



REPUBLIC OF UGANDA

MINISTRY OF ENERGY AND MINERAL DEVELOPMENT

A NATIONAL COMMUNICATION STRATEGY FOR THE OIL AND GAS SECTOR IN UGANDA FINAL DRAFT

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FOREWORD

The Ministry of Energy and Mineral Development is glad to present the Communication Strategy for the oil and Gas Sector in Uganda. The development of this strategy has been informed by the provisions of Objective 10 of the National Oil and Gas Policy (NOGP) for Uganda which explicitly provides for the development and execution of a communication strategy for the oil and gas sector.

The Communication Strategy has been developed through a participatory process involving a cross-section of stakeholders and the public. These involved Ministries, Departments and Agencies of government, local governments, the mass media, Civil Society Organisations (CSOs), cultural institutions, oil companies and the general public. The consultations also covered several districts in the Albertine Graben including Nebbi, Nwoya, Arua, Moyo, Hoima, Kibaale, Masindi and Buliisa

The focus of the Communication Strategy shall thus be to promote mutually beneficial relations between all stakeholders and actors in the oil and gas sector through proactive communication. It places emphasis on the need for Government to be more deliberate in handling communication on the oil and gas sector. It also emphasises information dissemination, exchange and sharing in recognition of the roles of the various actors and stakeholders in the communication process and in the industry as a whole. It will specifically prioritise the effective and timely delivery of information to stakeholders to foster informed discussion, engagement and decision making.

The successful implementation of this Communication Strategy depends on the establishment of a clearly communications function, structure and reporting lines. I am happy therefore to see that it provides for the alignment of the hierarchy of the communication function along the following institutional mandates. It identifies key communication responsibilities related to the respective mandates and emphasises that policy on the oil and gas sector and communication should be integrated.

It is important that we pay attention to the performance of the strategy to ensure it delivers on the defined objectives as outlined in part two of the communication strategy. It is reassuring therefore to note that the necessary tools have been provided to enable us track not just the volume of communication on the sector, but also the impact of our communication interventions.

I wish to thank the team from the Ministry of Energy and Mineral Development led by Mr. F.A Kabagambe-Kaliisa and Mr. Ernest Rubondo, Commissioner PEPD which comprised of Messers Fred Kabanda, Principal Geologist/ Development, Dozith Abeinomugisha, Ag. Principal Geologist/ Exploration, Bernard Ongodia, Senior Geophysicist, Bukenya Matovu, Senior Assistant Secretary, MEMD and Ms. Gloria Sebikari, Communications Officer that has championed the development of the strategy. I would also like to express my

sincere appreciation to the other departments of the Ministry of Energy and Mineral Development for the total support they gave in its development. I also wish to thank the Consultants, Vachi Communications Limited that put together this strategy document.

I am not sure that we would have achieved the level of success that we have without the support of key development partners who have been selfless in sharing their experience and expertise in the oil and gas sector. I especially recognise the support from the Norwegian Government through the Programme Strengthening the Management of the Oil and Gas Sector in Uganda for funding the development of the Strategy and guidance provided by the Norwegian Petroleum Directorate.

It is my sincere hope that this strategy shall alongside other efforts contribute to the development of an oil and gas sector that reflects the desires and aspirations of all Ugandans.

Hon. Eng. Irene Muloni (MP)

Minister of Energy and Mineral Development

EXECUTIVE SUMMARY

The Ministry of Energy and Mineral Development (MEMD) has, in the implementation of Objective 10 (g) Action (III) of the National Oil and Gas Policy, 2008, moved to put in place an efficient communication strategy for the country's oil and gas sector. In this regard, MEMD contracted Vachi Communications Ltd, a private communications consultancy firm to design and implement the communication strategy. This strategy is expected to be ready for implementation by June 2011.

The communication strategy is expected to improve stakeholders understanding of Uganda's oil and gas sector and promote transparency and accountability as well as generate national and international support for the development of the sector through information dissemination, exchange and sharing. Good communication between the various stakeholders will foster informed choices and decision making and lead to the development of the new resource into an opportunity and better lives for society.

However, the oil and gas sector is a new phenomenon in Uganda and very few people in the country understand its nature and operations. Yet, the success of the sector requires goodwill and support from all stakeholders which can be achieved through a well-executed communications strategy. It is for this reason that MEMD saw it fit to develop and implement a communication strategy for the sector as it takes root in the country. The strategy would be invaluable in informing and educating the key publics about developments in the sector, opportunities for participation in the sector and the expected benefits from its development.

Thus, the strategy specifically intends to:

- I. Strengthen government's communication leadership, and foster a co-ordinated approach to communication by the multiple actors in the sector.
- II. Meet the information needs of the public through regular information dissemination, exchange and sharing.
- III. Promote accurate and balanced coverage of Uganda's oil and gas sector through proactive communication.
- IV. Establish a co-ordination structure to synchronise internal communication within MEMD and communication between other government institutions active in the sector
- V. Engage and promote communication synergies with key stakeholders in the sector such as industry actors and the media

In order to achieve the most optimal strategic communication framework reflective of the needs, aspirations, challenges and concerns of the stakeholders, the consultants conducted a comprehensive communications appraisal of the sector through consultations with various stakeholders involving interviews and focus group discussions, reviews of past and current communication efforts in addition to reviewing

comparative communication strategies and relevant legal and policy frameworks. The strategy is therefore significantly informed by various opinions and views of both individuals and institutions deemed important for the successful development of the oil and gas sector in Uganda.

The communication strategy embraces both traditional and multi-media approaches to optimise communication channels, taking into account available resources, to ensure that appropriate messages are disseminated to the widest possible audience.

The strategy is divided into three broad parts; the general introduction; the conceptual framework; and, the strategy implementation framework.

The general introduction provides the operational context for the strategy. It describes the basis for the decision by the Ministry of Energy and Mineral Development (MEMD) to develop a communication framework for the oil and gas sector and highlights other related actions that have been undertaken as necessary for the development of the oil and gas sector. The section also describes the current status of the industry in Uganda, looking at progress made in the industry with regard to exploration and plans to move into the production stage.

Furthermore, the section also captures the fact that the oil and gas sector is new in Uganda and comes with very unique characteristics that need to be dealt with holistically. Related to these unique characteristics are the seven key policy issues that the government of Uganda should actively address as well as defining a set of principles to guide the development of the sector.

In addition, part one of the strategy also describes the communication mapping exercise that was undertaken prior to drafting the strategy. This involved reviewing institutional communication systems and initial communication efforts. It also reviews findings from the stakeholder consultation process, describes supplementary communication efforts by other actors in the sector, identifies communication gaps and defines the communication needs that the strategy seeks to address. This section also describes the comparative analysis of institutional and national communication strategies that was undertaken both locally and internationally to benchmark the oil and gas strategy and ensures that it delivers the best possible outcomes for the sector through relevant communication interventions.

To this effect part one of the strategy also outlines some lessons for Uganda drawn from the comparative study of the other institutional and national strategies.

Part two of the strategy defines the conceptual framework to guide implementation. It defines the purpose for the strategy; premised on the need for MEMD to be more proactive while handling communication on the sector. It places emphasis on focusing the communication effort of MEMD to deliver the best possible communication solutions to the right problems/challenges.

This section thus includes the problem statement premised on the desire by MEMD to effectively engage the public, media and all key stakeholders to support the development of the sector through effective and

efficient communication. This is based on the need for a more innovative, proactive, co-ordinated, well-structured and consistent approach to communication on the sector.

It identifies the key communication challenges arising out of the communication mapping process that will need to be tackled in a strategic manner. It also spells out the overall goal of the strategy as well as the objectives which are further articulated as strategic objectives with key result areas to guide action planning and measurement of outcomes.

Part two also captures the key audiences that are expected to be reached through the communication interventions spelt out in the strategy. These include government institutions, such as ministries, departments and agencies (MDAs), parliament, industry actors, civil society, educational institutions, the mass media, communities in the oil areas, cultural institutions and the international community among others. It describes their specific interests in the sector and how they should be reached through communication.

This part of the strategy therefore goes further to define the various communication channels through which communication to and from the audiences described here can interact with MEMD. The emphasis on channel selection is informed by reach, accessibility, cost effectiveness and relevance.

Part two also provides for a framework through which feedback shall be gathered and processed. The idea of having a feedback mechanism is based on the need to have a complete communication cycle.

The third and final part of the strategy deals with the implementation frameworks of the strategy. It looks at strategic communication planning, focusing on a systematic approach to government communication on the sector.

The section details the levels of communication from the national to local levels, with emphasis on clearly defined communications functions, structures and reporting mechanisms. The structures cascade from the Presidency, the Office of the Prime Minister, MEMD, Sector ministries, through the local government level.

It provides for a co-ordination and implementation strategy detailing the specific communication centres within the MEMD and the responsibilities of the offices in the communication process. At the same time, it projects for and provides in a specific way for communication roles of new institutions that are expected to be created as the oil and gas sector develops further.

The strategy further recognizes need for sustained communication and the reality of risk in communication. To this effect, it provides for a framework for risk management while ensuring sustained communication interventions. Key aspects of this framework include guidelines for message development, an issues management framework as well as a crisis communication plan.

For purposes of tracking implementation and evaluating the impact of communication interventions, the strategy outlines both quantitative and qualitative strategies. The monitoring and evaluation framework is completed by an implementation matrix that outlines the communication needs, related activities, tools

and/or channels of communication, responsibility centres, implementation timeframes, output indicators and outcome indicators. The implementation matrix is finally supported by a work plan that details quarterly implementation plans.

The communications consultants selected by MEMD have spear headed the development of the strategy and will participate in its implementation. The consultants will be supervised more actively and regularly by MEMD's Communications Office as indicated in the strategy. The success of the strategy rests without a doubt on the competence and commitment of the implementing team and the exercise by MEMD Communications Office of its oversight function. It is therefore important that the two get off to a good start and maintain a conducive relationship during implementation.

Above all, the fact that the strategy is premised on an open approach to issues in the sector will stand the industry in good stead. It is for this reason that the communications officer designated by MEMD should be available at most times to help deal with stakeholder information needs.

This strategy, if consistently implemented over the short and medium term should achieve its goal to build national, regional and international support for the oil and gas sector in Uganda and foster development and social transformation through information dissemination, exchange, and sharing.

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LIST OF ABBREVIATIONS

AG	Attorney General
BOU	Bank of Uganda
CRB	Credit Reference Bureau
CSO	Civil Society Organisation
DWRM	Directorate of Water Resource Management
EAs	Exploration Areas
MDAs	Ministries, Departments and Agencies
MEMD	Ministry of Energy and Mineral Development
MIA	Ministry of Internal Affairs
MoFPED	Ministry of Finance, Planning and Economic Development
MWE	Ministry of Water and Environment
NEMA	National Environment Management Authority
NFA	National Forestry Authority
NPD	Norwegian Petroleum Directorate
PEPD	Petroleum Exploration and Production Department
RMS	Resource Management Structure
UWA	Uganda Wildlife Authority
WW II	World War Two
URA	Uganda Revenue Authority

PART I: INTRODUCTION TO THE STRATEGY

1.0 Introduction

The Ministry of Energy and Mineral Development (MEMD) recently undertook to develop and implement a Communication Strategy for the oil and gas sector in Uganda. With the recent confirmation of the existence of commercially viable petroleum reserves in the country, the Government is continuing to engage private oil companies with strong investment capital bases to further explore and develop this potential with the objective of going into full scale production. Plans to refine and process the oil in country for value addition are also now underway. Within this and other debates is the recognition of the need to prepare the country for the progression towards becoming an oil-producing country with all its attendant challenges and opportunities.

Government through MEMD has undertaken several initiatives to facilitate a smooth progression from exploration to production. These efforts have concentrated on the development of policies, laws and regulations to govern the sector for the benefit of all actors. These include the National Oil and Gas Policy [2008] which supersedes the Energy Policy for Uganda [2002] in matters of exploration, development, production and utilization of the country's oil and gas resources.

In addition to the policy, the other regulatory frameworks currently in place include the Petroleum Exploration and Production Act [Cap 150 laws of Uganda) 2000], the Petroleum Supply Act [2003], the Petroleum Regulations [1993] and the Production Sharing Agreements [PSAs]. These Acts and regulations cover exploration and production of petroleum, distribution, sale and marketing of petroleum products, and terms and conditions of agreements between Uganda and the oil companies respectively.

While the process to improve this existing regulatory framework is ongoing, developments in the sector are continuing. In addition, the growing public interest in the sector and the attendant high expectations has created new challenges for the Government of Uganda on how to effectively address the expectations and anxieties arising from these developments. The developments necessitated putting in place the National Oil and Gas Policy (NOGP) whose goal is "to use the country's oil and gas resources to contribute to early achievement of poverty eradication and create lasting value to society." This addresses the entire spectrum of exploration, development and production of the country's oil and gas resources more comprehensively than the Energy Policy of 2002.

Thus, Section 4 of the National Oil and Gas Policy identifies eight issues which need to be addressed in order to achieve a desirable oil and gas sector in the country. These issues are:

1. The need to put in place the institutional framework required to manage and regulate this emerging sector.

2. Planning for continued exploration and exploitation of the country's oil and gas resources
3. Managing the revenues accruing from the new resource in a manner that facilitates sustainable development and avoids distortion and destruction of the economy
4. Using the oil and gas sector to contribute to poverty reduction and sustainable development
5. The significant contribution that the oil and gas resources can make to the energy mix where biomass constitutes 90% and hydropower and imported petroleum products constitute 1% and 6% respectively, in addition to import substitution of imported petroleum products
6. The requirement of bigger investments in billions of dollars to bring the sector to its full potential.
7. National participation in the sector through the use of investments to create as much value as possible in the country, and
8. Management of expectations arising out of perceived benefits of oil and gas activities, together with the anxiety arising from some experiences of poor management of the sub-sector in other parts of the world.

Issue number 8 underpins the need for good communication as part of the process of managing public expectations and anxieties. In addition, Objective 10 (g), sub-section (III) of the NOGP aims to ensure mutually beneficial relationships between all stakeholders in the development of a desirable oil and gas sector for the country, through the provision of information that may be required by stakeholders and by putting in place an efficient communication strategy for the sector.

This Communication Strategy therefore serves to implement that policy action by providing a viable institutional framework through which the different actors in the sector can participate in the communication process.

MEMD as the lead institution shall through a designated communications office, and working closely with representatives from partner Ministries, Departments and Agencies and industry provide communication leadership and oversee the implementation, coordination and follow-up of this strategy.

1.1 Current Status of the Oil and Gas Sector in Uganda

Results from the recent and ongoing exploration efforts have established that the Albertine Graben contains commercially exploitable reserves of oil and gas and Uganda plans to commence oil production in the short term. These discoveries could not have come at a better time for Uganda, in light of the fact that all her oil and gas resources are imported and the country has little or no control over extraneous factors that may impact supplies and prices on the international market. Indeed, time and again the country's productivity and balance of trade has been adversely affected whenever there are disturbances in the global oil and gas industry. It is also particularly worrying now that the demand for oil and gas in the country is growing rapidly as the demand for energy increases to meet the needs of a growing economy.

According to documents reviewed during the communication mapping process, the earliest reference to oil in Uganda was an oil seepage near Kibiro on the shores of Lake Albert, while the earliest contribution to the evaluation of the country's hydrocarbon potential was by E. J. Wayland, a government geologist in the 1920s. Since then, oil exploration continued intermittently through the 1930s but came to a complete halt during WW II. Serious exploration was however revived in the early 1980s with the acquisition of aeromagnetic data across the entire Albertine Graben, and subsequently acquisition of the first seismic data in the country in 1998. By the end of 2010 over 20 seismic surveys had been undertaken while over 55 wells have been drilled in the country since 2002.

A total of 20 oil and gas discoveries have been made in the country and the resource base of the Albertine Graben estimated at over 2 billion barrels of oil in place at the end of 2010. Plans to drill more exploration wells are continuing, while development for some of these discoveries is being planned.

The Albertine Graben is currently sub-divided into ten Exploration Areas [EAs]. Five of these are currently licensed to oil companies while five are yet to be licensed. The oil companies currently licensed in the country are Neptune Petroleum Uganda Limited, Tullow Oil and Dominion Petroleum Limited. However, Tullow Oil is in the process of farming-down some of its interests to TOTAL and China National Offshore Oil Company (CNOOC).

The wells drilled in the Albertine Graben have not only confirmed the presence of a working petroleum system in the area but have also demonstrated that there is no major risk associated with petroleum exploration in large parts of the Albertine Graben.

Government is however cognisant of the fact that the confirmation of commercially exploitable oil and gas raises a number of issues stemming from the fact that this is a new industry in Uganda with unique characteristics that presents opportunities but also poses new challenges for the country. Some of these characteristics include:

1. It is a high risk industry in terms of investment and projections on returns on investments. It is conversely a high reward industry where the return on investment is often worth the risk in investment.
2. It is capital intensive, requiring significant investment in the exploration and development phase. These costs often progressively increase from exploration, development and production up to transportation and refining.
3. It is a high technology industry that requires innovative sophisticated technology to extract and to maintain efficient and sustainable production.
4. The industry operates internationally with oil companies running global operations. This opens up a wide range of investment opportunities.
5. The emerging industry has the potential to disrupt other sectors of the economy if incomes from the resource are not strategically managed.
6. The industry requires security as it is susceptible to disruption through attacks on infrastructure/

installations and supply systems.

In addition to these unique characteristics of the oil industry, the development of the sector raises a number of core issues around which governments communication efforts shall be built and executed. Communication shall that aim to promote a good appreciation of these issues among the different stakeholders, depending on their specific areas of interest. These issues are thus going to be at the heart of message development. They include:-

1. Level of resources in the country; Government has to continue evaluating the resource base of the country.
2. Environmental management; the development of the oil and gas sector has significant implications for the physical/natural environment in terms of potential damage. Experience from other parts of the world regarding the impact of the industry on the environment has not always helped its reputation. In the case of Uganda, it is of special concern considering that the Albertine Graben, where the oil and gas resources have been discovered also contains some of the country's biggest nature conservation areas.
3. Revenue management; how does the government of Uganda plan to manage the additional revenue from the sector bearing in mind the different potential effects on the national economy?
4. Refinery development Vis a Vis other developments; Government's plan to establish an oil refinery and the associated distribution and marketing infrastructure.
5. National participation; what is national input into the industry; what roles are the different national institutions and individual citizens expected to play in the development of the sector?
6. Progress and history of oil exploration; where has it come from; at what stage of development is the sector and where does the sector hope to go from here?
7. Popularisation of the NOGP and other policy and legal frameworks; how much do the various stakeholders know about the NOGP or other related policy and legal frameworks on the oil and gas sector? What does government intend to do to boost public awareness and understanding of these frameworks?

Underpinning these core issues are a set of seven guiding principles provided for in the NOGP that will direct government's efforts in addressing the concerns raised above. They are:

- 1) **Using finite resources to create lasting benefits to society:** Oil and gas are non-renewable finite resources and therefore the benefits accruing from them may end with exhaustion and depletion of the fields. NOGP promotes the safeguarding of these resources and managing them in a manner that will create lasting benefits to society.
- 2) **Efficient resource management:** Oil and gas activities should be most efficient and effective so as to maximize their returns.
- 3) **Transparency and accountability:** Openness and access to information are fundamental rights in activities that may positively or negatively impact individuals, communities and states. It is im-

portant that information that will enable stakeholders to assess how their interests are being affected is disclosed.

- 4) **Competitiveness and productivity:** It is through competition among licensees, operators, and suppliers, that cost effective choices can be achieved.
- 5) **Protection of the environment** and conservation of biodiversity: The environment, human development and biodiversity should be neatly balanced for mutual benefit and survival.
- 6) **Spirit of co-operation:** The relationships between government, oil companies, and other stakeholders should be conducted and maintained in a spirit of mutual respect, co-operation and trust.
- 7) **Capacity and institution building:** National capacity building is an essential ingredient in enabling the country to participate in, and benefit from, oil and gas activities.

Of importance to the communication strategy however, is that while all the above initiatives point at a greater attempt by government to move the sector forward in a very deliberate manner, developments in the sector are moving at a fast pace in the country. This is often true in the aspect of managing public expectation and anxiety. It is therefore important to strengthen government's initial efforts by operationalizing objective number 10, action (III) of the NOGP to close any communication gaps and give government communication efforts a sharper strategic direction.

The communication strategy therefore becomes an increasingly important aspect in contributing to the development of a desirable oil and gas sector.

1.2 Communication Mapping

1.2.1 Background to the Communications Mapping and Needs Assessment

Prior to the development of the strategy, a communication mapping and needs assessment exercise was conducted to establish the status of information flow and communication systems, the impact on the publics' perceptions and understanding of the oil and gas sector in Uganda. The exercise that targeted a cross section of stakeholders in the districts of Nebbi, Nwoya, Arua, Moyo, Hoima, Kibaale, Masindi, Buliisa and Kampala, among others, was to understand the current developments in the oil and gas sector and how communication has been employed as a strategic tool in promoting transparency and managing public expectations as outlined in the National Oil and Gas Policy.

The principle objectives of the communication mapping and needs assessment exercise were:

1. To establish perceptions and attitudes around developments in the Oil and Gas Sector.
2. To determine stakeholder understanding of policy and regulation in the sector.
3. To define stakeholder communication needs.
4. To assess existing communication systems and gaps.

1.2.2 Provision for a Communication Strategy in the National Oil and Gas Policy (NOGP)

At policy level the National Oil and Gas Policy (NOGP) explicitly provides for the development and execution of a communication strategy for the oil and gas sector.

Thus, Section 4.8 of the National Oil and Gas Policy for Uganda recognises the need for information dissemination. The Policy notes that the perceived importance and benefits of oil and gas activities in the country have raised significant expectations among the public. It also recognises that the poor management of the sector in other countries, especially in Africa, has raised some anxiety among members of the public.

The policy thus concludes that timely information dissemination will go a long way in addressing the concerns of the public.

In addition, Section 5.1.3 of the Policy notes that "openness and access to information are fundamental rights in activities that may positively or negatively impact individuals, communities and states. It is important that information that will enable stakeholders to assess how their interests are being affected is disclosed."

These provisions on information dissemination in the Policy provide a strong platform upon which the development of a communication strategy can be based. The communication strategy thus becomes an important national tool for the management of public expectation and anxiety through information dissemination and exchange.

1.2.3 Review of Institutional Communication Systems and Efforts for the Oil and Gas Sector

Findings from the communication needs assessment exercise also revealed that while there does not exist an established communication strategy or system, there have been efforts by the Ministry of Energy and Mineral Development and other actors to communicate to the public about developments in the sector.

These findings further reveal that efforts to communicate to the different stakeholders were initiated during the early stages of petroleum exploration, although much of this communication was aimed at promoting Uganda's petroleum potential internationally in order to attract investment for exploration and production of the resource. To date, the current efforts have taken place at two levels;

- (I) Promotion of the sector for purposes of attracting investment; and
- (II) Communication through information dissemination and stakeholder engagement.

The promotional efforts have principally focused on local and international conferences. These are:

- The East African Petroleum Conferences; a biennial event, held every two years on a rotational basis in East Africa since 2003 (held in Nairobi in 2003, Entebbe in 2005, Arusha in 2007, Mombasa 2009 and Kampala in 2011).
- The American Association of Petroleum Geologists Convention; an annual event held in USA. MEMD's participation started in 1994.

- The Society of Exploration Geophysicists conference; an annual event held in USA. MEMD's participation started in 1995.
- The African Upstream Petroleum Conference; an annual event held in Cape Town, South Africa. MEMD's participation started in 2002.
- Preparation of promotional materials such as brochures, maps and posters which have been distributed nationally and internationally, especially during the above mentioned events. The country's first promotional brochure on the Petroleum Potential of Uganda was produced by the Ministry in 1993.

On the other hand, communication efforts for information dissemination and stake holder engagement have covered the following activities

- Presentation of quarterly reports by MEMD on developments in the oil and gas sector to other Government Institutions;
- Submission of MEMD Annual Policy Statements to Parliament;
- Presentation of papers and reports on Government Policy and on-going petroleum development activities at various civil society and stakeholder meetings and workshops for purposes of stakeholder engagement and generation of stakeholder buy-in on government efforts to move the oil and gas sector forward;
- Inter-Ministerial, departmental and agency meetings as well as meetings with industry players and other stakeholders;
- Development of a website www.petroleum.go.ug for the sector;
- Field visits for journalists to the Albertine Graben;
- Participation in Monthly Radio Talk shows in the Albertine Graben;
- Organising engagements with CSOs.
- Engagement of communities in the Albertine Graben during Environmental Impact Assessment (EIA) studies for the 20 seismic surveys and the over 55 wells drilled in the Albertine Graben to date.
- Supporting community leaders from districts in the Albertine Graben to participate in fora where oil and gas issues are discussed such as meetings between Government and Civil Society and the 5th East African Petroleum Conference and Exhibition held in Kampala during February 2011.

While the promotional efforts have yielded the desired results in terms of attracting investment and subsequently establishing the exploitable resources in the country, the engagement of stakeholders at National level have been stop-gap in nature as the MEMD awaited a complete communication strategy.

1.2.4 Review of Findings from the Stakeholder Consultation Process

As part of the communication mapping and needs assessment process, a comprehensive stakeholder consultation process was undertaken involving a total of 118 respondents. The concentrated consultation process covered a total of 13 Districts in the Albertine Graben and involved a cross section of stakeholders. These included officials of the Ministry of Energy and Mineral Development, officials from other line ministries, departments and agencies of government, representatives of local governments, members of cultural and religious institutions, oil companies, academia, the media, civil society organisations and members of the public.

Of these interactions nine were Focus Group Discussions while 76 interviews were also conducted. The principle thrust of the consultation process was to establish the communication needs of the different stakeholders and design strategic actions to meet those needs.

In line with the overall objectives of the communication mapping and needs assessment exercise as elaborated in section 1.2.1, it was found that over 50% of the people sampled had little knowledge of the policy and regulations around the sector. In Moyo and Kibaale districts, for example, many people are not really concerned about the oil exploration activities since these activities are still on a low scale. People also believe that there is a lot of secrecy surrounding the oil and gas exploration activities; information is only shared among government officials, the oil companies and a few people from the public.

The districts leaders however noted that they have received the National Oil and Gas Policy although many admitted they have not taken time to read it. It was confirmed that they are also treated to presentations on oil and gas activities during workshops

The study also sought to explore and generate evidence on the critical factors and variables that define the public's perceptions and attitudes around developments in the oil and gas sector. This was based on whether MEMD had provided any information or sensitisation to the public on oil and gas exploration process. Any prior information about the policy and development around the oil and gas sector was to help respondents enter into a detailed analysis of the activities of the oil and gas sector.

However, the study found that while most of those consulted wanted to be part of the oil industry, they believed the Government was not giving out adequate information. There is an information gap between the Government and the people.

This finding therefore calls for specific communication activities that would popularize the NOGP and other relevant laws and regulations on the sector. This would help improve public awareness of these policies and regulations and help the public better understand the operational context of the industry in Uganda.

1.2.5 Assessment of Supplementary Communication Efforts

Supplementary to the communication efforts of the Ministry of Energy and Mineral Development are the communication strategies of the different oil companies and Civil Society Organisations (CSOs) engaged in the oil sector. Discussions with oil companies involved in oil exploration as well as CSOs revealed that they have regular communication activities and that these have gone some way to disseminate information and educate the public on different aspects of the oil and gas sector.

It must however be noted, that these strategies are developed independently of the government's communication strategy and primarily aligned to the specific business interests of the different companies and organisations.

1.2.6 Communication Gaps

A look at the communication systems and approaches as outlined above reveals significant communication gaps. This is augmented by findings from the Communication Needs Assessment exercise and the Report of the Reconnaissance Tour of the Albertine Graben. These can be summarized as:

1. Need to create a national institutional strategy to facilitate strategic communication on the oil and gas sector.
2. Need for communication leadership by government on issues in the oil and gas sector to avoid potential for misinformation from competing sources of information
3. Inadequate communication linkages with the various stakeholders, thus the general perception that the Government is not giving out information.
4. Low public awareness of policies, laws and regulation pertinent to the oil and gas sector leading to limited understanding of the sector and government's intentions. This helps reinforce misconceptions.
5. The need to better explore and harness synergies between government's communication systems and those of other actors such as the oil companies, CSOs, local authorities in the oil regions and other systems available to the public.
6. Misinformation of the public by individuals and organisations that have their own agenda.
7. High expectations among the public.

1.2.7 Communication Needs

Arising out of the communication mapping exercise were a number of communications needs that this strategy is expected to address. They are:

- 1) The need to popularize the NOGP and other policy and regulatory frameworks for purposes of assuring stakeholders and increasing their awareness and understanding of the sector.
- 2) The need to identify and deploy channels (tools) of communication that are best suited to deliver

messages efficiently and effectively to the different stakeholders.

- 3) The need to establish a communication structure to co-ordinate and manage the communication aspects on the oil and gas sector.
- 4) The need to develop an environmental scan mechanism to continuously monitor stakeholder opinions, views and attitudes and harness feedback for improved communication.

1.3 A Comparative Analysis of Other Communications Systems

1.3.1 An International perspective; The Norwegian Experience

For an international perspective on the use of strategic communication in the oil and gas sector, the Norwegian Petroleum Directorate (NPD) Communication Strategy was reviewed in order to understand how the NPD has used strategic communication as part of the overall strategic management of the oil and gas sector. NPD is a governmental specialist directorate and administrative body that was established in 1972 and reports to the Ministry of Petroleum and Energy (MPE), Norway.

The Norwegian experience in management of the oil and gas sector is illustrative of how a nation can utilize a finite resource in an efficient and effective manner and realize immense social transformation in a single generation. It has taken Norway no more than four decades to transform from a middle-income country in the 1960s and early 1970s into a “first world” player.

Norway stands out as an example on how oil producing nations can harness the benefits of good strategic communication principles probably because of the peculiarities of their environment. As a liberal democratic country, stakeholders demands for transparency and information dissemination and sharing is a non-negotiable part of the national culture.

Thus, in its management approach the NPD recognises the strategic importance of communication. It therefore provides that the NPD's management and staff shall use communication as a strategic tool. The key dimensions of the strategy include; clearly defined communication objectives; defined communication challenges or issues; target audience identification; definition of communication roles and responsibilities; channels of communication and communication structures.

The strategy reveals the value of information sharing and stakeholder engagement for the benefit of all. It is built around five key elements;

1. A clear communication structure and hierarchy; the NPD Strategy recognises the need for a clear communication hierarchy to guide the communication process; who can say what. Emphasis here is placed on communication leadership and co-ordination
2. A clear understanding of the core issues to be addressed: A clear understanding of the special challenges surrounding the oil and gas sector is important for the achievement of meaningful strategic communication interventions.

3. Clearly defined audiences for communication; The NPD strategy also emphasizes clear identification of target groups. In the NPD case these are defined as authorities, the industry, the society at large and employees. These broad categories represent government departments and agencies here referred to as authorities, oil companies and service providers classified as industry and society encompassing the public and the media. Importantly, it takes care of the employees who constitute the internal public but are important as ambassadors of the NPD.
4. Strategic understanding of key actors and their roles in the sector; understanding the specific interests and concerns of the different actors and developing relevant messages to address them, and
5. Appropriate tools and techniques to reach target audiences; identifying and deploying the most appropriate channels to deliver messages in the most efficient and effective manner possible.

1.3.2 A National perspective; The Directorate of Water Resource Management (DWRM) Communication Strategy (2009-2014) and the Bank of Uganda – Credit Reference Bureau (CRB) Public Awareness Campaign

Both the DWRM of the Ministry of Water and Environment and the Bank of Uganda have employed strategic communication to achieve specific policy and project objectives. The two are sampled for comparison. The DWRM is illustrative of the national experience in managing an important national resource while the BOU CRB Public Awareness Campaign strategy illustrates the use of strategic communication in the introduction of new concepts with a national impact.

The Directorate of Water Resource Management (DWRM) Strategy

A review of the DWRM strategy reveals an emphasis on the following elements that are applicable to this strategy:

- 1) The need for message specificity when addressing stakeholder interests and concerns. Both water and oil are very important strategic natural resources that impact on the different stakeholders in very specific ways. The DWRM strategy deals with communication to stakeholders for whom the importance of water in their day to day lives cannot be overemphasized. Similarly, the discovery of commercial oil reserves in Uganda has pushed issues for the oil and gas sector high up on the National agenda. This is well illustrated by the findings of the stakeholder consultation process. The DWRM strategy therefore illustrates the need for the communication process in the oil and gas sector to incorporate messages that address stakeholder interests in a very specific manner.
- 2) The other element of interest highlighted by the DWRM strategy is the necessity for very clear definitions of communication roles and responsibilities. This is especially so for the avoidance of duplication of responsibilities and the potential to send out conflicting messages. For the oil and gas sector this is especially important considering the multi-stakeholder nature of the sector. It is therefore important that communication roles and responsibilities are clearly defined and aligned to the specific mandates of the various institutions engaged in the sector.

- 3) A critical element of the DWRM strategy is the way it treats its audiences as internal and external. This is premised on the assumption that there are messages that are specifically targeted at internal audiences while there are messages developed for external audiences. While the oil and gas sector may not adopt the same format for treating audiences, it is critical to the success of any communication strategy to develop a very clear and precise understanding of the audiences to be reached. Audience definition has a direct impact on messages and channels of communication which may fundamentally determine the success of the communication process if not the overall strategy itself.
- 4) The DWRM strategy is to be implemented over a five-year timeframe while the oil and gas communication strategy has a shorter implementation timeframe. Overall, what needs to be put into consideration when determining the implementation period are the following; novelty of the subject, level of complexity and breadth of the subject, diversity of the audience and geographical spread and duration of the programme/project implementation. The oil and gas sector is likely to develop and grow through various phases over a significant period of time. This will require that the communication process is also spread out over time to continuously address emerging issues and challenges as they arise.

The Bank of Uganda (BOU) (CRB) Public Awareness Campaign

The BOU Public Awareness Campaign to popularize the Credit Reference Bureau (CRB) also offers sound lessons on the use of strategic communication. For the oil and gas sector, the following elements are of specific interest:

1. Like the CRB which was a completely new concept in the country, the oil and gas sector is an entirely new industry in Uganda. Similarly, both the CRB concept and the oil and gas industry are complex subjects that may not be easily understood by many. The elements of novelty and complexity pose significant challenges to those charged with the role of introducing and implementing the new concepts.
2. The BOU CRB Public Awareness Campaign was quite controversial and involved big players including banks, businesses and other stakeholders who were skeptical about the concept. What further complicated the situation was the apparently limited experience from other countries regarding the efficacy of the CRB concept. These challenges were well addressed through strategic communication. This experience is informative in the sense that the oil and gas sector is often considered controversial by some stakeholders; it involves many big players and attracts a lot of interest. This is further complicated by the less than satisfactory experiences of some oil producing countries especially in Africa, which have attempted to harness their oil and gas resources. Strategic communication is therefore critical in the successful management of the sector as it grows in Uganda.
3. The BOU CRB Public Awareness Campaign was developed after extensive consultation and

participation of all stakeholders. The process emphasized specific engagement and meaningful input from stakeholders to ensure that their core interests and concerns were catered for. This consultative approach eases stakeholder buy-in on the new idea and eases its implementation in the long term.

4. The CRB PAC took cognizance of the fact that there were many actors in the sector who were going to be instrumental in its implementation and in the communication process. It thus emphasized the need for cross-sector communication linkages/synergies that helped expand the breadth of the communication process and improved effectiveness of message delivery.

1.3.3 Lessons for Communication for the Oil and Gas Sector in Uganda

- 1) Although the international perspective of the communication challenges may differ owing to the differences in expectations, stages of development of the industry in Norway and Uganda and differences in their overall levels of development, the overall strategic communication function and objectives of communication reflect strong similarities. What is of importance is that the Ugandan strategy should look to define clearly its communication objectives in close consideration of the publics' expectations and communication needs.
- 2) Basing on the comparisons between the strategies of the NPD, the DWRM and the BOU, CRB PAC, the Ugandan oil and gas sector must also exhibit a clear understanding of the public expectations and interests in order to identify the correct issues and provide the best possible communication solutions.
- 3) The other lesson for the oil and gas communication strategy is that while there may be variations in the target audiences for communication as illustrated by the other strategies reviewed, it is still critical that a clear understanding of our audiences and their needs is developed to enable the development of appropriate messages and communicate through the appropriate channels.
- 4) A clear communication structure is important for the achievement of greater awareness and command of the communication landscape. It is also key to reducing risks associated with uncoordinated communication. It is therefore a key consideration of the Ugandan strategy to provide for a clear communication structure to guide communication on the oil and gas sector. This should be guided by the special context of governance in Uganda.
- 5) A sound understanding of the channels of communication is a critical factor in message delivery. The communication process therefore should pay particular attention to the specific characteristics of these channels and the dynamics around them. Thus, for instance while the Ugandan media plays a similar strategic mass communication role as with media in Norway, this strategy ought to take note of the different flavors in the Ugandan media when messaging. There are also issues of coverage of the different media levels of education and access when selecting tools/channels of

communication.

- 6) The issue of messaging is well illustrated by the three strategies reviewed. There is need to strike a balance in the communication process between broad messaging and messages specifically tailored to the interests of particular objectives and other stakeholders or audiences.

PART II: THE COMMUNICATION STRATEGY

2.0 Purpose of the Strategy

The Strategy places emphasis on the need for MEMD to be more proactive in handling communication on the oil and gas sector. To achieve this, the strategy provides a platform that the Ministry can use to communicate policies and programmes in the oil and gas sector in a strategic and effective way. The strategy thus establishes its communications objectives, critical target audiences, mechanisms for sharing and exchanging knowledge, and defines and establishes the communications structures for the Ministry.

The strategy therefore, sets a road map that will guide MEMD as the lead government agency in communicating on the oil and gas sector while promoting the understanding and uptake of new policies, programs and actions related to the sector.

2.1 Statement of the Problem

MEMD desires to effectively engage the public, media and all key stakeholders to support the development of the oil and gas sector that will result in national development and social transformation. However, despite the efforts that the Ministry has made in the development of the sector, public awareness and understanding of the sector remains low. Because of limited awareness and appreciation of what is happening in the sector, there has been significant misinformation and misrepresentation of facts about the sector.

Consequent to the findings from the communication mapping and communication needs assessment; it is observed that while current Government Communication efforts on the oil and gas sector are commendable, there is a need to align the following:

- i. Abridge the bureaucratic and lengthy administrative processes that lead to a communication vacuum that is filled by unreliable sources of information. Such a vacuum also leaves room for a lot of mixed messaging.
- ii. Better define communication structures and mandates to guide the communication process on the sector.
- iii. Coordinate communications systems and interventions to avoid duplication, inconsistency, and incoherence in communication.

When the above is done, efforts at managing public expectations and anxiety should improve, while reducing skepticism and suspicion of Government policies, programs and actions in the sector. It is this challenge that the Communication Strategy seeks to address.

2.2 Key Communication Challenges

The key issues that the strategy will address are;

- 1) Provision of communication leadership on oil and gas issues by MEMD to fast moving issues and taking best advantage of platforms as they develop.
- 2) The fast growing communication industry needs, with competing sources of information available to the media, the private sector, the general public and the international community.
- 3) Development of communication synergies with multiple and parallel institutions in Government, and industry where there is limited coordination and collaboration.
- 4) Strengthening internal and external coordination and resourcing of the Communications function and to align the communication strategy to existing policies and laws to enable strategic planning and proactive approach to the communications function across Government.
- 5) Taking advantage of the wide range of available communication tools to communicate consistently and effectively for the successful implementation of policies, programs and activities in the sector.
- 6) Developing and implementing structures, a communication hierarchy and accountability mechanisms for effective delivery of information on the oil and gas sector.

2.3 Goal of the Communication Strategy

2.3.1 Overall Goal

To establish a strategic communication framework for the oil and gas sector in Uganda that will build national, regional and international support for the sector and foster development and social transformation through information dissemination, exchange and sharing.

2.3.2 Objectives

The strategy is intended:

1. To bring about communication leadership, and foster a coordinated approach to communication by multiple actors.
2. To meet the information needs of the public through regular information dissemination, exchange and sharing.
3. To Promote accurate and balanced coverage of Uganda's oil and gas sector through proactive communication.
4. To establish an implementation structure to synchronize internal communication within MEMD and communication between other government institutions active in the sector.

2.3.3 Strategic Objectives

As a means of addressing the communication issues and challenges identified, the strategy will focus on the implementation of the strategic objectives and the key result areas/action points outlined here below.

Strategic Objective No. 1

To ensure that there is communication leadership and that the communication process is well coordinated, and is responsive to the diverse information needs of the public.

Key Results Areas

- a. Establishment of a Communication Unit in the MEMD with the mandate to lead the Government's communication effort on the sector.
- b. Establish communication linkages with other Ministries, Departments and Agencies (MDAs) and local governments for improved inter-agency and intra-Government communications.
- c. Articulate communication structures to eliminate conflicting communication.

Strategic Objective No. 2

To provide mechanisms for the provision of timely, accurate, clear, objective and complete information on the oil and gas sector.

Key Result Areas

- a. Training of staff on clear communications and media relations to enhance their ability to communicate more clearly and accurately.
- b. Identifying and deploying relevant communication tools and channels for effective communication on the sector.
- c. Developing a media relations plan to take advantage of the media landscape.

Strategic objective No. 3

To identify and address the public's communication and information needs and issues on the oil and gas sector routinely and evaluate public understanding and feedback on the process.

Key activity areas:

- a. Development and implementation of an environmental scan framework for enhanced awareness of public perceptions, information needs and opinions on digital migration process.
- b. Establishment of an effective feedback mechanism to capture public views as a means of ensuring enhanced public involvement in the communication process.
- c. Development and implementation of a monitoring and evaluation framework to measure the

efficiency and impact of messages.

d. Conduct periodic media monitoring and evaluation of press coverage.

Strategic objective No. 4

To develop an implementation structure for the strategy that clearly defines actors' roles and responsibilities and harnesses communication synergies from the different communication efforts.

Key activity areas

- a. Establish a co-ordination framework to bring together the different government institutions active in the sector.
- b. Identify and harness synergies in the parallel communication effort of other actors.
- c. Define roles, responsibility structures of all the key players in the communications process.

2.4 Audiences for the Communication Strategy

The Communication Strategy sets out to consistently reach out, share and exchange information with the core audiences and actors at all levels and promote a concerted approach to participation in the oil and gas sector through sharing, exchange and engagement. These are:

Audiences for the strategy	
Government Institutions	<p>Cabinet and Cabinet Secretariat</p> <p>➤ Ministries</p> <p>➤ Departments/agencies</p> <p>MEMD, MWE, MoFPED, MoD, MoLG</p> <p>URA, BOU, NEMA, UWA, NFA, MIA, Security Agencies, Auditor General, Accountant General</p>
Parliament	<p>Natural Resources Committee</p> <p>Budget Committee</p> <p>Committee on the Economy</p> <p>All Members of Parliament</p>
Industry actors	<p>Oil exploration companies</p> <p>Refining companies</p> <p>Distribution/ marketing companies</p> <p>Service Providers</p>
Civil Society Organisations	<p>Civil Society Coalition on Oil (World Wide Fund, Wildlife Conservation Society, ACODE, NAPE, International Alert, among others)</p>
Universities and Tertiary Institutions	<p>Makerere University</p> <p>Uganda Petroleum Institute Kigumba</p> <p>Uganda Management Institute</p> <p>Mbarara University</p> <p>International University of East Africa</p>

	Uganda Christian University
The mass media	Editors Reporters/ Writers
Others	The general public Business Community
Communities in the Albertine Graben and other areas with oil infrastructure	Community leaders Schools Individuals Community Development Officers
Cultural institutions	Kingdoms (other cultural groups and associations recognized by law)
International community	Embassies and High Commissions Development Partners

Table 1; Audiences for the Strategy

The Audiences for the strategy will not be limited to the above, but expected to grow as the sector gets entrenched in the country.

The table below describes the target audiences for the communication strategy their interests in the sector and appropriate messaging and channels to address the defined interests in the oil and gas sector.

Audience	Common interest with the oil and gas sector	Key message concepts	Channels
Ministry of Energy and Mineral Development	<p>Would like the oil and gas sector to develop into an opportunity for Uganda</p> <p>Wants to see stakeholders convinced that the government's actions in the sector are aimed at getting the best out of the resource and the public supports it</p> <p>Would like to achieve effective and efficient resource management and utilisation</p>	<p>MEMD wants to share information about the oil and gas sector and its benefits with all stakeholders</p> <p>The MEMD would like to ensure the development of the sector is supported for national development</p>	Posters Letters E-mail Memos Telephone Newsletters Meetings Seminars Training workshops Policy Statements Cabinet papers and memos
Ministry of Water and Environment	<p>Would like the oil and gas sector to develop into an opportunity for Uganda</p> <p>Wants to see stakeholders convinced that the government's</p>	MWE wants to ensure that there is adherence to principles of sustainable development in the development of the oil and gas sector	Posters Letters E-mail Memos Telephone Newsletters

	<p>actions in the sector are aimed at getting the best out of the resource in an environmentally sustainable manner and the public supports it</p>		<p>Meetings Seminars Training workshops Policy Statements</p>
Ministry of Finance Planning and Economic Development	<p>Would like the oil and gas sector to develop into an opportunity for Uganda</p> <p>Wants to see stakeholders convinced that the government's actions in the sector are aimed at getting the best out of the revenue through efficient and effective resource management and the public supports it</p>	<p>The MoFPED wants to ensure that there is transparency and accountability in revenue collection and management</p> <p>Reassures the public that revenue from oil and gas will be utilized for development through infrastructure projects and service delivery</p>	<p>Posters Letters E-mail Memos Telephone Newsletters Meetings Seminars Training workshops Policy Statements</p>
Ministry of Local Government	<p>Is the main link between the Central Government and the Local Governments in the translation and execution of government programmes and delivery of quality services</p> <p>Eager to see how the new resource can contribute to the development of the specific local government areas in the oil producing regions, as well as in the form of additional revenue for improved services countrywide</p>	<p>MOLG is assured that the Corporate Social Responsibility (CSR) and other development interventions undertaken by the oil companies in the oil producing areas are synchronized with national development programmes and complement each other</p> <p>MOLG is assured of durable infrastructure and knowledge development that enhances productivity of local governments</p>	<p>Posters Letters E-mail Memos Newsletters Meetings Seminars Training workshops Quarterly and Annual Reports</p>
Uganda Authority Wildlife	<p>The national parks and reserves are a key component in the development of the oil and gas sector</p> <p>Wants the oil and gas sector to be developed in a manner that mitigates potential damage to these nature reserves.</p> <p>The success of the oil and gas sector will ensure popular support for government</p>	<p>The UWA is involved and consulted in the development process</p> <p>Efforts are being made to minimise harm to the wild life reserves and the animals habitats</p>	<p>Posters Letters E-mail circulars Telephone Newsletters Meetings Seminars Training workshops Newspaper articles and supplements Media briefings Website information Radio and TV programmes Reports</p>

Parliament	<p>MPs want their constituents lives to be positively transformed</p> <p>MPs want the oil and gas sector to be developed efficiently for national development</p> <p>Success of delivery of policies and programmes will improve the chances of re-election for the MPs</p> <p>High quality MPs being elected and re-elected</p>	<p>MPs should support and enact laws aimed at supporting the oil and gas sector</p> <p>MEMD and other ministries are available to answer the MPs queries and provide guidance on how policies and programmes in the oil and gas sector can best be developed to answer to the needs of their constituents</p> <p>A well-managed oil and gas sector will ensure additional revenue for the country and bring about national development</p> <p>Parliament oversight assures transparency and accountability</p>	<p>Periodic meetings with relevant committees e.g. Committee on Natural Resources Workshops Letters Magazines Website information Policy Statements</p>
Local Governments	<p>Their performance judged on the delivery of quality services and programmes</p> <p>Eager to see successful social transformation and development in the communities</p>	<p>The oil and gas sector needs local leaders for it to succeed</p> <p>The MEMD will provide information and skills training to monitor performance of the sector</p> <p>Report to the authorities individuals/groups who constitute a threat to the sector</p>	<p>Posters Letters E-mail Memos Newsletters Meetings Seminars Training workshops</p>
The mass media	<p>Want access to and constant flow of information from the MEMD</p> <p>Availability to comment on emerging issues in the oil and gas sector</p> <p>Proactive PR where the MEMD and other implementing agencies initiate contact and engage the media on an on-going basis</p>	<p>The development of the oil and gas sector is on course and is already delivering benefits to the citizens</p> <p>More innovative policies and programmes are being designed for the effective development of the sector</p> <p>The MEMD and other MDAs are interested in partnering with the media for development and social transformation purposes</p> <p>The MEMD, partners and agencies are available to answer media queries on a regular basis</p>	<p>Quarterly press conferences Guided media tours Open days Press releases Bi-annual breakfast meetings for editors and programme producers Training workshops Seminars Discussion for a Handbooks E-mail Website Factsheets Research papers</p>

		Promotion of professional reporting on the sector	
Regional and International Media	<p>Want access to and constant flow of information from the MEMD</p> <p>Availability to comment on emerging issues in the oil and gas sector</p> <p>Proactive PR where the MEMD and other implementing agencies initiate contact and engage the regional and international media on an on-going basis</p>	<p>Keen to see that developments in the sector are in line with international trade and business protocols and standards</p> <p>Want to understand the strategic position of Uganda in the world in lieu of the new oil and gas sector</p> <p>Are keen to see how Uganda manages the new resource vis a vis the experiences of other African countries</p>	<p>Quarterly press conferences</p> <p>Guided media tours</p> <p>Open days</p> <p>Press releases</p> <p>Handbooks</p> <p>E-mail</p> <p>Website</p> <p>Factsheets</p> <p>Research papers</p> <p>Presentations</p>
Oil companies [engaged in exploration, production, refining, sales and marketing]	<p>Provide strong linkages between the industry and government</p> <p>Want the oil companies to remain relevant to national development agenda through the provision of relevant and good quality services</p> <p>Assurance of adequate returns on investment</p>	<p>Policies and programmes achieving objectives for which they were established</p> <p>Resources will reach targeted beneficiaries and will undertake good Corporate Social Responsibility (CSR) to ensure the population benefit</p> <p>Involving the population in choosing CSR projects</p> <p>Professional and efficient petroleum operations</p>	<p>Letters</p> <p>E-mail</p> <p>Memos</p> <p>Telephone</p> <p>Newsletters</p> <p>Meetings</p> <p>Seminars</p> <p>Workshops</p> <p>Reports</p> <p>Website information</p>
The general public	<p>Concerned about the development of the oil and gas sector and the potential benefits for the country</p> <p>Interested in the fulfillment of government promises to provide high quality services with additional revenue from the sector</p>	<p>Government fully committed to providing quality services from additional revenue</p> <p>The public is encouraged to support government's efforts to develop the sector</p> <p>Resources allocated to government programmes will be used for public benefit through improved service delivery</p>	<p>Community meetings</p> <p>Seminars</p> <p>Workshops</p> <p>Letters</p> <p>E-mail</p> <p>IEC materials</p> <p>Newsletters</p> <p>Newspaper articles and supplements</p> <p>Radio programmes and announcements</p> <p>TV programmes and announcements</p> <p>Interpersonal contacts</p> <p>Posters and fliers</p> <p>Website information</p>

			Social networks (Facebook/Twitter) Bulk SMS services
Communities in the Albertine Graben and areas with oil infrastructure	<p>Are directly impacted (negatively and positively) by the activities of the oil industry</p> <p>Expect to see very direct benefits accruing from the industry</p>	<p>Communities in the Albertine Graben are encouraged to support government's efforts to develop the sector</p> <p>A portion of the revenue is expected to be retained by the local authorities for social services</p> <p>The industry will create direct employment opportunities and other business opportunities for individuals and groups in the Graben</p>	Community (Village) meetings IEC materials (translated) Radio programmes and announcements TV programmes and announcements Interpersonal contacts Posters and fliers (Translated) Seminars Workshops
Environmental and Wildlife conservation agencies	<p>Champion rights of citizens to a clean environment and natural Heritage</p> <p>Work with oil companies to find solutions to problems of oil exploration, processing and transportation</p> <p>Are concerned about oil pollution management, environmental degradation and wildlife protection</p>	<p>Willing to partner with oil companies to find solutions to oil waste disposal</p> <p>Information regarding the impact of the oil and gas sector on the environment and wildlife is available to the oil companies, the public and other stakeholders</p> <p>The public are partners in demanding for a clean and secure environment and conservation of wildlife</p>	Meetings Presentations workshops Seminars Conferences Newsletters Website E-mail Newspapers Public education handbooks
Civil Society	<p>Contribute to championing the rights of citizens by ensuring access to good quality services</p> <p>Work with government and other stakeholders to ensure transparency and accountability in the sector</p>	<p>Civil Society willing to partner with oil companies to ensure benefits reach the communities</p> <p>Information about good governance in the sector is available to the public for informed decision making/choices</p>	Meetings Presentations workshops Seminars Conferences Newsletters Website E-mail Newspapers Public education handbooks
Universities and tertiary institutions	Training of artisans and	Training programmes are well adjusted to produce geoscientists	In-service training curriculum review

	<p>technicians to work in the sector.</p> <p>Provide training for Geoscientists and engineers for the provision of skilled labour, including other skills such as law and Economics to the oil and gas sector,</p>	<p>and engineers with relevant skills to match the new sector</p> <p>Projection of numbers to be trained</p>	<p>Workshops Tours Open days Radio/TV</p>
The East African (EAC) Secretariat	<p>Would like the oil and gas sector to develop into an opportunity for the EAC region</p> <p>Wants to see all stakeholders convinced that the member states actions in the sector are aimed at getting the best out of the resource and there is benefit to the region</p>	<p>The EAC wants information about the oil and gas sector and its benefits shared among EAC member states and with all stakeholders</p> <p>The EAC is keen to see that developments in the sector are in line with regional trade and business protocols</p> <p>The EAC would like to ensure the development of the sector is supported for regional development and social transformation through improved standard of living for the citizens</p>	<p>Posters Letters E-mail Memos Telephone Newsletters Meetings Seminars Training workshops Policy Statements Conferences</p>
International community	<p>Would like to know how the sector is developing in Uganda</p> <p>Are keen to know how they can participate in the sector in terms of investment in the sector, and knowledge and skill transfer</p> <p>Need assurance that their investments are secure now and in the future</p> <p>Would like to see transparency and accountability promoted in the sector</p>	<p>The oil and gas sector is continuing to register positive growth with more yields from exploration activities and Uganda is moving into planning for the mid-stream activities as well as expansion for downstream distribution and marketing activities.</p> <p>Uganda is a liberalized economy that encourages foreign investment, and welcomes foreign investors to invest in the sector.</p> <p>The Government of Uganda has moved to implement legal and regulatory mechanisms to protect investments. The country is peaceful and secure and investments will not be disrupted</p>	<p>International conferences Promotional events International trade fairs Foreign Missions (embassies and high commissions) Mass media MEMD Website Social networks (Facebook, Twitter) Special guided tours for international business people Meetings</p>
Cultural institutions	Championing the rights of	The oil and gas sector needs local	Cultural galas and

	<p>citizens by ensuring access to good quality services</p> <p>Would like the oil and gas sector to develop into an opportunity for their areas</p> <p>Eager to see successful social transformation and development in the communities</p>	<p>leaders for it to succeed</p> <p>Cultural institutions willing to partner with oil companies to ensure benefits reach the communities</p>	<p>celebrations</p> <p>Meetings</p> <p>Workshops</p> <p>Seminars</p>
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Table 2: Target Audiences, their interests and key message concepts

2.5 Channels/Media

Basing on information gathered during the stakeholder consultation and communication needs assessment process, the strategy proposes a number of communication channels through which the various target audiences could be reached. A brief guide is provided on how each of the channels can be applied to maximize the impact of the messages that may be communicated using these channels.

Channel	Application
1. Print media a) Newspapers	<p>Full colour inserts/fliers can be an effective means of disseminating information as they are attractive to the reader, with a much longer shelf life than even the newspaper itself. They can reach all corners of the country very fast, inside the newspaper. They are more effective with pictorials. They can be used to disseminate specific milestones in the oil and gas sector</p> <p>Newspaper supplements could also be valuable in bringing out useful details about the oil and gas sector, especially on matters of policy and regulation. This information may further help the public to understand the actions being undertaken by the MEMD. Newspaper supplements can raise public awareness about an institution/project especially on specific days, e.g. Budget Day, State of the Nation Address Day, Independence Day, etc.</p> <p>News stories and feature articles, through regular periodical press briefings, or as need arises, journalists can be invited from time to time to cover developments in the oil and gas sector so that they can generate stories. It is also important for the MEMD Communication personnel to write in the press and appear on TV and radio talk shows to address issues related to the sector</p> <p>Newspaper strips; strips allow for quick and easy reading due to the</p>

	<p>summarized and precise presentation of information. They are also more recurrent than the other print formats.</p>
<i>b) Other printed materials</i>	<ul style="list-style-type: none"> ➤ MEMD/ PEPD could publish a quarterly newsletter that is entirely focused on the oil and gas sector and distribute it to the stakeholders. ➤ Brochures, posters, fliers, factsheets and other IEC materials. ➤ Institutional Quarterly and Annual Reports
<i>2. Radio</i>	<p>Regional Radio Programmes: Important to have regularly radio programmes on selected FM stations across the Albertine Graben and the rest of the country; East, Central, North, North West, West, East and North East. The programmes will help explain issues related to oil and gas sector, and the expected benefits of the new resource.</p> <p>Talk shows: The MEMD can take advantage of the various talk shows on most of the radio stations to engage the public on the sector. The communication officers of the MEMD and other relevant agencies should be regular panelists on the shows so they can push the agenda through the media. These appearances should be well coordinated and the talking points prepared and agreed on to avoid sending conflicting messages to the general public.</p> <p>Radio documentaries and spots: The Communication Unit of the MEMD should jointly produce documentaries on digital migration and get them aired on radio from time to time for public awareness.</p>
<i>3. Television</i>	<ul style="list-style-type: none"> • The communication office of the MEMD should negotiate slots for Key Ministry officials to appear on selected popular talk shows for discourses on the oil and gas sector • Produce and broadcast short documentaries on the oil and gas industry, benefits and challenges.
<i>4. Website Information</i>	<ul style="list-style-type: none"> • The MEMD must capitalize on this resource to reach its internal and external audiences. Timely updates are necessary for this medium to succeed. • The Ministry should introduce a well monitored discussion forum and a Frequently Asked Questions (FAQ) section on its existing site. • Link the website to other useful sites. • Post all the necessary information on the oil and gas sector on it.

<p>5.Meetings, seminars and workshops with other key stakeholders</p>	<ul style="list-style-type: none"> • Meetings are an important avenue to relay message and get feedback. Such meetings benefit the communicator through the two-step flow theory of communication in which messages are first delivered to a few but influential members of a community; which will then percolate to the rest of the target publics coming from their opinion leaders.
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Table 3; Various channels of communication for the strategy

2.5.1 Specific Engagement with the Media

The strategy identifies the media as key strategic partners and outlines specific action points to develop and maintain strong relations with the media. These are:-

- **Training:**

Train journalists on a regional basis across the country on coverage of the oil and gas sector. MEMD can partner with a reputable training institution like Makerere University or any other institution(s) with relevant capacity.

- **Meetings with senior editors and media proprietors:**

Editors and media owners may not go to the field for information but they ultimately determine content. MEMD should organise periodic interactions with senior editors and proprietors of media houses in Uganda to appraise them on the sector and how they can work with the media. The events should be well covered.

- **Media tours:**

MEMD should continue holding tours for journalists to the Albertine Graben. The media tours can be done twice a year.

- **Press conferences:**

Organise strategic press conferences whenever key happenings occur; in addition to quarterly press conferences to provide strategic information to the media and influence media agenda towards the oil and gas sector.

- **Media Contact List:**

Maintain a media contact list of journalists who can provide press coverage at short notice.

- **Designate a spokesperson:**

MEMD should have a designated spokesperson available to the media on a 24-hour basis, to answer queries, provide comment and guide journalists on key issues about the oil and gas sector.

2.6 Feedback Mechanisms

It will be important to ensure that there is regular and comprehensive feedback for the implementers of the

strategy to track the reactions of key stakeholders. Feedback would, *inter alia*, help in the following ways:

- Assurance that the messages have been received.
- Knowing that the messages were considered serious enough by the receiver to elicit a response.
- Gauging whether the receiver has assigned the same meaning to the message as intended by the sender.

Avenues for feedback include:

1. Suggestion boxes in regional offices.
2. Call-ins during radio and TV programmes.
3. Question and answer sessions during meetings.
4. Internet chats.
5. Toll free line
6. Drama groups and exhibitions.
7. Registry book for generated information and queries
8. Social Networking Media

PART III: IMPLEMENTATION FRAMEWORK FOR THE STRATEGY

3.1 Strategic Communication Planning

3.1.1 Communication Planning

While Government has been active in promoting the industry and has undertaken a variety of other communication activities as earlier noted in the strategy, there is a need to galvanise all these efforts into a strategic framework that enhances the government's capability to provide strategic communication leadership on the sector while meeting the communication needs of the different stakeholders and ensuring participation of all relevant actors in the communication process.

The strategy is therefore intended to provide a systematic approach to communication, delivering messages and information that should positively guide discussion and public expectation on the sector. The Communication Strategy is flexible and designed to adapt to changes in the communications environment hence, the strategy will be reviewed periodically to keep it relevant to the communication needs of Government and the public.

3.1.2 Levels of Communication

The successful implementation of this Communication Strategy depends on the establishment of a clearly defined communications function, structure and reporting mechanisms for the oil and gas sector.

Taking into account the findings of the Communication Mapping and Needs Assessment, the Strategy proposes the alignment of the levels of the communication function, key responsibilities, and the establishment of a communication unit in MEMD.

The Strategy further emphasizes that policy on the oil and gas sector and communication should be integrated. Communications should be built into programme formulation, analysis and implementation especially since it is addressed in the NOGP. This integration process is clearly captured in the NOGP. The strategy also identifies strategic media relations and, crisis and issues management.

The Strategy identified the following key levels for communication responsibility. These levels are in keeping with provisions of section 4:0 of the Draft Government Communication Strategy that provides for institutional structures for the communication function namely:

- 1) Office of the President- State House, Cabinet Secretariat, Office of the Minister for the Presidency
- 2) Office of the Prime Minister- Directorate of Information and National Guidance and Uganda Media Centre
- 3) The Ministry of Energy and Mineral Development
- 4) Sector Ministries (MoFPED, MWE, MoLG)

5) Local Governments

Thus the communication roles and responsibilities outlined in this strategy shall be executed in accordance with the established mandates of the various government institutions and other actors identified in the categories above as spelt out in the draft government communication strategy. The implementation of the strategy shall thus recognise the levels of communication outlined below:

1. The Presidency

The Presidency shall provide overall leadership in public policy management, facilitation of the policy making process and promotion of good governance and advocacy for Government policies and programmes related to the oil and gas sector. It shall do this through the elected party's winning manifesto, the State of the Nation Address, the budget speech, regular Cabinet decisions and other key sources of Government policy on the oil and gas sector.

The following units of the Office of the President shall co-ordinate government communications on behalf of the Presidency:

a. Cabinet Secretariat

The mandate of the Cabinet Secretariat is to support Cabinet in the discharge of its constitutional mandate of formulating, determining and implementing Government policy. To support Cabinet in effective communication of Government policy, Cabinet Secretariat will:

- i. Work with the MEMD, MoFPED, MWE and the Uganda Media Centre (UMC) and MDAs to map out core policy and communications priorities for the Government in line with Cabinet decisions
- ii. Integrate policy and communication priorities
- iii. work with the Directorate of Information and National Guidance, UMC and Ministries Departments and Agencies to develop key messages
- iv. Communicate Cabinet Decisions to Ministries

b. Uganda Media Centre

The mandate of the Uganda Media Centre is to provide a media platform for communication for Government and actively engage the media to promote a positive image of the Government and country locally, regionally and internationally. The political leadership for the UMC shall:

- i. Ensure consistency of Government key messages on the oil and gas sector. The Uganda Media Centre will work with the relevant line Ministries to develop all Government communication materials (press releases, supplements, advisories, statements, documentaries e.t.c.)
- ii. Develop communication materials for the Government Spokesperson and the President
- iii. Provide logistics for media briefings

- iv. Maintain timely information sharing with the Local Governments
- v. Monitor the media
- vi. Manage and coordinate the Media Press conferences, Briefings and press releases & statements
- vii. Monitor social media
- viii. Manage a website and intranet
- ix. Working with the Governments Spokes Person and MDAs, manage emerging Issues and crises
- x. Undertake short term strategic planning and alignment with key messages
- xi. Research and information gathering

2. The Office of the Prime Minister

The Office of the Prime Minister is responsible for coordinating the implementation of Government policy, with specific roles in the management of flow of information and providing national guidance in line with government policy.

a. The Directorate of Information and National Guidance

The Directorate is responsible for policy formulation, coordination, media regulation and implementation of the Act on the Right of Access to information and the policy on Flow of Government Information. Its mandate is to act as the Lead Agency on Government information dissemination, public relations and advocacy. It is responsible for:

- i. Formulating the policy on information management
- ii. Setting national information standards and regulating multi-media services
- iii. Establishing a sound information system across Government.
- iv. Communicating government's position on policy and programmes.
- v. For communicating as the official Government spokesperson (The Minister of Information and National Guidance).
- vi. Act as the source of official Government position on public issues.

3. Line Ministries, Department and Agencies (MDAs)

Broadly speaking, Line Ministries, Departments and Agencies have the responsibility for implementing Government policies, subject to sector specific mandates. MDAs shall support the Communication function by:

- i. Conducting sector specific research and information gathering
- ii. Developing communication material for the Ministry, Department or Agency
- iii. Providing logistics for Ministry events
- iv. Aligning and making available all media communication materials to ensure consistency with the Governments overall core messages
- v. Maintaining an updated informative and interactive website and intranet
- vi. Maintaining an internal newsletter
- vii. Providing sector specific operational or programme related communication efforts

- viii. Managing Ministry Guest Relations, Protocol and Events
- ix. Informing the Office of the Prime Minister of Access to Information Requests and releases of information

4. Local Governments

According to the Constitution of Uganda Article 189, clause (3), District Councils (Local Governments), shall have the responsibility for any functions and services not specified in the sixth Schedule. To support the communication function across Government therefore, District Councils (Local Governments) shall perform the following duties:

- i. Undertake research and information gathering
- ii. Develop communications material for the Local Government
- iii. Provide logistics for Local Government events
- iv. Align and make available all media communication materials to the Office of the Prime Minister and Uganda Media Centre to ensure consistency with Governments overall core messages
- v. Undertake operational or programme related communication efforts
- vi. Maintain a website and intranet
- vii. Maintain an internal newsletter
- viii. Inform the Office of the Prime Minister of Access to Information Requests and releases of information

3.2 Co-ordination and Implementation of the Strategy

MEMD as the lead institution shall through a designated communications office, and working closely with representatives from partner Ministries, Departments and Agencies and industry provide communication leadership and oversee the implementation, coordination and follow-up of this strategy along the roles and responsibilities spelt out below.

a) The Minister

Ministers as political heads of their Ministries are responsible for communicating the Ministry/sector policies, programmes and projects. The Minister for Energy and Mineral Development shall thus be responsible for communicating sector policies, programmes and projects related to the oil and gas sector.

b) The Permanent Secretary

Permanent Secretaries are mandated by law, as Accounting Officers of their Ministries, to communicate Government Policy and programmes. Thus the Permanent Secretary shall communicate on matters of accountability, policy and programmes on the oil and gas sector.

c) The Commissioner PEPD

The Commissioner PEPD shall be mandated to communicate on technical issues in the sector.

d) The Communications Officer

The Public Relations Officer or Information Officer designated to speak on behalf of the sector shall be

the focal point person for the Ministry in communicating general matters of the oil and gas sector and information dissemination. The Officer shall communicate on routine issues in the sector such as history and progress of exploration, new discoveries made, facts on the sector and other routine information among others. The Officer may also from time to time communicate on policy issues. However this should be done in close consultation and clearance with the **Permanent Secretary**.

3.2.1 Communication Roles and Responsibilities of the Different Stakeholders

Institution	Key responsibilities
Office of the President- Cabinet Office	Identify and communicate National Priorities regarding the developments in the country.
MEMD: In order to ensure that the development of the oil and gas sector is executed smoothly, the MEMD is expected to carry out the following activities among others:	<ul style="list-style-type: none"> I. Put in place appropriate policy, legislative and regulatory frameworks to enable the smooth development of the oil and gas sector; II. Undertake deliberate measures to enhance stakeholder awareness and understanding of the policies, laws and regulations; III. Create an environment that facilitates participation of key stakeholders in the sector including priority identification, planning new developments in the oil producing areas, environmental management and resource management among others; IV. Establish communication structures and linkages with other MDAs and oil companies. V. Establish a well facilitated communication office with a clear mandate to provide communication leadership about the oil and gas sector
Local Governments	<ul style="list-style-type: none"> I. The Chief Administrative Officers and the District Information Officers shall communicate Government Policy and programmes on the oil and gas sector in the district. II. Local Governments shall strategically engage with the public in identifying issues and information needs of the citizens at the grassroots level.
Sector Ministries (MoFPED, MWE)	<ul style="list-style-type: none"> I. Provide supporting information related to the other Pillars of the oil and gas sector, e.g. Revenue Management and Environment and natural resource management
Bank of Uganda	<ul style="list-style-type: none"> I. Disseminate information on the Oil Fund to the respective government agencies, Parliament and the public
Departments and Agencies (URA, BOU, NEMA, UWA, NFA)	<ul style="list-style-type: none"> I. Provide relevant information regarding tax collection, wildlife safety, environmental conservation/impact vis the oil and gas sector among others
Security Agencies	<ul style="list-style-type: none"> I. Communicate on matters of the security of the Albertine Graben, and oil and gas infrastructure and installations
Oil Companies	<ul style="list-style-type: none"> I. Provide information to Government on new oil discoveries and

	<p>other major development undertakings</p> <p>II. Engage local governments, populations and other stakeholder in the process of executing development plans</p> <p>III. Identify and build communication synergies between the company and government communication processes, e.g. holding joint press conferences to announce major developments in the sector</p>
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Table 4: Communication roles and responsibilities

3.3 Projection for the roles of new institutions in the strategy

It is here recognized that the communication mandates, functions and processes as defined in this strategy may be adjusted to accommodate new institutions provided for in the NOGP including the proposed Directorate of Petroleum, Petroleum Authority of Uganda (PAU) and the Uganda National Oil Company (NATOIL), whose communication roles will be in line with policy.

Directorate of Petroleum

The Directorate, according to the NOGP Sub-section (7.2.3) will carry out the roles of policy making, monitoring and evaluation. It will be in charge of coordinating the development of the oil and gas sector through three departments responsible for upstream, midstream and downstream sub-sectors. The Directorate will also be responsible for coordination national capacity building for the oil and gas sector.

The Petroleum Authority of Uganda (PAU)

The NOGP Sub-section (7.2.4) under the institutional frameworks provides that there will be an authority established to regulate the different players in the sub-sector. The role of the PAU shall therefore include Monitoring and regulating petroleum operations including reserve estimation and measurement of the produced oil and gas; and proposing and implementing regulations and monitoring expenditure on licenses among others. The authority shall thus be responsible for communicating on regulatory aspects of the sector.

Uganda National Oil Company (NATOIL)

The NOGP Sub-section 7.2.5 provides for the establishment of NATOIL, whose role shall be to handle the state's commercial interest in the sub-sector such as state participation in licensing and marketing the country's share of oil and gas production received in kind. The NATOIL will therefore manage the business aspects of the sector. It is thus projected that NATOIL shall communicate mainly on issues related to the participation of the state in the commercial aspects of the sector in order to enhance Government's recognition by International Oil Companies as a partner.

3.4 Risk Management and Plan for Continuity

The development of this communication strategy recognizes the fact that the MEMD, partner agencies and the target audiences are "living" and "changing" entities. They learn, adapt and adjust to their environments and the changing socio-political, economic and environmental circumstances. Therefore, the risk management part of this strategy lies in the fact that it is a "living communication strategy" that learns and adapts to stakeholders needs, trends and circumstances. The task of continuous learning, adjustments and adaptation, lies in the hands of the designated communications office that will work with the all stakeholders to spearhead the continuous learning process through listening, sharing, exchange and continuous feedback.

However, MEMD should be aware of the following potential risk factors:

- Possibility of sending mixed and conflicting messages by the MEMD and other actors involved in the oil and gas sector. This arises from the multi-disciplinary nature of the industry.
- Unrealistic expectations from stakeholders as a result of limited knowledge and understanding of the sector
- Anxiety arising out of misinformation by some sections of the public,
- Communication overload, fatigue and competition from other policies and programmes for community attention and participation
- Intermittent, sporadic and irregular communication and delays in feedback
- Poor issues identification and management, and
- Poor management of crises associated with the industry

The strategy risk management plan is thus premised on two elements:

- Clear and precise messaging guidelines
- Effective issues management approaches

3.4.1 Guidelines for Message Development on the Oil and Gas Sector

For purposes of consistency and risk mitigation, all messages and messaging products shall be developed along the clear and precise guidelines. Messages should therefore fall within the defined phases and answer information needs related to the specified stages of development of the sector as it progresses from the exploration/prospecting stage, through production and refining to sales, marketing and distribution.

Phase 1: AWARENESS:	What is happening? Tell the public what is happening in the oil and gas sector. Announce the new item to be communicated; break the ice using multiple channels of communication.
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Phase 2: EDUCATION:	What is the oil and gas sector about? Technical explanation of the oil and gas sector. Break it down in a way that a layman can understand. E.g. exploration/prospecting, extraction and refining, sales, marketing and distribution
Phase 3: CALL TO ACTION:	What is the role of the stakeholders? How should they respond to or support the development of the sector? It's a call to action, broken down to specific groups.
Phase 4: IMPACT:	Public's feedback e.g. testimonials of local communities, what has been the impact of the oil and gas industry on them so far, which can be shared across all channels.
Phase 5. REINFORCEMENT:	Reinforce the messages in phase 2 3 and 4

Table 5; Guidelines for developing key messages

3.4.2 Issues Management

Reading the Media and Emerging Issues

This refers the MEMD's assessment of issues and in deciding the best approach to messaging to allow the MEMD to position itself on issues in the oil and gas sector in a way that best suits circumstances at the time whether to contain, confront, embrace or expand on the issue. The MEMD communication team shall actively track media actors' and public's views, opinions and comments as well as media reports to anticipate the direction of debate and develop the best messages for the situation. This will allow the MEMD to monitor Stakeholders' reaction and determine the political, economic and social dimension of the debate or issue.

The process of managing an issue requires clear identification of the issues in the sector to avoid dealing with symptoms of the problem. MEMD shall lay out an appropriate issues management strategy in keeping with the provisions of Section 6, Sub-section 6.1 of the draft Government Communication Strategy. It shall define the point at which the issues are identified, a strategy developed, messages/products are produced, media briefings are conducted, effects of MEMD action reviewed until the issue is resolved and the status quo is re-established.

The issues management process is a set of interconnected mitigation actions that are undertaken to address an issue that the public is actively reacting to prior to the problem transforming into a full blown crisis. During this process, the communication machinery engages in predetermined activities during the play out of the issues until it is resolved.

3.5 Emergency (Crisis) Communication Framework

The purpose of the communication effort during a crisis or disaster is to:

1. Educate the public about the crisis
2. Reassure the public something is being done about the crisis
3. Guide and be accountable to the key stakeholders and the general public.

This will ensure that Government stays in control of the situation as well as keep the public calm and positively contributing to resolving the crisis.

For purposes of clarity, a crisis shall be defined as any major unpredictable event that threatens to harm the oil and gas sector; its stakeholders, or general public. Crises shall include, among others, natural crises such as earthquakes, volcanic eruptions, hurricanes, floods, conflicts, fires, oil spills, blowouts and accidents, and any other issue that Government may deem to constitute a threat to the industry.

In a crisis one is faced with the element of surprise and short decision time. To avoid panic one needs to plan ahead to manage the crisis including a crisis communication plan.

Objectives of Crisis Communications

The objective of Crises Communications is to:

1. Demonstrate that the Government is prepared to respond to public communication needs.
2. Educate the public on any issue that affects them.
3. Provide consistent, coordinated and effective public communication.
4. Ensure that the public (stakeholders) have access to transparent, accessible, accurate, real time information that will help them respond effectively to the crisis.

MEMD shall in the actualisation of its crisis management plan develop a (living and detailed) detailed Crisis Management Plan that identifies the key responsibilities, the required action and the necessary resources to implement the plan. The plan shall be aligned with the guidelines to crisis management as provided in Section 6, Sub-section 6.2 of the draft Government Communication Strategy.

3.6 Monitoring and Evaluation Framework

The measurement of the strategy's effectiveness has to relate to the objectives of the communication strategy. The following are the objectives of the strategy;

- 1) To meet the information needs of the public and other strategic partners in the oil and gas sector
- 2) To create awareness and enhance public understanding of the sector
- 3) To facilitate horizontal and vertical communication between the MEMD, the public and partner agencies and generate continuous feedback that facilitates faster information exchange and participation in the communication process.
- 4) Build and maintain a strategic relationship with the media to ease the flow of information from the Ministry to the key stakeholders and the general public across the country.

In order to assess whether the above objectives have been met, the following methods will be used to evaluate the strategy:

- Questionnaires administered to consumers and broadcasters
- Media content analysis
- Feedback from general public, mass media, business community and broadcasters

The following metrics will be used to evaluate the impact of the strategy:

a) **Quantitative:**

- Number of complaints about the oil and gas sector related to the availability of adequate and timely information to all stakeholders
- Number of positive or objective media reports about oil and gas industry in Uganda
- Successful development of the sector in terms of commercial viability, optimal resource utilization and clearly discernible benefit to the country
- Monthly progress reports
- Number of individuals and institutions incorporated into the contact list

b) **Qualitative:** General perception of the oil and gas sector taken from:

- Statements of leaders, consumers, industry and ordinary people
- Opinions expressed in the media and other channels in relation to the oil and gas sector. Of special importance will be the quality of opinions and reports in the print and electronic media. The quality of such opinions/reports will be judged from the point of whether they are well informed. This will guide the MEMD in evaluating the effectiveness of the core messages disseminated about the oil and gas sector, e.g. well informed criticism denotes understanding of the core message.
- Timely preparation of responses to issues raised by various stakeholders
- Quality of MEMD publications relevant to the strategy

It is proposed that the strategy is evaluated every six months; for effectiveness, focus, popularity and consistency. Annual six-monthly evaluation will provide a reasonable timeframe for the public to react to the developments in the industry so that improvements and corrections can be made in the strategy if so required.

3.7 COMMUNICATION STRATEGY IMPLEMENTATION MATRIX

Strategic objective 1: To ensure that there is communication leadership and that the communication process is well coordinated, and is responsive to the diverse information needs of the public.						
Communication need	Activities	Tools/channels	Responsible person(s)/Institution	Timeframe	Output indicators	Outcome indicators
Establish a communication structure to coordinate and manage communication on the oil and gas sector	<p>Develop and implement a communication strategy on the oil and gas sector</p> <p>Establish structures to implement the strategy</p> <p>Employ/appoint personnel for implementation</p> <p>Align and coordinate communication functions of different actors in the oil and gas sector</p>	<p>Consultative meetings and workshops</p> <p>Training workshops</p>	<p>Ministry of Energy and Mineral Development (PEPD)</p>	2011-2013	<p>A fully fledged Communication Strategy</p> <p>Number of communication structures approved & established</p> <p>Number of personnel employed/appointed in the communications unit</p>	<p>A co-ordinated and well managed approach to communication on the oil and gas sector</p> <p>Enhanced capacity of the MEMD to handle the diverse communication needs of the different stakeholders in a timely and efficient manner</p>
Strategic objective 2: To provide mechanisms for the provision of timely, accurate, clear, objective and complete information on the oil and gas sector.						
Communication need	Activities	Tools/channels	Responsible person(s)/Institution	Timeframe	Output indicators	Outcome indicators
Identification and establishment of channels (tools) of communication	<p>Clear channels of communication identified in a multi-channel approach to reach all audiences and ensure greater responsiveness to the public's information needs</p> <p>A media relations plan to</p>	<p>Radio</p> <p>TV</p> <p>Newspapers</p> <p>Website</p> <p>Magazine/newsletter</p> <p>Posters</p> <p>Fliers</p> <p>Public announcements</p>	<p>MEMD</p>	2011-2013	<p>Number of channels of communication identified</p> <p>A media relations plan developed</p>	<p>A wide variety of channels to ensure communication to the different publics is efficient and effective</p> <p>Sound linkages with the media making them partners rather than adversaries</p>

	<p>enhance trust and maximize the positive attributes of the media in communicating on the oil and gas sector</p> <p>Defining communication responsibilities of the different actors in the sector</p> <p>Staff training on clear communication</p>	<p>Local and international conferences</p> <p>Meetings</p> <p>Seminars</p> <p>Training workshops</p> <p>Press conferences</p> <p>Media tours</p> <p>Media handbooks</p>			<p>Well defined communication responsibilities</p> <p>Number of staff trained in clear communication</p>	<p>A clear understanding by all actors of their communication roles and reduced incidences of conflicting communication</p> <p>Enhanced quality of messaging from MEMD on the sector</p>
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Strategic objective 3: To identify and address the public's communication and information needs and issues on the oil and gas sector routinely and evaluate public understanding and feedback on the process.

Communication need	Activities	Tools/channels	Responsible person(s)/Institution	Timeframe	Output indicators	Outcome indicators
To develop an environmental scan mechanism	<p>Developing A fully functional environmental scan framework for enhanced awareness of public perceptions and opinions on the oil and gas sector</p> <p>Establishment of an effective feedback management mechanism to capture public views and as a means of ensuring enhanced public participation in the communication process</p> <p>Forming a monitoring and evaluation system to ensure efficiency and effectiveness of</p>	<ul style="list-style-type: none"> -Surveys -Feasibility studies -Media monitoring -Needs assessment <p>Internet chats</p> <p>Question and answer sessions</p> <p>Suggestion boxes</p> <p>Call-ins during radio and television programmes</p> <p>Registry books</p> <p>Toll free line</p> <p>Letters to the editor</p>	MEMD	2011-2013	<p>An established environmental scan mechanism</p> <p>A functional feedback management system</p> <p>A functional monitoring and evaluation system</p> <p>Standardized communication instruments to guide line Ministries, departments and Agencies when developing messages on the sector</p>	<p>Regular reports on issues, opinions and attitudes on the oil and gas sector</p> <p>Regular and timely feedback to the public on information needs</p> <p>Regular reports on the performance of the strategy and adjustments made</p> <p>Co-ordinated and consistent messaging on the sector across the different thematic areas</p>

	message delivery on the oil and gas sector					
Strategic Objective no. 4: To develop an implementation structure for the strategy that clearly defines actors' roles and responsibilities and harnesses communication synergies from the different communication efforts.						
Communication need	Activities	Tools/channels	Responsible person(s)/Institution	Timeframe	Output indicators	Outcome indicators
Improving the communication process through better co-ordination of communication efforts and actors	Establishing a co-ordination framework to bring together the different government institutions active in the sector Defining roles, responsibility structures of all the key players in the communications function	Meetings Consultative workshops Training workshops	Ministry of Energy and Mineral Development (PEPD)	2011-2013	An established and functional communication co-ordination structure Clearly defined and understood communication roles and responsibilities	Improved communication exchange and sharing between responsibility centres Reduced incidences of conflicting communication

Table 6; Matrix defining communication needs, activities, responsibility center, time frame and outputs

APPENDIX I: Work Plan for the implementation of the National Oil and Gas Communication Strategy

Activities Years	1 st Year				2 nd Year				3 rd Year				Output
	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	
Objective One: To ensure that there is communication leadership and that the communication process is well coordinated, and is responsive to the diverse information needs of the public.													
1.1	Launch of and commencement of implement a communication strategy on the oil and gas sector	❖											An event to mark the commencement of the communications strategy and a report, album, video recordings of the event
1.2	Establish structures to implement the strategy	❖	❖										Framework of the structures approved and established
1.3	Employ/appoint personnel for implementation	❖	❖	❖	❖								List of personnel employed/appointed in the communication unit
1.4	Staff training on clear communication	❖											Training modules and materials Report on the training Lists of participants
1.5	Defining communication responsibilities of the different actors in the sector	❖											A clear framework for all actors in the sector and their communication roles
1.6	Align and coordinate communication functions of different actors in the oil and gas sector	❖	❖	❖									Framework of well-defined communications functions for the different actors in the oil and gas sector

Objective Two: To provide mechanisms for the provision of timely, accurate, clear, objective and complete information on the oil and gas sector.													
2.1	A media relations plan to enhance trust and maximize the positive attributes of the media in communicating on the oil and gas sector												
2.2	Training of media owners, editors and reporters												
2.3	Developing lists of Journalists to work with												
2.4	Organizing press conferences												
2.5	Ensuring media coverage of relevant sector activities												
2.6	Generate information to be given to the media												
2.7	Prepare at least two supplements												
2.8	Prepare at least four												

	newspaper feature stories													published
2.9	Hold at least two talk shows on radio per month		❖		❖		❖		❖		❖		❖	Samples of Radio talking points
2.10	Hold at least three TV talk shows per year		❖		❖		❖		❖		❖		❖	Samples of TV talking points
2.11	Media monitoring and analysis	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	Scrap book on media review report
2.12	Popularisation of the oil and gas policy and translating it into five different languages	❖	❖	❖	❖									Translated Copies of the oil and gas policy
2.13	Produce and disseminate sector's publication		❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	Copies of publications
2.14	Design corporate publications and ensure maintenance of image (Calendars, pens diaries, key holders, newsletters, T-shirts)		❖	❖	❖	❖	❖							Samples of the designed corporate publications and items
2.15	Coordinating and sharing information with communication officers from other Ministries and sectors	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	Correspondences reports of meetings and workshops
2.16	Organising and attending sectors' community outreaches		❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	Reports for management action
2.17	Identifying Communication needs in the sector and	❖	❖	❖	❖	❖	❖	❖	❖					Action points for management

	preparing of training materials														
2.18	Monitoring the website	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	Reports on website performance
2.19	Online communication for the sector staff	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	Fast and efficient online communication
2.10	Setting up suggestion boxes		❖												Operational suggestion boxes
2.21	Hold regular staff meetings	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	Minutes for the meetings and the outcomes from the meeting
Objective Three: To identify and address the public's communication and information needs and issues on the oil and gas sector routinely and evaluate public understanding and feedback on the process.															
3.1	Developing A fully functional environmental scan framework for an enhanced awareness of public perceptions and opinions on the oil and gas sector	❖		❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	❖	A complied report of public perceptions and opinions on the oil and gas sector
3.2	Establishment of an effective feedback management mechanism to capture public views and as a means of ensuring enhanced public participation in the communication process	❖	❖	❖											Standardised communication instruments to guide line ministries, departments and Agencies Dissemination of information to the relevant communicators Regular message review

Objective Four: To develop an implementation structure for the strategy that clearly defines actors' roles and responsibilities and harnesses communication synergies from the different communication efforts.

4.1	Establish a coordinated frame to bring together the different government institutions active in the sector	❖	❖	❖	❖																							An established and functional communication co-ordination structure
4.2	Define roles and responsibility structures of all key players in the communications function	❖	❖	❖	❖																							A framework of clearly defined communication roles and responsibilities