials along with pros and cons of each process. As noted earlier, the type of materials development process used will depend greatly on the type of material being produced and other influences.

Sections 5.2 to 5.8 examines the six cross-cutting influences that were found to impact all materials development processes:

- Participation, Involvement, and Ownership;
- Issues of Communication, Expectations, and Control;
- Challenges and Impact of Structural Changes on Materials Development;
- Roles, Co-ordination, and Leadership;
- Use of Consultants;
- Goals, Objectives and Activities; and
- Distribution and Promotion.

5.1 Process and Outcomes

Types of Materials

	Information	Education	Training/ Skill Building	Pros and Cons
Materials Development Process— Materials Initiated Outside	❏ gets information out quickly ❏ generates quick interest ❏ straightforward issues, e.g., promotion of the activities and updating people on events ❏ requires more sophisticated audiences with outside exposure if not modified ❏ example is the translation of the Convention on Children's Rights	❏ not recommended with standardised curriculum which is controlled by a larger group ❏ problems with wide variances in curricula ❏ materials could be used as reference books ❏ frequently schools do not have the funds to purchase or store extra materials	❏ materials can be used as basis for developing training/skill building materials ❏ require trial, testing, adaptation, and modification to be effective ❏ target audience should be involved in testing to determine whether felt need	**Pros** • general informational materials can be used immediately • gets new materials, ideas, and information out quickly • generates ideas and can provide a base for local materials development • research and development costs are taken care of through outside developers, thereby reducing costs • straightforward, clear ideas are communicated **Cons** • frequently materials need to be adapted to the local context for better understanding and effective use • materials do not generate strong feeling of ownership • complex subjects require more local involvement in developing materials to fully understand how to integrate concepts into their work

	Information	Education	Training.	Pros
Small Group or Individual	❑ ideas and information are not controversial (in terms of the message not necessarily the subject), the abducted children fact sheets, for example ❑ best for press releases (time bound info) and promotional materials ❑ simple content such as calendars, greeting cards, etc ❑ activities where the target audience & the ultimate goals and objectives are clear and not challenged, such as the child rights mural	❑ good for the development of standard primary and secondary school curricula and teachers' guides ❑ not helpful in developing new curriculum and materials that require wider approval and acceptance (E.g., Life Skills materials)	❑ functions better when the content is set but the message needs 'local packaging' ❑ requires research on the target audience, drafting and field-testing ❑ technical experts required	• allows for quicker response to materials needs and requests • more suitable for getting information out—promotion, publicity • the use of an inside group or individual can be less costly in terms of time from initiation to completion as well as funds • consultants can be used to reduce workload of staff • straightforward, technical information is more easily packaged and accepted than more complex materials • small groups are more mobile in ability to field-test materials, carry out consultations, and work with graphic artists, etc. **Cons** • consultants require staff time for orientation, supervision, and support • sometimes using consultants does not invest in building local institutional or partner capacities • not well-suited for consultants who are unfamiliar with the organisation and/or content • target audience is crucial in consultations about information needs (research) and field-testing the materials (content, presentation, etc.), but also needed during the development of complex materials • does not encourage 'wider group' learning of the materials development process or the content being developed—the kind of learning that occurs during the conceptualisation stages

	Information	Education	Training	
Steering Committee (SC)	❏ costly (human, funds, time, etc.) for these types of materials ❏ cumbersome and slow to respond quickly ❏ preferred only if content is highly controversial or requires high political support	❏ a government mechanism exists for monitoring school curriculum materials ❏ materials developed which did not exist before ❏ political support needed to integrate the curriculum ❏ creates a demand for the materials	❏ better if the SC is formed after the concepts are more firmly established ❏ materials prototypes can be used to train and convince the SC to advocate for their adoption by key policy makers ❏ standing SCs already organised and meeting for other reasons ❏ advisory boards which are loosely organised are better for providing feedback on the development of technical materials	**Pros** • potential for larger political buy in and support (such as the case with the development of the gender training materials) • wider possible distribution and resource mobilisation network • political versus technical • process can lend credibility to new, complex, and different materials and concepts • potential for increased quality assurance and ownership through larger group involvement **Cons** • for the steering committee to be as effective as possible, key decision makers need to be on the committee otherwise the political support is lost (often the key decision makers send people who cannot make commitments on behalf of the organisation so the momentum is reduced) • generally less commitment by people to stay with the process as the appointments are frequently made to the ministry, directorate or organisation... not the individual • requires someone or some group to take responsibility for educating the committee on the concepts and providing specific tasks or activities which members can pursue (strong co-ordination group or individual) • meetings need to be tightly facilitated with a balance of process and tangible outcomes so members do not lose interest and feel that they are wasting their time • can more expensive process in terms of meeting allowances, venues, and people's time

	Information	Education	Training	Pros / Cons

Task Force (TF)	□ supported for informational materials developed as part of a target communication strategy
	
	□ good process for controversial content in technical terms if consultation with a wider group is required
		□ can be expensive (time, human, financial, material resources) for the output	□ better for concepts which are new and not well defined and team chosen for their specific skills and potential contribution
			
			□ additional resources (human, informational, skills) needed to produce materials which can then be used to advocate for the concepts
				Pros
				• advantage of picking people specifically for their skills and potential contribution
				• technical content versus political
				• specific target (end goal) usually with a specific deadline
				• potential for increased quality assurance through the involvement of specialists
				• greater potential for focused group learning about complex new, different concepts and techniques
				
				Cons
				• requires strong co-ordination group or individual to ensure movement, timely communication, and logistical support f
				• each group involved has different needs and expectations v
				   need to be acknowledged and managed
				• intensive human resource investment as well as other reso
				• potential for ownership problems if other groups feel exclu
				   from the process

	Information	Education	Training	
Workshop Format— Methods within the SC and TF processes	❑ short and specific workshop with the objective of teaching or raising awareness of the information ❑ not a cost effective method for developing information materials unless it is tied into a mass media campaign	❑ depends on the type of curriculum, not cost effective for simple straightforward materials ❑ useful for new, innovative curriculum development	❑ it encourages team building for groups such as a SC or a TF who need to support each other and the materials ❑ offers an opportunity for wide contribution ❑ allows for greater involvement of target audience and end users ❑ important for developing a common language and framework	**Pros** • pick participants for their specific skills/contribution • well designed workshop format, objectives, and activities • some pre-workshop research done and preparation materials distributed in time (such as with the gender materials) so that people are adequately prepared • artists included help visualise and design the materials at the workshop before people leave • clear decisions made at the workshop as to the timeframe, activities, responsibilities, etc., for completion of the materials after the workshop • venue away from work centre to allow for quiet space— concentration time, getting a potential product (draft) quickly, plus the participants learn together as a group • involvement of the target audiences as well as the end users during review workshops is crucial to getting input on the real field situation plus feeling of ownership and contribution **Cons** • requires interactive methods (group work, VIPP, brainstorming, etc.) and skilled facilitator or lead group (interactive, good facilitation skills, good interpersonal skills, background in the content and not just materials development skills, etc.) • need to limit to a manageable size (15 – 20 maximum) which reduces wider stakeholder involvement • different people with different interests need to be brought together which sometimes requires conflict resolution skills

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5.2 Participation, Involvement, and Ownership

It was clear through the examples reviewed that stakeholder involvement and participation is crucial to the overall success of the materials development processes and eventually the success of the end product in meeting their needs. This did not, however, translate into everyone participating in every aspect of the materials development process. In fact over-involvement in the process, especially in those processes which took a long period of time before something tangible was produced, resulted in burn-out and almost contributed to the failure of the project. An example of this was the CBMIS materials where the feeling of task force members had reached the point of 'it's now or never' when new energy was introduced in the form of an experienced external consultant.

In many cases the expectations of the participation and involvement in the materials development processes, especially with the Steering Committee and Task Force processes, centred more around people's desire to see transparency in decision making and activities and not necessarily their constant, direct involvement. Transparency was expressed as:

❖ clear decisions made on the materials being developed and transparent action on the decisions. The expectation was that they would be consulted on the options, but in the end, there needs to be a clear decision made and acted upon.

❖ clarity about the end accountability—who are the final decision makers. If people know who is accountable for the decisions made, they could address their concerns to that individual or group. Several of the materials being produced are not clearly residing with any one group providing the lead so there is confusion and fear concerning who should take the initiative to move. This results in frustrating delays and people losing interest in the process. In a couple of instances, these people have gone on to start developing materials that either parallel or duplicate those materials that are stalled.

❖ involvement of a wider group (with specific skills) in specific aspects of the work offered the potential for increased quality assurance of the materials. If several different groups are consulted about the materials being developed, then the process is not seen as being 'owned' (in a negative way) by a single group and there is more acceptance and use of the materials.

As people's time is frequently limited, their participation and involvement in projects have to be respected. This is where a balance between people's involvement in a 'process' (i.e., meetings, discussions, etc.) has to be balanced with a tangible outcome such as the development of a draft material. In addition, their input has to be recognised—sometimes during long, difficult processes (where people are struggling with new concepts)—methods of recognising people's efforts and contributions can keep their interest far longer than the desire to see a final outcome.

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5.3 Issues of Communication, Expectations, and Control

The Programme Plans of Action (PPAs) are developed between the UNICEF-Uganda Office and its GOU counterparts before the beginning of the fiscal year (starting in September). These plans start out as general activities then during the year, especially during the first quarter, they move toward more detail budgets. There are some definite communication and control issues that arise here. Some of the government counterparts feel that they do not receive timely responses and feedback to their proposals for materials development, even those activities which came out of jointly attended communication strategy workshops or planning sessions.

Another example in addition to those noted in the case studies are the materials for the promotion of breast-feeding. The Ministry of Health Commissioner for Nutrition and others have expressed an urgent need for materials to promote women in Uganda to breast-feed. After the communication strategy workshop in Jinja, there was a plan for the development of promotional materials on breast-feeding. It was agreed that the Health Education Division (HED) at the Ministry of Health would organise a follow up meeting to the workshop to more fully detail the specific material objectives and activities. The Communication Focal Point at UNICEF-Uganda was invited to the workshop, but was not able to attend resulting in no one attending from UNICEF-Uganda. When the HED submitted an updated plan and budget, members of the Division felt that they did not receive any feedback from the UNICEF-Uganda office. This example and several others were cited as reasons why government counterparts in the Country Programme become discouraged when working with UNICEF-Uganda.

On the side of UNICEF-Uganda, the Communication Focal Point felt that the breast-feeding materials strategy was not well-elaborated. It was felt that there were gaps in the strategy and some of the other proposals submitted were simply budgets and did not include the types of plans required for UNICEF-Uganda funding. Further, it was felt that verbal feedback was given on the promotion of breast-feeding materials as well as other proposals, but that the government counterparts do not recognise this feedback.

This problem of communication and timely feedback was echoed in several other materials development projects where the ultimate decision on whether to develop and print materials rested within UNICEF-Uganda and not with its counterparts at the various Ministries. This has made an impact both positively (if money is received) and negatively (if it is not received) on the ultimate relationship with UNICEF.

The more problematic root cause seems to go also to the issue of control of resources and the mandate (roles and responsibilities) for developing and supervising production of the materials. Given the amount of work, limited staff, and country-wide mandate of the Country Programme, a review of the sharing of roles and responsibilities in the area of resource management may be considered to improve the government counterparts ownership of materials.

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5.4   Challenges and Impact of Structural Changes on Materials Development

Promoting and Co-ordinating Materials Development

The key function of conceptualising ideas—which requires active interchange between different actors in the analysis, sharing, learning, and linking of concepts—and then producing the materials does not seem well-defined in the Country Programme or Programme Plans of Action, more likely a product of the complexity of elaborating and promoting interactive communication strategies. When the operationalisation of the communication strategy was broken up and spread among individuals (Communication Focal Points) and programmes (in terms of activities), the *key function of co-ordination and communication promotion rested heavily on individuals already taxed with other responsibilities.* In interviews with six of communication focal points consulted, four stated that their ability to co-ordinate the development of materials in their programme and between programmes and to promote effective materials development processes has been hampered by other more pressing responsibilities. This sentiment was reflected in statements such as:

> "We rarely see communication as a cross-cutting issue—no one has the time to look across the components."

> "Ideally during the Task Force quarterly meetings, we should look at cross-cutting communication issues, but there is limited time to look at [communication] meaningfully."

The terms of reference for the position of Communication Focal Point is substantial and one that requires specialised skills. It was not possible to find the criteria used for choosing individuals for these co-ordinating functions, but it seems from two individuals within UNICEF-Uganda office that the choices may not have been made based primarily on skills, but on availability. One of the Communication Focal Points felt that without a clear mandate and specialised skills in communication for development, these functions become difficult to incorporate into already busy schedules.

Conceptualisation as a Key Component of Materials Development Processes

When trying to implement the new integrated Country Programme conceptual framework, however, there was the danger of losing the essential 'analysis and learning' aspect communication (conceptualisation) because of the tendency to translate communication as a purely mechanical function of producing training and information materials for distribution. As the diagram below illustrates, the materials development process is a place for documentation, analysis and learning during creation of the materials and the subsequent sharing, reviewing, and revising of the materials later. In some cases, there were attempts made to short cut the process and to go directly to the development of materials without a fuller understanding of the basic concepts to be communicated. This has made a notable impact on the development of the materials as the confusion is reflected in a final product

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which people do not feel they can use (see Section 4.4 for more details of the Community Capacity Building materials).

Although it is not necessary for all materials to go through an extensive conceptual development process, the level at which this reflection happens will determine the amount of learning that occurs by those involved as well as the impact of the final output. Determining this level of reflection is important when choosing a materials development process.

Diagram 1

Materials Dev't Process

Final Production

Training & Communication Materials Development (mechanical function of communication, i.e., identifying audience, appropriate formats, objectives, etc.)

Communication Strategies (conceptualisation— analysis, learning, and sharing of these ideas different communication methods and means to learn, modify, and make an impact)

Private Sector

(consultants, graphic artists, illustrators, etc.)

Analysis, Learning, and Sharing

Visualisation

5.5   Roles, Co-ordination, and Leadership

Sections 5.3 and 5.4 address these issues in particular contexts, but this section focuses on the definition of the roles and responsibilities of various stakeholders who are involved in certain segments of the materials development process. The question of who is really

responsible for different materials and who should have been responsible came up several times. The lack of clear terms of reference for small groups (especially consultants), steering committees, and working task forces were cited as one of the key problems. Without clear roles, responsibilities, and firm deadlines, work frequently falters and, in some cases such as the poster for promotion of breast-feeding, fails. In turn, the slow pace discourages people from continuing to work within the process. In particular, the section focuses on the distinct roles of three of the processes—small group/individual, working task force, and steering committee.

Role of Small Group/Individuals in the Materials Development Process

A small group or individual who brings unique skills and proven experience in developing materials and/or helping other groups through a self-discovery process greatly impacted the development of quality materials in a short period of time. If creating new materials, the group or individual should have access to the resources (both in terms of people, including the target audience, and funds) in order to move at as quick a pace as possible. The learning is limited generally to a few select individuals so the process is not recommended for complex or new concepts.

At certain times within both the working task force and the steering committee, a small group (sometimes a sub-group or sub-committee) or an individual can move these groups ahead much quicker by helping the group with the conceptualisation and visualisation processes (as seen with the CBMIS materials). The small group or individual can be a consultant or someone within the Country Programme but should have well-defined objectives, activities, indicators, and above all a realistic timeline.

Role of Steering Committee

The use of an influential, well-informed Steering Committee is critical in two key areas:
a) to lend credibility to materials that are new and unusual in content or those that aim at a wider cross-section of end users. The Steering Committee can 'sell' (promote) the materials/concepts to other potentially influential groups beyond the ability of a single, small group.
b) to ensure a much wider exposure. For educational materials which are likely to constitute a major component of the National syllabus, wider participation makes mainstreaming of these concepts and materials quicker and easier.

The Steering Committee is most effective if the materials are developed by a working task force and/or an even smaller group or an individual then drafts presented to the Steering Committee for its input and approval. A successful example of the steering committee materials development process is the development of the national gender training materials. A smaller group within the Ministry of Gender and Community Development (MoG&CD) worked in consultation to develop the manual, then received input and approval from the Committee. The materials were used to both involve and educate the Steering Committee about the issues, then motivate it to think of ways to promote the materials at all levels (advocacy, acceptance, etc.).

Role of a Working Task Force

The role of a Working Task Force (as opposed to a small group process) is to gather a wide variety of expertise on a subject to commit to the longer, more difficult process of conceptualising/understanding a new or complex concept and elaborating the materials together. The Task Force has proven to be more effective if guided by a skilled facilitator (such as the CBMIS materials or the revision of the Sanitation Toolkit). This facilitator can be an outside consultant or some who is skilled within the Country Programme.

The Working Task Force is involved in all aspects of the materials development process from the beginning ideas to the writing, formatting and final printing of the materials to ensure quality of the content, the format, and its acceptability with the target audience. It requires more commitment of time and sometimes funds because of the extended process of research, development, field-testing, final production until the distribution of the materials.

5.6   *The Use of Consultants*

The following are some of the key issues of which to take note when contracting outside assistance. The issues come directly from the case studies and other materials reviewed.

- Ensure that the group or individual contracting the consultant is involved in developing the terms of reference for the work. Many of the materials developed ran into problems when the different stakeholders involved had differing or unrealistic expectations about either the timeline or the proposed outcomes. Sometimes neither the consultant nor the contractor understand the complexity of the work and they underestimated the amount of time and costs required.
- If the originator of the material is unclear about the concept, then it is unwise to hire a consultant(s) to be the 'ghost writer' of materials. The analysis and learning that goes into developing materials is usually the self-discovery process that is required for the group to fully understand the concepts and then promote those concepts to others. If this analysis and learning is done by an outside consultant, then it may become lost when trying to translate it to busy people. Skilled facilitators in these types of materials development processes can be very valuable if they can guide the group through a self-discovery, learning process.
- If consultants are used for long-term materials development process, they should be based in the country to ensure they are available to provide timely and consistent follow-up of the materials development processes. The more complex the content, the longer the timeframe and frequently the more crucial the need for a skilled facilitator.
- Depending on their amount of involvement with the end users and the target group, the sense of ownership of materials does not need to suffer when using outside consultants. The biggest danger lies in the use of external and/or ex-patriate consultants when there is the perception that a qualified person/group inside the Country Programme (HED, NCDC) or a Ugandan is available and willing to do the work. This is where clear terms of reference and transparent recruitment activities are essential, though there still may be lingering feelings of resentment and distrust.

5.7   Goals, Objectives, and Activities

The most successful materials development processes were those that began with clear goals, objectives, and activities so little time was spent determining these goals, objectives, and activities in addition to outlining the responsibilities and timeframe. This may seem to be a more obvious conclusion, but what seemed to happen frequently was that each individual in the process had a slightly different idea of the objectives and outputs. Since they were not developed as a wider group, the *group* did not define its own objectives and expected outputs and problems arose when the different processes were pulled back and forth by this differences of opinion. It is acknowledged that the more new and complex the concept, the more difficult it is to define them. But this highlights the importance of revisiting and redefining the goals, objectives, activities, timeframe, responsibilities, and different people's involvement at different times.

5.8   Distribution and Promotion

Options for distribution and promotion of the materials developed are found in Section 6.0, but several of the people interviewed viewed the final distribution of the materials as someone else's task or as having less importance than the development of the materials. Although the printing process of the materials is generally clear, there were differences of opinion the various groups involved in materials development about who is responsible for deciding on, promoting and supervising the final distribution of the materials. As the materials development process does not end with the production of a prototype, these differences in opinion have directly impacted the effective use of the materials as well as their acceptability. It is obvious from several conversations that there is a very high demand for quality materials among users in the districts as well as multilateral and non-governmental organisations.

These various development actors are looking for quality materials to assist in their work at the district, sub-county, parish, and community levels in a number of different subjects from cross-cutting issues such as nutrition, gender, and communication as well as more technical subjects such as functional literacy, improved sanitation, and financial planning. This is an opportunity for the Country Programme to make an impact far beyond its current human and financial resources because they help mobilise other sources of funds and skilled staff.

6.0 Options for the Future

Introduction

From the findings, several ideas for future options became clear and are elaborated in this section of the report. Section 6.1 and 6.2 offer guidelines to choosing the materials development processes best suited for the types of materials to be developed. Section 6.1 offers a flow chart example of the materials development processes and where decisions need to be made. Section 6.2 focuses on key questions to be asked when choosing the material development process, but it is important for the reader to keep in mind the fact that there are different factors/influences that need to be weighed against each other when asking these questions. This is not something that can be mechanicalised because some factors will have more influence on the end process than others. It is something that will need to be judged by the reader.

Sections 6.3 to 6.4 concentrate on additional options for both the distribution and marketing of materials as well as ideas on building capacity within the Country Programme.

Decision is made
that materials
are needed

Stakeholder
Analysis

Determine the
Objective of the Material
& Target Audience

Audience & Materials
Research
Are There Existing Materials?

yes

no

Externally Initated
Materials

Create New
Materials

Pre-test Materials

Use Materials
As They Are

Modify &
Adapt Them

Steering
Committee

Working Task
Force

Small Group
or Individual

Small Group
or Individual

Working Task
Force

Steering
Committee

consultant

internal
group

internal
group

external
group

consultant

external
group

consultant

a. **Determine the Objective of the Material and the Target Audience**

➤ For whom are the materials being developed? Who will be the final users? Who will be the final consumers? For example, the Cope materials will be used by teachers to teach students, but the final 'consumer' of the materials (issues of the understanding of the images and text, the perceived relevance to the students' situation, etc.) will be the students.

➤ Why is the material being developed? Is it for sharing information? Is it for training? Is it for educating children?

➤ What is the message to be conveyed? Is this a simple message? Is it a difficult concept? The complexity of the message will impact the type of material produced and the type of process used.

b. **Audience and Materials Research**

➤ Are there existing materials that can be used (based on the objectives and target audience)?

➤ What is the best format for the message? This is where research on the target audience is crucial to choosing the best format (e.g., brochures, booklets, manuals, radio, tv, or a combination of several different formats) based on the characteristics of the target audience.

Stakeholder Analysis

This is a crucial point to start an analysis of the stakeholders that impact or will be impacted by the materials and, in a more indirect way, by the materials development process. The basic question is: Who should be involved? When? How? Where? and Why? These questions will be revisited again later.

c. **Choosing a Materials Development Process**
[Modifying and Adapting Existing Materials or Creating New Materials]

Small Group or Individual

➤ Is the content or the subject of the material straightforward and/or non-controversial? If it is more complex or controversial, then it may be better to consider using a task force or a steering committee or a combination of both.

➤ Is ownership of the materials going to be a problem? If the materials to be developed deal with concepts and techniques that are not already clear or well-accepted, then it may be better to consider the task force, steering committee, or a combination of both.

➤ Are there resources (human, financial, material, and information) readily available? If the human and information resources are not available internally but the funds are available, are there consultant groups that can provide these resources? If the resources are not available, then it may be better to consider the other options.

➤ How quickly are the materials required? If there is a firm deadline and a need to complete the materials before the deadline, then the small group process may be best.

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> ➤ How technical is the material content? Does the material require a small number of skilled resource people or a wider range of expertise?
> ➤ Is the content of the material complex? Does it require more work on clarifying and understanding the concepts and techniques to be featured? If yes, then a working task force is recommended. If no, then perhaps a small group or individual could develop the materials.
> ➤ Is there sufficient time available for learning and exchange? If not, then the small group or individual process would be quicker, or a realistic timeline should be developed in order to accommodate the learning necessary. If there is sufficient time for this learning process and it is determined important for the success of the materials, then the task force is preferred.

Steering Committee

> ➤ Does the material content/subject matter require political support and wider acceptance? If yes, then a well-chosen steering committee is recommended (see Section 5.5 for roles).
> ➤ Does the materials require the mobilisation of resources (human, financial, materials, information)? If yes, then the steering committee

6.3 Distribution/Marketing

The timely and purposeful distribution of the materials is a crucial component of the materials development process, but it is not given much attention until the end. This was demonstrated in materials such as the gender training manuals where people are anxious to complete the materials but have not considered the distribution list. In this way, once the materials are finally produced, there is a time lag between their final production and delivery. There are three important benefits that come out of considering distribution and marketing earlier in the process:

a) *Identifying Other Stakeholders* The process of compiling distribution lists can result in the discovery of other stakeholders who could be brought into the materials development process earlier to ensure their acceptance and understanding of the materials.

b) *Creating a Demand* Early marketing allows the end users to prepare for the arrival of the materials (perhaps through additional training) and consider ways to incorporate them quickly into ongoing activities. Of course the danger is that there can be delays in the final production of the materials resulting in some frustration, but realistic deadlines can help keep the production process from stalling as there is a demand pull.

c) *Making a Wider Impact* Marketing materials to groups outside of the immediate GOU-Country Programme (including regional and international groups/individuals) can result in a greater impact through influencing other organisations to use methods and materials promoted by the Country Programme and provides another opportunity for greater learning.

There is another question about where the Country Programme should focus its materials development resources given its mandate to cover all 45 districts. Is it plausible to become

heavily involved in the development of materials for the sub-county and below? Could the Country Programme instead set aside funds to assist other organisations with a comparative advantage of working at this level? There are few materials developed for the sub-county level as most of the materials are in English. It is clear, though, that this is a question beyond the scope of this study.

6.4   Building Capacities

The development of materials is an essential step in the analysis of and learning from program experiences and activities. It is through the development of the materials that people organise and analyse their experiences then apply these lessons to improve their activities. Many organisations have problems learning when there is insufficient reflection and analysis occurring because the staff are too busy doing. The result is that programs stretch on for years with no real impact. Materials development activities be organised and supported through several different means. A combination of several different options may be the best support for improving the materials production processes. The specific proposals are:

- to invest in Local Councils and District-level production;
- to develop a selected list of NGOs, Consultants, and Private Companies; and
- to build the capacities within the Country Programme.

Invest in Local Councils and District-level Production

Part of the empowerment process could be to have the community and lower Local Council members involved in analysing and incorporating the concepts of participatory planning and budgeting into their own situation. An indicator that they are internalising these concepts is their record of their own experiences (documented in many ways). Documentation equipment such as video and still cameras, computers with desktop publishing software, simple desktop laser printers—in districts with electricity, illustrating equipment, etc.) could be made available to district and sub-county staff or invested in private companies operating in the districts.

Non-Governmental, Consultants, and Private Companies

Although the GOU-Country Programme has been working with Consultants, Private Companies, and NGOs to develop materials, there is limited ability within these organisations to provide the kind of conceptualisation support required by the Country Programme-UGANDA and the GOU counterparts. It maybe worthwhile for the Country Programme to invest in building the capacities of these organisations in order to have resources in the future. A survey of organisations involved in developing materials for development work revealed that there are few that have the ability to provide a full production co-ordination role from conceptualisation to final production and distribution. Production studios such as Image Set do not have the resources in terms of skilled staff and time to provide this service, and quite frankly, do not intend to provide this type of service as it is costly in terms of staff time. These Studios prefer working with one person who is co-ordinating the research and development of the materials. Their expertise is to provide the technical graphics services and that is where their profits are.

Production Co-ordination Function Within the Country Programme

Without refocusing the *development* of materials within a single department or unit, a key capacity to strengthen within the Country Programme is the ability to *facilitate* effective materials development processes. An internal group that has this capacity would greatly aid the Country Programme to implement its conceptual framework by facilitating other programmes through the most effective process for the materials to be developed. This capacity would include assistance in helping the programmes think through the methods and means needed to carry out their proposed activities from the initial conceptualisation to the final distribution and wider marketing of these materials. This 'facilitation' group would require a clear mandate, however, to build its credibility as a potential resource. It has been noted several times by several different groups that CCA is the group they feel should perform this function in the agency. Sometimes members of CCA feel that they are forcing themselves into *other programmes* activities and not seen as a potential resource. This could be attributed to the unclear roles and responsibilities felt by staff as well as an initial lack of credibility in being able to provide these services.

In order to be effective, this group needs to work very closely with a counterpart group within the GOU. The Health Education Division, for example, would seem to be an appropriate team to work with at this time. It is a unit which has a good understanding of the materials development process from target audience research to final production. This unit as a whole felt somewhat under-utilised because of the limited resources available to them.

Commercial Printing

It was discovered that within the MOH there is new, functioning printing equipment donated by a couple of large donors, but it is sitting idle due to lack of skilled printing technicians. One option for the effective use of the equipment could be to 'rent' or 'lease' it out to a small printing group (or a couple of individuals who are experienced in printing) who would run the printing press like a small business with the profits (outside of salaries for the printers) going back into either additional equipment for producing materials within the MOH. This could be a cost effective way of using the materials without having to invest a lot of resources.

Appendix One   Matrix Questions

I. *Quantitative*

A.   Quality of Process

    1. Ownership
        a. How many members of the "target" audience were involved in the process?
        b. How many members of the "users" group were involved in the process?
        c. Would you recommend this material to others?

    2. Usefulness
        a. How many times have you used this material in the past one month? Three months? Six months?
        b. Have you used the material development process again? If yes, how many times?
        c. Has the material been translated into other languages? If so, how many?

    3. Wider Impact
        a. How many times have you used this material development process again?
        b. How many different groups were used?

B.   Cost Effectiveness

    1. Human (R&D)
        a. How many hours did you spend on this process?
        b. How many people hours total were spent on this process?
        c. How many people total were involved?

    2. Time
        a. How long (in terms of months) did the process take from beginning to the end product?
        b. How long (months) in R&D?
        c. How long in production?

    3. Financial
        a. How much did the "production" costs total?
        b. How many were produced?
        c. What was the "per unit" cost?
        d. Calculate the human costs (= people x the amt. of time x the cost per hour).
        e. What were the communication costs?
        f. What were the meeting costs?

C.   Wider Impact

    1. Long-term relationships
        a. Within the R&D group, how many people (organisations?) do you continue to interact with?
        b. How often have you consulted with others in the group for different projects?

2. Process Request
   a. How often are you requested to participate in the type of process?
   b. How much time (in terms of months) did it take from the request for the material until the development process started ?
3. Use/quality of the outputs
   a. How many copies of the materials have been made?
   b. How many remain in storage?
   c. Calculate the percentage of materials distributed verses numbers made (if possible).
   d. Was the material pre-tested? Fieldtested?

II. Qualitative

A. Quality of Process
1. Ownership
   a. Who initiated the development of this material?
   b. Who ensured the quality of the materials in production?
   c. Once the materials are produced, who is responsible for distributing them?
2. Usefulness
   a. What was the original purpose of the material(s)?
   b. Has the original purpose for the materials changed since you started? If so, why?
   c. How have you used these materials?
   d. What difficulties would you envisage if you did not have these materials?
3. Wider Impact
   a. Who participated in this development process? Why?
   b. How useful was their contribution to the development of the material(s)? Why?
   c. Did you learn skills or other things that you will be able to apply in other areas? If so, what areas?
4. Other Influences
   Group
   a. Who was involved in the process?
   b. Who should have been involved? Why?
   Facilitator/Lead Person
   a. Who was the leader of this process?
   b. How did they carry out the process?
   c. What changes would you suggest in how they lead/facilitated the process?
      [NOTE: This is not a critique of the person, but a question about the skills needed for this kind of a position, if recommended. **NAMES OF INDIVIDUALS WILL NOT BE NOTED IN THIS CRITIQUE.**]

B. Cost Effectiveness
1. Human (R&D)
    a. Approximately, how many days/weeks total did you spend in this process?
    b. How many people total were involved?
    c. How many "people hours" total were spent on this process?
2. Time
    a. How long (in terms of months) did the process take from beginning to the end product?
    b. How long (months) in Research & Development (as opposed to production)?
    c. How long in production?
    d. Calculate the human costs (# people x the amt. of time x the cost per hour).
C. Wider Impact
1. Long-term relationships
    a. Are you involved in developing other materials with members of this group?
    b. If you were given another similar project, would you still choose these people as team members? Why or why not?
2. Process
    a. What were your expectations when working within this development process?
    b. What was the structure of the group/team involved in the development of the material's?
    c. How were decisions, updates on progress, and meeting times communicated?
3. Use
    a. How are these materials used?
    b. Who uses them?
    c. Have you seen any impact?

Appendix Two List of materials developed or in the process of being developed

BECCAD

Facilitator's Guide for Community Based Child Care and Protection Workers. Charles Nbongo, Maria Bawubya-Ssenkezi, et al. UCOBAC, GOU-UNICEF.

Manual for Training Parish Development Committee (draft). July 1996. Ministry of Health, UNICEF-Uganda, Emma Wanjiru Njonjo. Community Based Health Care Support Unit, AMREF, Nairobi.

Into the 21ˢᵗ Century: Life Skills Education Resource Booklet. Fred Ogwal-Oyee and Barry Sesnan (Makerere University). GOU-UNICEF

Life Skills for Young Ugandans: Primary Schools Training Manual. Martin Buczkiewicz (Advisory Council on Alcohol and Drug Education—TACADE), and others. GOU-UNICEF.

Life Skills for Young Ugandans: Secondary Schools Training Manual. Martin Buczkiewicz (Advisory Council on Alcohol and Drug Education—TACADE), and others. GOU-UNICEF.

Life Skills for Young Ugandans: Facilitators Handbook to Accompany the Primary and Secondary School Training Manuals. Fred Ogwal-Oyee (UNICEF) and Martin Buczkiewicz (Advisory Council on Alcohol and Drug Education—TACADE). GOU-UNICEF.

Talking With Our Children About Sex and Growing Up. Tim Rwabuhemba and Rose Asera. GOU-UNICEF, Uganda Bookshop.

Children First: Talking with your community about child welfare and development. 1996 Catharin Watson ed. GOU-UNCIEF.

Straight Talk. Newspaper by Young Adults. GOU-UNICEF.

Functional Literacy Training Manual. 1ˢᵗ Edition. Ministry of Gender and Community Development. December 1994. GOU-UNICEF.

Eight Is Too Late: The Urgent Need to Address Early Childhood Development in Uganda. A Report by the Early Childhood Development Task Force. Catherine Watson (Ed.) May 1997.

The Instructors Companion—English: Term One. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—English: TermTwo. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—English: Term Three. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Science & Health: Term One. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Science & Health: TermTwo. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Science & Health: Term Three. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Mathematics: Term One. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Mathematics: TermTwo. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Mathematics: Term Three. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Social Studies: Term One. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Social Studies: TermTwo. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Social Studies: Term Three. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Mother Tongue: Term One. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Mother Tongue: TermTwo. Creative Associates1997. GOU-UNICEF.

The Instructors Companion—Mother Tongue: Term Three. Creative Associates1997. GOU-UNICEF.

Social Studies Pupils Book—2A: Term One, Year Two. Creative Associates1997. GOU-UNICEF.

Social Studies Pupils Book—2B: TermTwo, Year Two. Creative Associates1997. GOU-UNICEF.

Social Studies Pupils Book—1C: Term Three, Year One. Creative Associates1997. GOU-UNICEF.

English Pupils Book—2A: Term One, Year Two. Creative Associates1997. GOU-UNICEF.

English Pupils Book—2B: Term Two, Year Two. Creative Associates1997. GOU-UNICEF.

English Pupils Book—1C: Term Three, Year One. Creative Associates1997. GOU-UNICEF.

Mathematics Pupils Book—2A: Term One, Year Two. Creative Associates1997. GOU-UNICEF.

Mathematics Pupils Book—2B: Term Two, Year Two. Creative Associates1997. GOU-UNICEF.

Mathematics Pupils Book—1C: Term Three, Year One. Creative Associates1997. GOU-UNICEF.

Mother Tongue Pupils Book—2A, Runyankore: Term One, Year Two. Creative Associates1997. GOU-UNICEF.

Mother Tongue Pupils Book—2B, Runyankore: TermTwo, Year Two. Creative Associates1997. GOU-UNICEF.

Mother Tongue Pupils Book—1C, Runyankore: Term Three, Year One. Creative Associates1997. GOU-UNICEF.

Mother Tongue Pupils Book—1A, Luganda: Term One, Year One. Creative Associates1997. GOU-UNICEF.

Mother Tongue Pupils Book—1B, Luganda: Term Two, Year One. Creative Associates1997. GOU-UNICEF.

Mathematics Pupils Book—2A: Term One, Year Two. Creative Associates1997. GOU-UNICEF.

Mathematics Pupils Book—2B: TermTwo , Year Two. Creative Associates1997. GOU-UNICEF.

COPE Progress Card: Term Three, Year One. Creative Associates1997. GOU-UNICEF.

COPE Progress Card: Term One, Year Two. Creative Associates 1997. GOU-UNICEF.

COPE Progress Card: Term Two, Year Two. Creative Associates 1997. GOU-UNICEF.

Communication, Coordination, Advocacy

Community Information Handbook: First Edition. GOU (MOA, MOE, MOG&CD, MOH, MOLG, MOP&ED, MOW&NR), Community Management Programme, Community Based Health Care Association, Community Development Resource Network, Uganda Change Agents Programme, UNICEF, World Vision. June 1997.

Trainer's Guide to the Community Information Handbook: First Edition. GOU MOA, MOE, MOG&CD, MOH, MOLG, MOP&ED, MOW&NR, Community Management Programme, Community Based Health Care Association, Community Development Resource Network, Uganda Change Agents Programme, UNICEF, World Vision. June 1997.

Facts for Life: Volume 2. Ministry of Gender and Community Development, Ministry of Education, Ministry of Health, UNFPA, UNESCO, UNDP, WHO, UNICEF. 1996. GOU-UNICEF

Guidelines on Community Information and Communication for Effective Community Capacity Building—First Draft. GOU-UNICEF.

We can help you Put Children First. Brochure of the Government of Uganda—UNICEF Country Programme 1995 – 2000. GOU-UNICEF.

Training Module One—Skills for Community Information Collection, Storage, and Use (Community Management Information System). CMIS Task Force, Ministry of Finance and Economic Planning. November 1995. GOU-UNICEF.

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Appendix Three   People Interviewed

Government of Uganda

Ministry of Health—Health Education Division

Paul Kagwa	Communication Focal Point
Kenneth Byoona	Polio Campaign materials
John Wakida	CCB from the beginning
James Mutabazi	EPI/health educator, Polio
Lillian Luwaga	DISH, newsletter, editor, etc.
Rose Najemba	Office of the President—Health Desk
J.K. Gairuba	Asst. Commissioner, PHC

Ministry of Health—Nutrition Department

Dr. Lwamafa	Commissioner of Nutrition
Christine Orone-Kanya	Training Officer
Opio Bosco	Senior Health Inspector/Nutrition Educator

Ministry of Gender and Community Development—Directorate of Gender

Turinawe Crescent	Legal Dept.
Jane Ekapu	Senior WID Officer
Maggie Mabweijano Kyomu Kama	Senior WID Officer
Herbert Baryayebwa	Project Coordinator Functional Literacy

Directorate of Water Development (DWD)

Phoebe Baddu

Ministry of Local Government

Frances Wagaba	Head of Planning, Decentralisation Secretariat

Ministry of Education

Margaret Ojara	BECCAD administrator

Masaka District

Mariam Menya	Inspector of Schools

Jinja District

Alice Sanyu Kafuko	Inspector of Schools
Opio Ouma	Probation and Child Welfare Officer
Kim-Bwayo Stevens	Acting Community Based Services Coordinator
Isiko Joyce	District Health Visitor
Gertrude Irumba Kisembo	Municipal Health Visitor
Betty Lwigale	ACAO Jinja
David W. Kiumbo	DMO
Mubiru Nathan	Planner

National Council for Children

Willie Otim	Director

Non-Governmental Organisations

Uganda Community Based Health Care Association (UCBHCA)

Adoniya Kyejune	Executive Secretary

National Cirriculum Development Center (NCDC)

Harry Ssengendo-Kamya	Specialist—Research and Evaluation
Joshua Ongom	Biology Specialist
Dom Ssentamu	Director

Combine Consultants

Charles Musekura	Executive Director
Maria Lutagwera	Director
Jolly Barigye	Director

Creative Associates

Valerian Ekatan	Social Sciences Writer
Phoebe Kyomukama	Mother Tongue Writer
Pauline Ndwadde	Mathematics Writer
Everlyne Namuli	English Writer
David Elphick	Technical Coordinator
Cynthis Prather	Project Coordinator—Washington D.C.
Emanuel Kusemerwa	

Freelance

Robert Sempagala	Artist
ImageSet	Marketing and graphic design studio

UNICEF

WES

Margaret Kimoimo Odwong	Programme Officer

Health

Ivonne Rizzo	Senior PO
V. Lukyamuzi-Mbidde	PO
Thomas Odong	Assistant PO
Maria Vanhom	Consultant PO
Jessica Kafuko	PO

Charles Nabongo	Assistant PO
Fred Ogwal-Oyee	PO Life Skills
Robert Limlim	Youth and Adolescents

CCA

Colin Glennie	Senior PO
Grace Banya	PO
Macheri Damascus	Senior Project Assistant
Douglas Lubowa	Communication Officer
Leila Pakkala	Consultant—Information/Advocacy Officer

Supply

| Christopher Adoman | Procurement Assistant |

Appendix Four   List of Reference Materials

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Appendix Five   Matrix Ranking for Materials

Materials	Type of Mat/type of process	Quality of Process			Cost Effectiveness			Impact			Comments (influences positive/ negative)
		owner-ship	useful-ness	wider impact	human	time	funds	relat-ions	process resquest	use	
Sara Initiative	E/A	1	n/a	1				1	1	2	quality control focused in region
Reprints of gender materials	I/A	1	2	1				2	3	3	2,000 first print run/2nd print run funded UNICEF

Ranking System—specific criteria may apply to each
1   poor
2   fair
3   good

Categories such as 'cost effectiveness' will be ranked
based on a comparison of the actual cost in terms of
human resources (number of hours/cost per hour
calculations, if the information is available) and a
tally of all costs involved.

Key to types of materials:
I=Information
E=Educational
T= Training

Categories: A, B, C, D stand for whether the material was developed outside of the Country Programme, by a small group, by a task force, or a steering committee in that order.

Materials	Quality of Process				Cost Effectiveness			Impact			Comments (influences positive/ negative)
	Type of Mat/ Process	owner-ship	useful-ness	wider impact	human	time	funds	relat-ions	process resques t	use	
Cope Materials	E/B	2	2	1	get Unicef time	2 yrs	$800,000	1	2	2	strong feelings for & against the consultant group→NCDC's mandate put no funds/insufficient capacity, limited learning by UNICEF and others,cost per unit not only measure of success though
Fact Sheets	I/B	1	3	3	in-house	short	in-house	1	2	2	the purpose is to get info out quickly/timely
Mural Project	I/B	3	3	3	55 days consult, 20 days Grace B, 45 days child/ teacher	3 mos					
Financial Mgt. and Planning manuals	T/B	3	3	2	80 people days	2 yrs	photo-copy costs	2	3	?	pre-tested materials developed in NY for application in Uganda, district involvement in design & devt
Breastfeeding Poster	I/B	1	1	1				n/a	n/a	na	communication strategy done but unclear responsibilities, mandate & funds

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Materials	Quality of Process				Cost Effectiveness			Impact			Comments (influences positive/ negative)
	Type of mat / process	owner-ship	useful-ness	wider impact	human	time	funds	relat-ions	process resquest	use	
Life Skills	T/C	2*	3	2	20 people 3 consult	11 m →4 m write, 7 layout	33,565	3**	2	1***	* children consulted in the dev't process **called on agreement ***unclear distribution list...don't know who is delivering what, when
Polio Campaign	I/C	2*	3	?	15 20 subcom	6 mos	?	2	2	1	* high sense of ownership in HED/low sense of ownership in districts
Sanitation Toolkit	T/C	2	2	?	large standing comm./ Ruwasa lead agency +min. Unicef	10 days		2	2	n/a	*high within the small work group because of an interactive workshop and the collaboration between Ruwasa/Unicef collaboration **artist involved in the process
Functional Literacy materials (revised materials—local language 'contextualised')	T/C	3	3	2	comm. 15-20, final prod. 2 LC5 + 3 from MGCD	writing 4 months + 7 mos product = 11 total	approx. $25,000 or 2,000/= per unit	2	?	?	

Materials	Type of Process	Quality of Process			Cost Effectiveness			Impact			Comments (influences positive/ negative)
		owner-ship	useful-ness	wider impact	human	time	funds	relat-ions	process request	use	
Facts for Life—Vol. 2	I &T/D	1*	2	1	8 – 10 people 40 people days		$59,400	1	1**	1	**different expectations res... in different acceptance level
CCB	T/D	1*	3	2*	?	2 ½ yrs	?	2**	?	2** *	*seems limited to MoH/Hea... dept. **good relationships emerg... within health ***trainers not getting acce... the materials
CMIS	T/D	3*	3**	2**	2 consults	3 yrs	$13,442 consult group $1,500 for 50 copies	2	n/a	n/a	*broader participation in the steering committee **participants learning proc...

Uganda

Materials Development: An Assessment of the Effectiveness of Communication, Training, and Information Materials Development Processes