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Digital Rights and Inclusion in Africa Report 2022

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Executive Summary

This report presents detailed findings of The Gambia's progress on the state of Digital Rights and Inclusion. With several initiatives launched in the fight for digital inclusion, the contributions of the government and stakeholders are recorded to shed light on developments made in the Information, Communication and Technology (ICT) sector.

A notable integration made across sectors includes the introduction of the digital Covid-19 Certificates and implementation of the Digitised Mass Birth Certificate, and National Health Insurance Registration, by the Ministry of Health in partnership with the Ministry of Communication and Digital Economy. Another milestone pioneered by the Ministry of Communication and Digital Economy is implementation of the Digital Addressing System using Google codes carried out in the capital city of Banjul and key towns in the urban areas, like the Kanifing Municipal Council (KMC) area to boost postal services and e-commerce.

The challenge of The Gambia today is to bring mobile data cost down, with the current cost of 1GB of mobile data being $5. Price reduction in this area will contribute to getting affordable and meaningful connectivity to all in Gambia where 99 per cent of mobile voice coverage exists. The possibility of this happening with the coming of a second submarine cable, through the Western African Digital Integration Project funded by the World Bank, will help tackle the challenge of affordability currently affecting most Gambians. The Universal Access Fund policy in place has to address rural connectivity for the majority of Gambians in rural areas. The Information Communication Act of 2009 under review has to be completed on time to make Gambians feel safe that no draconian law exists that can hinder free speech, promote openness, and above all, that citizens can use the internet safely and securely.
Introduction

After decades of digital stagnation that has encamped the progress of digitisation in The Gambia, the road to recovery and democratic sustenance was put into effect in the December 2016 Presidential elections. In 2018, two years after the inauguration of the coalition government, the National Development Plan (NDP) 2018-2021 was enacted in Parliament with the goal of “deliver[ing] good governance and accountability, social cohesion and reconciliation and a revitalized and transformed economy for the wellbeing of all Gambians.” The NDP outlines eight Strategic Priority areas complemented by the seven cross-cutting enablers in which ICT is a catalyst for development.¹

The National Development Plan (NDP) 2018-2021 was created with the goal to deliver good governance and accountability, social cohesion and national reconciliation and a revitalised and transformed Gambian economy for the wellbeing of all Gambians. The Gambia’s NDP consists of eight strategic priority areas and seven critical enablers in which Information Communication Technology was listed as the sixth critical enabler for national development.² The Recovery Focused National Development Plan (RF-NDP) a continuation of the 2018-2021 NDP under current formulation still holds ICT as a critical enabler- “Making The Gambia a Digital Nation and Creating a Modern Information society,” for the development, growth and sustainability of the nation. With digitisation being one of the pillars of the National Development Plan, it goes without saying that the goal to accelerate economic development using ICT is a step in the right direction. The government of The Gambia in the pursuit of realising the proposed Digital Transformation Agenda has in this regard recently decoupled the Ministry of Information and Communication Infrastructure into two line Ministries – the Ministry of Information Services and the Ministry of Communication and Digital Economy. For the first time in The Gambia’s history, an ICT professional is appointed the Minister of Communication and Digital economy, a professional who returned from the USA and relinquished his USA citizenship to serve in this position.

The goal of the Recovery Focused National Development Plan (RF-NDP) is to make digitisation a catalyst for accelerating economic growth, improving efficiency in both the public and private sectors and strengthening competitiveness in all sectors of the economy.³

Since the dawn of its newfound democracy, where freedom of expression is the hallmark of President Adama Barrow’s administration after he was sworn into power on January 19, 2017, The

¹ The Gambia National Development Plan (accessed October 27, 2022), from (https://mofea.gm/ndp)
Gambia has achieved significant strides. With freedom of expression, citizen participation online and offline has greatly increased, as several issues pertaining to State and country have been criticised openly online. Internet penetration stands at 51 per cent as of January 2022, a 27.3 per cent improvement from the January 2021 report. This can be greatly attributed to the National Broadband Initiative launched by the Gambia Telecommunication company (GAMTEL) in partnership with Huawei, in 2019, to improve internet speed and access across the country.

The Gambia has one of the highest penetration rates of mobile phones in Africa. Although Gamtel is owned by the government, there have been no internet restrictions on digital rights spearheaded by the current government. One of the major challenges still facing The Gambia is the usage of the 1997 Constitution. Although there were efforts made to introduce and ratify the 1997 Constitution, the amended draft was rejected by Parliament in 2021 and therefore, the draft Constitution didn’t make it to a referendum. In this regard: “the current government had failed in its promise to deliver a new Constitution.”

A lot of strides have been made since the establishment of the National Human Rights Commission of The Gambia such as the monitoring of the implementation of the Truth Reconciliation and Reparation Commission (TRRC) and the Country Specific Information on the Implementation of the Convention on the Elimination of all Forms of Discrimination Against Women in the Gambia. The country is presently revising its Information Communication Act of 2009 which will align it with best practices on digital rights and privacy. On the margins of the 17th United Nations Internet Governance Forum held in Addis Ababa in November 2022, the new Minister of Communication and Digital Economy Ousman Bah, signed the African Union Convention on Cyber Security and Personal Data Protection (Malabo Convention). A number of initiatives including a second submarine cable, implementation of a national digital identity card, harmonisation of the national payment gateway, and a functional e-government portal and data centre are expected to kick off in 2023.

INTERNET DISRUPTIONS
There were about six internet outages in the country between 2021-2022 as a result of technical challenges. The disruptions were caused by cutting of the broadband cables by road construction projects, interruptions due to the sun affecting the submarine cables when ships brush off on it, and lack of a backup submarine cables to reduce dependency on the ACE Submarine cable. The government is working to get a second submarine cable to strengthen internet access and connectivity penetration by creating another internet gateway for the country. This is expected to happen through the Western Africa Regional Integration Project funded by the World Bank.

INTERNET FREEDOM AND ACCESS
Cyber bullying is on the rise in the country since the pandemic began. There is no legislation on cyber bullying in the Gambia. With regards internet access, several rural areas don’t have connectivity; internet penetration is still at 51 per cent. The implementation of the approved Universal Access Fund needs to be strengthened. There should be establishment of community networks to support internet access and internet infrastructure in rural Gambia. The Government should fast track and strengthen the establishment of information

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5 The Constitutional Review Commission (CRC), Draft Constitution https://crc220.org/
6 National Human Rights Commission Strategic Plan https://www.gm-nhrc.org
9 Freedom House https://freedomhouse.org/country/gambia/freedom-net/2022
and innovation hubs in rural Gambia, to promote digital inclusion for socio-economic development at the grassroots level, as well as support hubs like Jokkolabs Banjul, Start-Up Incubator, Gambia Tech Project Global Meet-Up Project funded by the UNDP Accelerator Lab, and other NGO's working to accelerate Digital Inclusion in rural Gambia.

**SPEECH AND MEDIA FREEDOM**

In December 2022, the Government of the Gambia released a statement of an alleged coup plotted by soldiers of The Gambia Armed Forces. However, details of the coup still remain questionable by many citizens as only low ranking officials were arrested and presented to the public as the perpetrators of the coup. In the same month the Campaign Manager of the United Democratic Party Momodou Sabally was arrested over a TikTok video citing how President Adama Barrow will be removed from office before the next local government elections. However, some people believe the arrest of Sabally was a violation of his human rights. In response to public outcry, the police posted a statement clarifying that Sabally had been called to the station for questioning.

Article 207 of the Constitution of The Gambia on Media Freedom and Responsibilities clearly states that “The press and other information media shall at all times, be free to uphold the principles, provisions and objectives of this Constitution, and the responsibility and accountability of the Government to the people of The Gambia,” thereby enabling Freedom of Expression of the press and all persons at large. On the December 23, 2022, the judge presiding over the case approved the State’s request to extend the detention of Sabally to January 5, 2023 on account of the festive and holiday season.

**PRIVACY AND SURVEILLANCE**

The Government of The Gambia has created the Privacy and Data Protection Strategy which has not yet been approved. The strategy comes as part of the Information and Communication Act of 2009 currently under review.

**DIGITAL IDS**

Vehicle licenses issued by The Gambian Police Force have embedded Quick Response Code (QR codes) that enables access of the vehicle ownership through scanning the code and getting full details of who the particular vehicle is licensed to. However, it doesn’t have any encryption for protection. This allows breach of personal data protection. The new biometric ID cards issued by the Immigration Department have electronic chips integrated but they haven’t been digitised yet to be machine readable.

**DATA GOVERNANCE**

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12 Momodou Sabally’s arrest [https://foroyaa.net/police-arrest-momodou-sabally/](https://foroyaa.net/police-arrest-momodou-sabally/)
14 Judge Extends Momodou Sabally’s Detention [https://foroyaa.net/judge-extends-saballys-detention-till-january/](https://foroyaa.net/judge-extends-saballys-detention-till-january/)
There is currently no data protection policy and law in effect in The Gambia. However, there is a draft in to be implemented under Western Africa Regional Integration Project funded by the World Bank where data governance will be embedded. The Ministry of Communication and Digital Economy is also working with the European Union to fast track its Digital Economy goals. The Gambia Bureau of Statistics (GBOS) aggregates all information on statistical data in the country.

Information is available to the public on their website. On December 2, 2022, at the 17th Annual Internet Governance Forum held in Addis Ababa, Minister Ousman Bah, signed and ratified the Malabo Convention adding The Gambia to the list of countries who have ratified the African Union Convention on Cybersecurity and Personal Data Protection.

The Gambia Information and Communications Technology Agency Act of 2019 seeks to advance a Data Protection Policy that includes provisions on data gathering and assessment. This will cater for a comprehensive Data Protection Legislation in the future. However, The Gambia is yet to enforce the authority that issues data protection guidelines.

**ICT DEVELOPMENT AND INFRASTRUCTURE**

In June 2022, after the decoupling of the Ministry of Information and Communications Infrastructure into the two line Ministries of Information Services and Communications and Digital Economy, the president appointed Mr Ousman Bah, as Minister for Communications and Digital Economy. This was a development celebrated by the ICT sector as a milestone with the appointment of a minister with qualifications aligned with the ICT sector of the Gambia. This recent development comes at a time when the Gambian Government has identified ICT as a priority sector in the Recovery Focused National Development Plan (RF-NDA) currently in formulation.

The Ministry of Communications and Digital Economy under the supervision of its line Minister has embarked on several structural changes initiated in the following areas:

- The review of the Information and Communication Technology Act to introduce major reforms in the legal and regulatory framework to better take into account innovative and emerging technologies;
- Securing a second backup submarine cable to support the existing ACE cable;
- Development of a Digital Economy Master Plan currently supported by the European Union (EU);
- Development of e-Government Systems and platforms;
- Introduction of National ID systems;
- Improvement of Digital Payment Systems and Gateways;
- Implementation of a robust Digital Literacy Program to develop and strengthen digital skills;
- Establishment of Tier 3 National Data Centre.

The ICT sector currently contributes 3.7 per cent to the nation’s GDP. The internet penetration rate as at the beginning of 2022 remains at 51.0 per cent. Internet users have increased by 2.9 per cent from 2021 to 2022. Other notable developments in the ICT sector include the increase of e-commerce platforms such as dex, Chopser, NaGaaw, 1Bena, eZone, etc., and digital start-ups like Assutech, HighTech TV show, Innovate Gambia, ANG Capital, Baybull

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Soft, Outboost Media and Analytics. Hubs in the industry are also contributing to Start-Up and Entrepreneurship development; they include Jokkolabs Banjul, Start-Up Incubator, Disruptive Lab, The Hub, and The Gambia Tech Project, and funded projects like the Youth Empowerment Project (YEP) funded by the EU and ITC.

They have all contributed to incubation, mentorship, acceleration and scale-up facilitating the growth and sustainability of the tech ecosystem and the Start-Up and Entrepreneurship Ecosystem.

Key pioneering stakeholders within the tech ecosystem, Information Technology Association of the Gambia (ITAG), International Trade Center (ITC), Youth Empowerment Project (YEP), and Accelerator Labs, held the second edition of the Technology Exhibition in September 2022. The event brought together stakeholders, policy makers, actors and players in both the public and private sectors in The Gambia tech ecosystem to create a platform of collaboration, discussion and inclusivity for individuals, entrepreneurs, start-ups and institutions. In line with the program of activities was the presentation of the first ICT Award ceremony in recognition of tremendous services by organizations and individuals.22

Notable recipients were the Ministry of Health who were conferred with the Innovative ICT Product of the Year award for the introduction of the Covid-19 QR certificates, Insist Global Limited as ICT Employer of the Year for its contribution to Youth Empowerment through its internship program, and Innovax Global Health as ICT Solution Provider of the Year for its adaptation of Digital Services to healthcare. The passing of the National Health Insurance Scheme Bill in 2021 by the National Assembly under the leadership of the Minister of Health Amadou Samatha, was adopted to reduce out of pocket health expenditure on families and communities.23 The implementation process began in February 2022 across Banjul, Kanifing, and Brikama Administrative Areas with the Mass Birth Registration and Health Insurance Membership Registration.

The integration of Edtech and Agtech in education and agriculture especially in rural Gambia is another socio-economic development milestone. The launch of the Marble App developed by Assutech was adopted and used in the December 4, presidential elections to predict election results and provide monitoring and evaluation for the public throughout the voting and counting process of the presidential election.24

Gamtel is a Telecommunication company owned by the Government of The Gambia and has developed a national fibre optic backbone to provide last mile access to consumers. However, “even with this development, internet coverage remains an issue for rural Gambia in

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terms of access, availability and reliability.” The current ISP licensed operators in The Gambia are Africell, Comium, Dk Telecom, Inet, Gamtel, Qcell, and Unique Solutions.25

The National Assembly Select Committee on Education and ICT in October 2022 had an audience with the management of the Public Utility Regulatory Authority (PURA) to discuss issues regarding the regulatory effectiveness, insurance of licensing and its processes, spectrum fee collection, the tariff on the telecommunication sector, network coverage penetration specifically in CRR, reliability of the fibre cable, and the collocation of antenna’s and towers. This visit was carried out to understand the regulatory operations of PURA amidst the growing concerns and complaints by consumers to review the PURA ACT of 2001.26

UNIVERSAL SERVICE FUND
The Ministry of Communication and Digital Economy in partnership with the Alliance for Affordable Internet signed an agreement in June 2022 to work together with stakeholders in the ICT sector to review the Universal Service Policy. This partnership will support the establishment of meaningful and affordable connectivity especially for rural communities of the Gambia.27 Even though the agreement has been signed, the implementation has not yet commenced and the project is still under the Ministry of Finance.

DEVELOPMENT IN ICT AND EMERGING TECHNOLOGIES
The Access to Information Bill was approved in July 2021. The Ministry of Communication and Digital Economy is working to have all government communication channels synced. The decoupling of the Ministry of Information Communication and Infrastructure to the two line ministries of Information and Communication and Digital Economy falls in line with the National Development Plan in which building a Digital Economy is a core focus area of the government.

The National Development Plan (2018-2021), a key enabling area is building a digital economy which has rolled over into Version 2 of the reframed National Development Plan. Under the Leadership of Ousman Bah, the Ministry of Communication and Digital Economy has begun the implementation of several major projects such as, the introduction of National ID systems, improvement of digital payment system and gateways, development of a digital economy masterplan supported by the European Union, development of e-government

In August 2022, the Ministry of Health began the digitised Mass Birth Certificate and National Health Insurance Scheme nationwide to aid in the digital transition of citizen data to the Civil Registration and Vital Statistic (CVRS) Data system.29 The following documents were requested from citizens as part of the Mass Birth Certificate and National Health Insurance Scheme by the Ministry of Health; birth certificate, passport, national identification card, driver’s license, infant welfare card, Alkalo attestation or a resident permit.30 The implementation phase began with the registration of citizens from Banjul, Kanifing and Brikama local government areas.

ADVANCED BROADBAND ICT INFRASTRUCTURE DEVELOPMENT

The Government of The Gambia through its National Broadband Network (NBN) has brought broadband access through the Gambia Telecommunications Company Limited (Gamtel) and Huawei project which was launched in 2020 with a new National Broadband policy for the Gambia to have alternative backup to the ACE Cable by the end of 2021 with at least 75 per cent of homes to have affordable access to high speed internet connectivity by 2022.

The Overarching ICT4D Policy Objectives are as follows:

• To develop an economy based on the development and the deployment of advanced and reliable national information and communications infrastructure and services.
• To facilitate the development and the transformation of the Gambian economy into that in which the provision and delivery of goods and services of the key sectors of the economy are to a large extent facilitated by information and communications technologies.
• To promote the development of an economy in which a reasonably large proportion of the population has access to information and communications technology products and services.

They also include the following policy guidelines:

1. National Broadband Policy 2020 to 2024
This Policy recognises ICTs as critical enablers for the achievement of the objectives of the NDP and broadband is recognised as a key facilitator for the growth and advancement of the entire ICT-sector especially in the creation of information society that breeds a revitalised and transformed modern economy.

The Gambia now has its own Computer Security and Incident Response Team.31

2. National Cybersecurity Strategy 2020 to 2024
Its overall mission is to determine, identify, analyse and address the immediate cyber security threats against people, entities, and critical national infrastructure of The Gambia. This will be achieved through adequate provision of protection for our critical national infrastructure and over time become a self-sufficient country attending to its cyber security needs.

3. ICT4D POLICY

The Pillars of The ICT4D Policy Statement Are;

To facilitate the process of transforming The Gambia into a predominantly information-rich and knowledge-based society and economy, the following priority policy focus areas constituting the eight pillars of policy shall be

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30 Public Announcement on documents needed for the Mass Birth Certification and National Health Insurance Scheme by the Ministry of Health https://twitter.com/MohGambia/status/1555571964735111174
31 The Gambia Computer Security and Incidence Respond Team (gmCSIRT), (Accessed October 28, 2022), from (https://gmcsirt.gm/about/).
targeted towards:

- Human Capital Development
- Electronic Government Development
- Promoting Technology-Enabled Education and STI Development
- Agricultural Development and Modernisation
- Private Sector Development and Empowerment
- Promoting Technology-Driven Social and Community Services Provision and Delivery
- Youth and Women Development and Empowerment
- Promoting Technology-Neutral Legal, Regulatory Regime, Advanced
- Broadband ICT Infrastructure Development, Universal Access and Service (UAS), and Cyber Security Capabilities.

ARTIFICIAL INTELLIGENCE AND EMERGING TECHNOLOGIES

AI strategies are non-existent at the moment, however discussions are included within our overall Data Protection and Privacy Strategy because the draft policy also applies to “the processing of personal data in the private and public sectors, whether by automated or non-automated means, and irrespective of the nationality or place of residence of the data subject.”

Conclusion and Recommendations

The state of digital rights in the Gambia has come a long way since 2017. However, the major setbacks the country still encounters are the high cost of internet access as well as connectivity issues. Although numerous forums of discussions like the Gambia National Internet Governance Forum have raised growing concerns on behalf of citizens, the problem still remains a challenge. The question on the implementation strategy of government in terms of the cybersecurity Bill still remains questionable with several targeted hacks at the Central Bank the most recent occurred in November 2022, the issue of data privacy and security still needs to be further strengthened. Furthermore, more initiatives are needed to raise awareness on digital rights in the country especially the protection of women and girls majorly victims of cyberbullying and online harassment.

GOVERNMENT

- To strengthen Digital Rights in the Gambia, the following recommendations should be adopted by the Government;
- Establish a Universal Access Policy to address marginalised communities in terms of internet access and affordability in rural Gambia
- Install a second submarine cable to ensure better connectivity and also ensure that internet cost is reduced so that there can be inclusive access and bridging of the digital divide between rural and urban communities.
- Increase literacy education at Junior and Senior Secondary Schools with a robust curriculum development plan to assess, evaluate and measure the progress and capabilities of students and teachers.
- Ensure meaningful connectivity and internet accessibility at public schools and tertiary institutions research and development of Entrepreneurship at the tertiary level.
- Introduce Digital Literacy Education and strengthen digital literacy at the tertiary level, especially at the University and vocational training institutes.
- There should be more advocacy and engagement between government and stakeholders.
- There should be more public and private sector involvement in the Gambia National Internet Governance Forum (IGF). The Youth Connekt Initiative should be strengthened with access and opportunities also opened to youth in The Gambia’s rural to promote digital inclusion and entrepreneurship.
- To promote digital rights information should be made accessible in the languages people understand to promote inclusive access.
- There should be more collaboration between civil society, the private sector and government for improvement in entrepreneurship, youth employment and education.
- The growth and development of Start-Up and Entrepreneurship should be promoted and strengthened with meaningful funding available to Start-Ups to foster Youth Empowerment and Development.
- More and more women and girls should be encouraged to get into tech enabled careers or fields to close the digital divide between men and women. Through promotion of STEM education for girls, through mentorship and capacity building mainly focused on young girls and women powered by leading women in the ICT and internet ecosystems of the Gambia to ensure more women participation in the sciences and governance.