UNESCO Workshop on Information Ethics and e-Government in sub-Sahara Africa Mount Grace Resort, Magaliesburg, South Africa 23-26 of February 2009

Final Report

Prof. Dr. Rafael Capurro Hochschule der Medien Stuttgart (HdM) International Center for Information Ethics (ICIE)

This report includes the following items:

List of participants Final agenda Report prepared by Dr. Woody Horton and Prof. Toni Carbo (Rapporteurs) The road ahead

Following documents were already delivered to UNESCO:

- DVD (including also the proceedings of the First Africa Symposium on Information Ethics 2007) (delivered by Dr. Horton)
- Report prepared by Dr. Woody Horton and Prof. Toni Carbo (Rapporteurs) (delivered by Dr. Horton) (included also in this Final Report)

The following background documentation was prepared by the academic steering committee, compiled by DOC and distributed in printed form to all participants:

- o Introduction and Overview (Rafael Capurro)
- o Global Perspectives on Information Ethics and e-Government (Rafael Capurro)
- E-Government Toolkit for Developing Countries (UNESCO & National Informatics Centre, Government of India) (F.W. Horton Jr.)
- Planning, Implementing and Evaluating e-Government Efforts (PPT) (F.W. Horton Jr.)
- Comparison of CDT e-Government Handbook with UNESCO e-Government Toolkit Report.

 E-Government in Africa: Promise and Practice (full paper published by the Institute for Development Policy and Management, University of Manchester, 2002 Web: <u>http://idpm.man.ac.uk</u>) (Richard Heeks)

Following documents were translated into French on DOC initiative and distributed in printed form to all participants:

- Introduction et vue d'ensemble (Rafael Capurro)
- Perspectives internationals sur l'éthique, la déontologie et l'e-Gouvernement (Rafael Capurro)
- Boites à Outils E-Gouvernement pour les pays en développement
- Planification, mise en oeuvre et evaluation des efforts de l'e-Gouvernement (FW Horton Jr.)
- Justice L'a où s'intersectionne l'e-Gouvernement et la Déontolgie (FW Horton Jr.)
- Comparaison de la boite à outils e-Gouvernement du CDT et celle de l'UNESCO
- L'e-Gouvernement en Afrique (Richard Heeks) (extrait)

All documents prepared before the workshop as well as those produced during the workshop such as country reports as well as results of the group discussions, will be made online available at the ANIE (African Network on Information Ethics) website: http://www.africainfoethics.org/default.html

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Final Agenda

Day 1: Monday, February 23, 2009

8:30 – 9:00: Registration and Refreshments

<u>Part 1</u>

Chairperson: Ms. Nonkqubela Jordan – Chief Director: Africa Desk, Department of Communications (South Africa)

9:00 – 9:30: Opening and Welcome Address:

Mr. Mokwining Nhlapo: Deputy Director-General: Presidential National Commission on Information Society and Development (South Africa) Opening Remarks on behalf of UNESCO: Prof. Dr. Rafael Capurro Opening Remarks by representative of African Union: Mr. Moses Bayingana Video Clip of the Information Ethics Conference (2007)

Part 2

Global perspectives on Information Ethics and e-Government:

Chairperson: Prof. Dr. Johannes Britz

9:30 – 10:00: Key challenges, mandates, issues and illustrative best practices **Prof. Dr. Rafael Capurro**

10:00 – 10:45: Panel discussion on e-Government - Chairperson : Mr. Kgosi Maepa

- Introduction, overview and historic background and roots of e-Government **Prof. Dr. Toni Carbo**
- Current status of e-Government initiatives regional, strategic, political and sociocultural commonalities, distinctions and modalities – **Dr. Woody Horton**

10:45 – 11:15: **Tea Break**

<u>Part 3</u>

11:15 – 12:30: Panel discussion continues: Chairperson: Mr. Kgosi Maepa

• Illustrative applications of e-Gov: SAP representative Mr. Hannes Venter

12:30-13:30: Lunch break

<u>Part 4</u>

Country experiences on Information Ethics and e-Government

Facilitators: **Prof. Dr. Rafael Capurro, Prof.Dr. Johannes Britz and Prof. Dr. Steve Mutula**

13:30 -17:00: Introduction of Information Ethical issues and e-Government as identified by participating countries for consideration by this workshop. The topics of discussion can include but are not limited to:

- o Access and accessibility
- o Intellectual property
- Freedom of expression and censorship
- Privacy/Public domain
- o Transparency/Secrecy
- o Right/responsibility/accountability
- Education and training
- Role of trust, culture, law and participation

19:00 **Dinner**

Day 2: Tuesday, February 24, 2009

- 9:00 9:30 Review of day one expectations, format and instructions: Dr. Woody Horton
- 9:30 11:00 Panel of e-Government Prof. Dr. Dennis Ocholla
 - Introduction of Background documents, the UNESCO toolkit and the CDT toolkit. Dr. Woody Horton and Prof. Dr. Toni Carbo
 - o Overview of e-Government Dr. Vikas Nath

11:00 - 11:15 Tea Break

11:15 - 12:15 Panel of e-Government – SAP representative

- Introduction and overview, Quality of life choices and efficiency Prof. Dr. Rafael Capurro,
- o Ethical areas Dr. Steve Mutula
- A NEPAD perspective **Dr. Katherine Getao**
- 12:15 13:45 Lunch Break
- 13:45 13:45 Cross-cutting issues Chairperson: Prof. Patrick Ngulube

The following issues are crosscutting to all of the identified ethical areas:

- o Trust, attitudes and behaviors Dr. Steve Mutula
- o Culture and tradition Mr. Coetzee Bester

- o Participation (social inclusivity) Mr. Kgosi Maepa
- o Laws, rules, regulations, policy reforms Dr. Woody Horton
- 15:00 -15:30 Break

15:30 – 16:15 Chairperson – Dr. Steve Mutula

o Introduction to Ethical reasoning with appropriate examples – Mr. Kgosi Maepa

Day 3: Wednesday, February 25, 2008

Chairperson: Prof. Dr. Theo Bothma

9:00 - 9:30: Review of previous day - Marieme Thiam Ndour

9:30 - 10:15: Case studies of e-Government in the developing world - Dr. Vikas Nath

10:15 – 10:45: Breakaway session to discuss the various assigned areas and formulate challenges, opportunities and recommendations regarding the assigned areas under the guidance of the group organizer: Prof. Dr. Rafael Capurro, Prof. Dr.Johannes Britz, Prof. Dr. Steve Mutual and Dr. Vikas Nath: The assigned areas will include but are not limited to:

- 1. Infrastructure (electricity, bandwith, mobile phones etc)
- 2. Education and Training (Information literacy and media literacy)
- 3. Establishing priorities among application (e.g. health care, education, commerce etc)
- 4. Data protection and privacy
- 5. Transparency, right to public information and accountability
- 6. Freedom of Expression and diversity of viewpoints
- 7. Democracy (transition to democracy, recovery from wars, building citizen participation)
- 8. Improving governance through better information for policy making by Parliaments and Ministries
- 9. Trust and confidence that government will not abuse, misuse, or otherwise use info. Citizens have willingly provided for unethical purposes

10:45 – 11:15: Tea Break

11:15 – 12:30: Breakaway group discussion continue – focusing on: **Themes and practical applications and case studies, challenges and opportunities**

12:30 - 14:00: Lunch

14:00 – 15:30 Breakaway group discussions continue – focusing on: Ethical implications for trust and confidence in each application

15:30 - 16:00: Coffee Break

16:00 Rapporteurs prepare for feedback for next day

Groups adjourn for networking and personal discussions between countries and possible interest groups

19:00 Dinner

Day 4: Thursday, February 26, 2009

Chairperson: Prof. Dr. Dennis Ocholla

9:00 – 10:30: Plenary session: Feedback and reports by breakaway groups plus questions to groups

10:30 – 11:00	Break
11:00 - 12:30	Plenary session: Feedback continues
13:00 - 14:00	Lunch break
14:00 - 16:00	Prof. Dr. Woody Horton

- Summary of outcomes and conclusion
- Evaluation of set objectives
- Recommendation on the road ahead

16:00 – 16:30: Chairperson: Prof. Dr. Johannes Britz

- o Closing remarks on behalf of the SA Government
- Closing remarks on behalf of UNESCO (by Prof. Dr. Rafael Capurro)

Report prepared by Woody Horton and Toni Carbo, rapporteurs

Approved by all members of the Workshop Academic Steering Committee: Rafael Capurro, Project Leader. Johannes Britz, Toni Carbo, F.W. Horton, Jr., Theo Bothma, and Coetzee Bester.

Disclaimer: The views expressed in this document DO NOT necessarily reflect either the personal views of any individual, or a consensus of ALL of the participants; nor do these views represent the official views of the delegates sent or authorized to be sent by any governments.

BACKGROUND OF THE CHALLENGES

Before drawing conclusions or making recommendations, it is first important to take note of key elements of the Africa e-Government Context and Challenges (the background) so that the conclusions and recommendations will be clearer and will provide opportunities for continued discussion.

Unique African Challenges and Focus at the Local Level

The national approach was presented by explaining the use of handbooks, discussion of national policies of individual countries' e-readiness, and other examples. In other cases, the local level approach was described by several participants, including highlighting case studies. Within the many, politically, economically and socio-culturally diverse African countries, small, rural, often remote, and largely agriculturally-based municipalities and villages pose unique and daunting political, economic, developmental, linguistic, and sociocultural problems and challenges. While acknowledging the effects of globalization and the growing opportunities for individual citizens, business enterprises, governments, and other elements of society to access information and communication services worldwide, most importantly, the focus and origination of e-Government planning and implementation must be at the local level which is closest to understanding the needs of individuals, families, local communities and struggling small enterprises. This may mean spending one and one-half to two years listening to individuals in the communities to learn from them, and thus acquire a more accurate and complete understanding of their needs, and to establish priorities before beginning the details of planning. We should not limit our initial research and thinking to the technological capabilities of ICT, but rather seek the empowerment of citizens to improve the quality of their lives, especially in the areas of employment, health, business opportunities, and in governance and citizenship improvements. An important question to ask before making any changes is: "What positive difference will this make for each individual person?" Therefore, the "e" in e-government might even be interpreted as meaning not only

"electronic" but also "empowerment." Of course it must always be remembered that e-Government not only assists citizens, but also businesses, elements of the civil society, and government itself at all levels - - central/national, provincial/state and local. In each case, an in-depth analysis should be made to determine whether a national or local approach, or a combination of the two, is optimal. One significant question raised was whether there is a political will for e-government and e-governance. The answer from many of the participants indicated that there is a political will in most countries.

In short, instead of adopting a mindset that thinks in terms of e-government, or even of information ethics – important as those concepts are – we must first understand citizen needs and only then begin to develop strategies, approaches and models – after first considering some examples of, and lessons learned by others if they are relevant to citizens' needs.

Challenges

The challenges addressed covered a wide range of topics. Among those raised most frequently were: poverty, lack of infrastructure (electricity, bandwidth, etc.), lack of access for many people in rural and remote areas, exclusion of some groups (e.g., people with disabilities, women, etc.), high costs including taxes, the need for greater transparency and accountability, insufficient privacy and security protection, the need for education and training both at the basic literacy and the information literacy level, the lack of sufficient content in languages and forms appropriate for that community's needs and culture, freedom of expression and censorship which may result in the lack of independent and responsible media, protection of children using ICT, the protection and use of intellectual property while recognizing different cultural perspectives, defining civil society, preserving the cultural record including Indigenous Knowledge, and other topics.

Information should be provided in conformance with each country's laws and traditions, and citizens may need to guard against unnecessarily politicizing their feedback, and interactions with government. This must be balanced with the roles of the citizens to provide information to governments about their needs and views and to participate in government. Also, governments need to listen to their citizens if e-government is to help transform government to be more citizen-centric. Questions of the impact of censorship in some countries on citizens and on responsible, independent media were raised.

The Central Focus of e-Government in Africa should be on Development

The central focus of e-Government in Africa should be on helping to accomplish Development goals and objectives, which includes improving the quality of life of individuals and families, strengthening institutions in both the private and public sectors, and enlarging the role of elements of the civil society so that the civil society can partner more effectively with the other elements of the public sector and with the private sector. Development, in short, encompasses not just social and cultural goals, but governance/political and economic, business and industry strengthening as well. In short all sectors of an African society are embraced by development goals and objectives. If an e-Government team is considering an application that cannot be linked more or less directly to a development goal or objective, in all likelihood it should be accorded a lower ranked priority

Inclusivity

The accurate identification of, and inclusion of all stakeholders in e-Government visions, mission statements, policy, plans and strategies is essential, again, starting at the most local level, referring first to institutions and organizations, with existing groups – whether formal or informal, and then extended upwards to provincial/state, then national, then sub-regional, then regional, and, finally in some instances even international stakeholders (e.g. international intergovernmental organizations such as ITU, UNESCO, WIPO, UNDP, and even international non-governmental organizations such as the International Federation of Information Processing Societies (IFIPS), the International Federation of Library Associations and Institutions (IFLA), and others.

But inclusivity does not just refer to institutions and organizations, it also refers to sub-populations of the general population that have special needs. For example, ensuring the inclusion of both women and men, youth (girls and boys), diverse linguistic and cultural groups, elders, people with disabilities, literate and illiterate people, the unemployed, underemployed and migrant populations, minority ethnic, racial and religious groups, etc. While women are often active participants in the workplace and in local communities, they are too often unable to read and write, and are not always fully included in decision-making by governments. It needs to be noted that the exclusion of women is not limited to Africa. For example, in the U.S. there are only 14 women out of 100 people in the Senate. The empowerment of all people, regardless of gender, socio-economic status, and cultural group, is essential.

Emphasis on Existing Technologies in the Broadest Sense, and Existing Cultural Traditions

Emphasis should be placed on utilizing existing technologies and traditions (such as storytelling, radio, "word of mouth" sharing – for example during taxi rides, information talks at local gathering places, etc.) as a starting point. Sometimes this has been referred to as the "information and communication culture." Existing resources, such as paper documents, can be transformed into learning tools, and presented via radio or oral demonstrations with the community, for example, using the simplest tools, technologies and other capabilities such as the human voice, hand signals, or radio.

FINDINGS AND CONCLUSIONS

Now we will move to the major findings and conclusions that were drawn by the participants and expert-presenters at the meeting.

Social and Professional Networking

The participants and expert-presenters at the first-ever Information Ethics and e-Government conference held in Africa comprise a unique, new and extremely valuable portfolio of human expertise that could and should play a lead role in advancing and advocating e-Government programmes in Africa. Therefore, the organizers of the conference should take steps to facilitate this group remaining in contact with each other, with the organizers, and with other stakeholders in the e-Government arena. Already participants and presenters have bonded socially and professionally and a website has been built. What remains to be done is to expand the existing website, add functionalities (e.g., a wiki and a blog), and translate the website into French, Portuguese, and Swahili. Many excellent examples of successful projects, key factors leading to success, mistakes made with information on how changes were made, challenges facing communities, and other useful ideas and examples were shared. Building on this information sharing can provide many benefits. It is important to note that e-government does not just mean generating more electrical power – although is very important. It also means generating more people power to support and sustain a more citizen-centric society!

Additional Resources Needed

More and better resources are needed for continuous and sustainable development, if at all possible to be generated by the local or national economies, so that the people are empowered, instead of risking relinquishing power to external funders because of the possibility that they may impose too many and too arduous conditions on their willingness to fund and assist national e-Government programmes. However, because local or national economies are, by definition, more limited, countries should next explore the possibility of partnering with other countries in the same sub-region to pool their resources to developed shared e-Government applications which all of the countries could then enjoy. Finally, if the required funding is still inadequate, countries should approach (again, ideally sub-regionally, or at least multi-laterally) international institutions and organizations, considering both political and economic, and both public and private (such as foundations).

These resources that are needed and solicited are not restricted to just financial resources. They should also include appropriate tools, mechanisms, and the expansion of existing resources to help cope with e-government and development challenges. For example, resources might include: 1) Establishing new or strengthening existing education training centers of excellence (perhaps one per country, region, or sub-regional to start); 2) Collaborative models among countries or regions faced with similar challenges to share ideas, approaches, case studies, etc.; 3) Methods to conserve limited human resources, build on experiences from pilot projects, etc.; and 4) A single, comprehensive (i.e. All Africa) authoritative e-Government clearinghouse, perhaps related directly to the Website, (proposed by the rapporteur, but not formally recommended by the participants) to collect, organize, index, translate, preserve, and provide information resources management tools and techniques to serve practicing professionals, policy makers, educators and trainers, etc., thus

providing services to enable people to find, retrieve, evaluate, preserve and use information they need. In addition, the clearinghouse could maintain or arrange for the updating and maintenance of the Website, the African Toolkit, and as well, could provide access to existing valuable tools, such as the UNESCO Tool Kit, reports of pilot project and studies, etc.

These resources are for use by all stakeholders, not just those within government that are leading and managing e-Government programmes, participating private sector components, academia (which is providing research and education/training needs), large NGOs which specialize in responding to the needs of disadvantaged sub-populations, etc. In addition and VERY IMPORTANTLY, resources for local communities should be made available using appropriate technologies. These might include, for example, radio and local television broadcasts, reports in a multitude of languages and delivery mechanisms for possible adaptation and use by local villages and other communities. The development of infrastructure, as well as the use of additional resources, should not be at the expense of the environment. An appropriate balance must be established and maintained, and the focus should be on renewable energies.

Collaboration, Partnerships and Alliances

E-Government programmes led by government ministries should consider various kinds of collaborations, including partnerships with NGOs, where appropriate private sector large and small businesses, neighboring communities and countries with the same language similar cultures, type of application interests, development needs, etc., because such alliances can provide many desirable benefits. This effort should, again, begin at the local level, then proceed to the national, then to the sub-regional and regional level, and, finally, to the international levels (e.g., UNESCO, ITU, ISO, UNDP, WIPO, etc.). Both formal channels and liaisons to these groups and, even more importantly, informal networking and collaboration with the individual and with practicing professionals (peer-to-peer), and organizational/institutional level (e.g., "sister" universities, communities, government agencies, NGOs, etc.) will permit information sharing and learning from experiences. It is important to consider the need for cultural sensitivity and adaption to each culture.

Public Awareness Campaigns to Explain the Relevance, Benefits and other Details of e-Government Programmes

While discussion of e-Government and Information Ethics among professionals is important and should continue, all publicity, descriptions, planning and implementation of projects should focus on the local priorities, such as availability of clean water, farming concerns, education, health care, etc. and development – using the language of the local community and language pertinent to the local priorities. This needs to be explained, clarified and amplified if needed to all intended elements of the population to be served by the e-Government programme. But, a word of caution! The phrases, "e-Government," "Information Ethics," etc., while technically accurate, should not be used, in public campaigns because they are not meaningful and understood by laypersons, especially by illiterate and under-educated persons. E-government, with appropriate IE discussions, is simply a means to the end goal of improving the quality of people's lives and empowering them to make informed decisions that can affect their lives.

Additional Conferences, Workshops and other learning and Information Interchange opportunities

As has been mentioned above, this conference has been the first to conjoin two important paradigms - - e-Government and Information Ethics. Surely, however, additional opportunities must be crafted so that "best practices" and ideas can be extended and expanded, and built upon by an ever-widening audience of participants who are involved in e-Government programmes, academic research, and so on.

UNESCO, for example, should follow-on and not lose the momentum created by this first-ever EG-IE conference. Both pan-Africa as well as regional, sub-regional and application-focused (e.g., education, health care, etc.) workshops should be planned, again with the partnership with appropriate public and private organizations and institutions. The participants at the Mount Grace meeting feel strongly that a diversity of sectoral workshop sponsors is highly desirable because each brings to the meetings and discussions their own unique strengths and viewpoints. It is from that cauldron of diverse opinions and views that more deeply "vetted" courses of action and next steps emerge, than otherwise would be the case if such learning opportunities were dominated by a single bias or point of view. Replicating the kind of workshop held at Mount Grace, including both format and content, on a sub-regional, regional, or national level (as well as future Pan-Africa), inviting key stakeholder groups, should be encouraged.

Leading countries in the different regions and sub-regions of the continent should also continue to play a lead role in advancing and advocating the e-Government and Information Ethics "partnership of ideas and paradigms" so that its neighbors, both in Sub-Sahara Africa, and even in North Africa, can benefit from their investment in moving forward.

The Road Ahead

- 1. The steering committee requested DOC to identify appropriate countries that will take responsibility to translate the website and the documents of the website into French, Portuguese and Swahili. The steering committee confirms the importance to have all the existing documents and website to be translated.
- 2. The steering committee will contact the participating countries to request follow up specific projects, for example local or regional pilot projects and/or training workshops in individual countries and/or in collaboration with neighbouring countries. This activity will be coordinated by Prof. Johannes Britz, University of Wisconsin-Milwaukee
- 3. A follow-up workshop on information ethics and e-government will follow in two years time. To be organized by a volunteered country outside South Africa
- 4. A country or countries should be invited to identify host institutions to establish a clearinghouse for information ethics and e-government in Africa. This clearinghouse will be initiated through the existing ANIE (Africa Network of Information Ethics) website and will be developed to a proper clearinghouse once appropriate resources have been found.
- 5. The steering committee will actively alert the African Union about the importance of information ethics and ethical values in the development of e-government projects at both the local and national level. Assistance of NEPAD will be requested in this process. Prof. Britz and Prof. Capurro will take care of this activity.
- 6. The steering committee strongly supports a separate initiative namely the organization of a second Africa Information Ethics Conference that is planned to take place in Cameroon in 2010.
- 7. Participants at the workshop will be encouraged to attend the Cameroon conference and to sensitize their governments about the importance of this conference.
- 8. The steering committee strongly supports a separate initiative of a workshop for curriculum development in information ethics for twelve identified African universities that are involved in teaching information ethics. Prof. Briz will coordinate this activity.
- 9. An Africa Information Ethics Reader will be published within the two next months: Costs of printing will be provided by SA Government. Copy editing is sponsored by DOC and the University of Pretoria, the University of Wisconsin-Milwaukee. The reader will be distributed by the SA government to all participants under the created common licence which includes copying without making changes for no commercial purposes.
- 10. The ANIE website has been redesigned by DOC. The content of the old website is in the process of being migrated. Once finalized, the whole new website will replace the old one at the old website address. Additional functionalities will be added such as blog, wiki and various list servers. Currently the website will be only in English. However it is expressed intention of the organizers of this conference that the website will be translated into French, Portuguese and Swahili as soon as resources will be available. The materials of this workshop will be archived on the website as they become available.
- 11. The reader of this conference which includes selected material of the 2009 workshop will be published also in print format once the appropriate will available.

- 12. The 2007 CDT toolkit was discussed during the workshop. It was decided that appropriate African examples will be added and that suggestions for a revision to make a true African toolkit will be developed. The 2007 toolkit will be put onto the website as a working document in a wiki
- 13. Evaluation form phase one: The groups gave an informal feed back on their experiences. A formal evaluation form will be e-mail to all participants within two weeks. A report will be submitted to UNESCO. The evaluation process will be managed by the SA Department of Communication and sent to UNESCO by the project leader. A second evaluation of the impact of the workshop will follow in further three months.
- 14. The steering committee would like to thank the organizing committee and all individuals involved in this workshop and would like to convey the representatives of the following institutions their true appreciation for their commitment: UNESCO, South African Government, International Center for Information Ethics / Hochschule der Medien, University of Wisconsin-Milwaukee, University of Pretoria, University of Pittsburgh. The steering committee would like to specifically thank Prof. Toni Carbo and Dr. Woody Horton for their role and substantial contribution to the success of this workshop.

Karlsruhe, April 5, 2009

Prof. Dr. Rafael Capurro Hochschule der Medien Director, International Center for Information Ethics

