

**ENGENDERING SERVICES DELIVERY AND  
ACCOUNTABILITY IN DECENTRALIZED LOCAL  
GOVERNMENTS IN  
NEBBI DISTRICT  
April 2006 – June 2008**

**End-of-Project Review Report**

**Dr. Alfred Lakwo**

**21 June 2008**

## Acronyms

|       |   |  |
|-------|---|--|
| AFARD | = | Agency For Accelerated Regional Development    |
| CSO   | = | Civil Society Organization                     |
| CSCBP | = | Civil Society Capacity Building Programme      |
| EU    | = | European Union                                 |
| FY    | = | Financial Year                                 |
| GRA   | = | Gender Responsiveness Audit                    |
| GRPB  | = | Gender Responsive Planning and Budgeting       |
| GoU   | = | Government of Uganda                           |
| LC    | = | Local Councils                                 |
| LGA   | = | Local Government Act                           |
| LLG   | = | Lower Local Government                         |
| PDC   | = | Parish Development Committee                   |
| PGME  | = | Participatory Gender Monitoring and Evaluation |
| TC    | = | Town Council                                   |
| WC    | = | Women Councilors                               |
| WCE   | = | Women Council Executives                       |

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Finally, although the Project Management Unit will commission its own study, AFARD thought it critical to account for and learn from the project in order to effectively improve on or upscale the programme.

Dr. Alfred Lakwo  
Programme Director

# Summary

## **Introduction**

The Agency For Accelerated Regional Development (AFARD), an NGO, is cognizant of the mandatory role government has towards the delivery of services to its citizens. As such, AFARD has engaged in several projects of empowering nature.

This project, "Engendering Services Delivery and Accountability in Decentralized Local Governments in Nebbi District" focused on invigorating the engagement of women with decentralized power centers to ensure 'decentralization works for women' in terms of equitable services delivery and accountability by local government officials. It is a European Union-Government of Uganda co-funded project under the Civil Society Capacity Building Programme.

## **Why the project?**

Decentralization in Nebbi district was not delivering for women, AFARD noted in 2000. They had limited access to services compared to men. In part, this was because decentralized lower local governments' actual budget allocations were skewed away from non-services sectors (68%) to the benefit of politicians and their technocrats. This was generally due to weak women's leadership; limited women's participation in the planning and budgeting processes; political and technocratic interest laden management of the planning and budget processes; and non transparency and accountability of local government officials.

As a result, there was characteristically wrong spending of public funds on non-poor services, continued exclusion of women's voices and needs in the entire planning and budgeting cycle, and weak demand capacity of the marginalized group for services of their choice.

This project, therefore, aimed at having all the 19 LLGs in Nebbi District deliver engendered services in a participatory, transparent and equitable manner as well as respond to the lack of presence and voice of women in executing demand for accountability from duty bearers in the public processes.

## ***The project deliverable***

The key project deliverables to achieve the project objectives included;

- a) Baseline surveys conducted on why there was low grassroots women participation in the budget cycle and weak women leadership engagement with local government officials.
- b) Training WCEs on human and women's rights as well as their roles and

responsibilities.

- c) Training WCEs together with local government leaders in gender responsive planning and budgeting, participatory gender monitoring and evaluation, and advocacy skills.
- d) Facilitation, mobilization and backstopping WCEs and grassroots women's participation during local government planning processes.
- e) Periodic collective follow-ups, information sharing, and advocacy of LLGs in all aspects of the budget cycle management.

### **The review**

The main objectives of the review were first to account for the project performance, and second to learn lessons from the project implementation. The review process involved AFARD staffs, WCEs and local government officials. Data was collected through literature reviews, individual survey questionnaires, and workshops that focused on some core questions based on the objectives that the project set out to achieve.

### **Findings**

1. It was found that most of the activity targets were surpassed but at added cost to AFARD. This was because, for instance, by adopting an integrated training for both WCEs and local government officials, targets were overshoot.
2. There was remarkable improvement in the WCE civic engagement effectiveness particularly in their awareness of their roles particularly of advocacy (87%), monitoring (87%) and identifying women's needs (67%) because many women gained planning (66%), monitoring and evaluation (60%) and advocacy (60%) skills. As a result, many women are active in advocacy (66%) and project monitoring (58%) works.
3. Women's participation in LLG planning and budgeting processes increased by 551% from only an average 60% in 2005 before the project.
4. The LLG plan and budget management also became responsive to women's needs due to the WCE's effectiveness in executing their roles. A 13% actual point change was found between services and administrative sectors budget allocation. Apart from affirmative action budgets, gender sensitive analysis, targeting and reporting were also found to have gradually been adopted by many LLGs.
5. LLG transparency and accountability practice was found wanting. By taking accountability to mean not just adherence to regulation but also effective co-governance with the populace, LLGs are not very responsive.
6. The review also revealed there are tangible benefits that can be attributed to WCE effectiveness. LLG officials pointed that through the demands of women they were able to construct 4 maternity units and equip them with 3 placenta pits, 14 beds, 10

mattresses, 7 pieces of curtains, and 2 bath shelters; erect 4 market stalls, provide sponsorship of best performing girls in Primary Leaving Examinations, provide sanitary pads to teenage girls and play balls and drama kits.

7. The LLGs also improved by 15% in the two years in gender responsiveness as revealed by the participatory Gender Responsiveness Audit (GRA), that is 'Participatory Gender Plan/Budget Tracking'. Gender issues are often embedded in their planning and budgeting processes and outcomes.
8. Finally, a number of best practices to learn from and challenges were identified as summarized in the table below

| Lessons  | Challenges  |
|--|---|
| <ul style="list-style-type: none"> <li>• Civic competence and skills building are inevitable for effective advocacy.</li> <li>• Political will is mandatory for reforming LLG uptake of engendered budgets.</li> <li>• Alliance building promotes the effectiveness of demanding for rights.</li> <li>• Effective mobilization of women by women leaders energizes women's participation</li> <li>• Unfulfilled promises discourage continued participation in the budget cycle</li> <li>• Illiteracy is wrongly used as a roadblock to women's participation</li> <li>• CSO technical backstopping reduces elitist machination of budget cycles</li> <li>• Better budget lobbying is done in the sectoral committee meetings</li> <li>• Affirmative action budget support hasten balancing the gender inequality scale</li> <li>• Credible advocacy requires the affected people to take the frontline seat and use valid information</li> <li>• Accountability is a double edge principle that requires the people to demand for it and the duty bearer to find value in accounting. Besides it is beyond mere information dissemination but also involves direct participation in decision making processes</li> <li>• Data disaggregation by sex improves lobbying for budget equity and ability to account for engendered benefits</li> </ul> | <ul style="list-style-type: none"> <li>• One-off capacity building approach</li> <li>• Weak national WC structure</li> <li>• Cultural inhibition of women's public demands</li> <li>• Livelihood insecurity</li> <li>• Low awareness of rights</li> <li>• LGA 1997 restrictions on committee participation</li> <li>• LLG avoidance of village planning meetings</li> <li>• Illiteracy of many women leaders</li> <li>• Inadequate revenue of LLGs</li> <li>• Poor (gender sensitive) data management</li> <li>• Lack of effective communication strategy</li> <li>• Inadequate understanding of accountability</li> <li>• Lack of linkage with Anti-corruption institutions</li> </ul> |

### Conclusions and ways forward

These findings show that the project met all its objectives except under the accountability focus. This is because the women on their part positively responded to taking up their political arena meanwhile LLGs on the other hand are simply not effectively responsive. Such disconnect between the way women's needs are addressed from the accountability



perspective leaves a big challenge that requires the institutionalization of WCE operation within the LLG budget support framework. This should go along in deepening capacity building, alliance building, and enhancing women's civic competences.

## Background to the study

### **1.1 About AFARD**

The Agency For Accelerated Regional Development (AFARD), headquartered in Nebbi, is a not-for profit, non-denominational, non-governmental organization with a vision of empowering the people of West Nile in Uganda to become “prosperous, healthy and informed”. Since its formation in 2000, AFARD has been most active in Nebbi District but with minimal outreaches in the other districts in the West Nile region.

As an NGO, AFARD operations are cognizant of the mandatory role government has towards the delivery of services to its citizens. Consequently, AFARD’s key activity areas of household food and income, and community health security are backed by good governance promotion. It is in the last aspect that AFARD promotes its primary beneficiaries (mainly marginalized communities, women, poor farming households and orphans and vulnerable children) to engage with local governments and other development partners in demanding for services that can make their livelihoods meaningful.

In pursuit of that vision, over the last two years, AFARD has been implementing a European Union (EU) – Government of Uganda (GoU) co-funded project (won through a competitive call for proposal) under the Civil Society Capacity Building Programme (CSCBP). This project called “Engendering Services Delivery and Accountability in Decentralized Local Governments in Nebbi District” (contract No. C8/A12/2005) focused on invigorating the engagement of women with decentralized power centers to ensure ‘decentralization works for women’ in terms of equitable services delivery and accountability by local government officials.<sup>1</sup> The project covered all the 19 (3 Town Councils and 16 Sub counties) Lower Local Governments (LLGs) in Nebbi District.

### **1.2 Why the project**

Right from its formation in 2000, AFARD noted that gender inequalities were a fact of life in Nebbi district. Decentralization was not simply working for women, the majority of the people it is meant to benefit. Limited women’s access to services was in part making them poorer when compared to men in various facets of human and socio-economic development – education, health, and income, among others.

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<sup>1</sup> The project focus on women was strategic given that men had already dominated the policy arena together with the benefits therefrom. Working towards the inclusion of women was therefore seen as cardinal in balancing the gender inequality scale.

The need for this project was identified after a critical analysis of decentralized lower local governments' actual budget allocations in Nebbi district in FY 2004/5 revealed that non-services sectors that benefited politicians and their technocrats received a large proportion of the budget (68%) compared to services sectors (32%) from which women could have improved their livelihoods. Likewise, at the district level, out of the expected per capita service cost of Ushs 36,693, a total of Ushs 17,528 was spent on administrative costs meaning only Ushs 19,165 presumably<sup>2</sup> reached the people. In short, facilitation cost of delivering services was higher than the cost of services that should have been provided (See AFARD, April 2006).

As an advocacy focus, a cause-effect analysis of this decentralized development management revealed the scenarios below (also see Annex 1A):

**Table 1: Cause-effect analysis of women's marginalization**

| Causal factors  | Implications   |
|---|--|
| 1. Weak women leadership <sup>3</sup> that is unable to engage local government officials for the attainment of women's rights and responsibilities in local development (Ocaya <i>et al</i> , 2006). | <ul style="list-style-type: none"> <li>• Inability to demand for women's rights and responsibilities</li> <li>• Inability to mobilize women to partake in LLG planning and budgeting processes</li> </ul>  |
| 2. Limited women's participation in the planning and budgeting processes due to self-and institutional exclusion (Lakwo <i>et al</i> , 2006).   | <ul style="list-style-type: none"> <li>• Inability to demand for practical and strategic gender needs</li> <li>• Inability to demand for accountability</li> </ul>   |
| 3. Political and technocratic interest laden management of the planning and budget processes  | <ul style="list-style-type: none"> <li>• Political patronization of development</li> <li>• Budget mismatch with needs</li> <li>• Budget biased in favor of administrative cost</li> <li>• Elitist domination of local development arena</li> </ul> |
| 4. Non transparency and accountability of local government officials  | <ul style="list-style-type: none"> <li>• Unchecked corruption</li> <li>• Women are fenced off from knowing what is rightfully theirs</li> </ul>  |

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<sup>2</sup> It is presumed because this calculation does not take into account administrative expenses such as allowances, fuel, stationery and other office consumables within the service delivery sectors.

<sup>3</sup> By the Act of Parliament 1993 the Women Council structure was established as a fundamental pillar for promoting women's interest at all government levels (right from village to national levels). Women Council Executives (WCEs) are then established at all hierarchy of government parallel to the local government structure.

Aware that LLG planning is interest laden, the failure of women leaders to actively engage in demanding for their rights meant as a constituency they were unable to identify women's priorities in order to ably rally support for such priorities.<sup>4</sup> While the LLG officials would benefit from such weaknesses, it impacted in the manner that: (i) there was characteristically wrong spending of public funds on non-poor services; (ii) the continued exclusion of women's voices and needs in the entire planning and budgeting cycle; and (iii) the weak demand capacity of the marginalized group for services of their choice.

This project, therefore, aimed at invigorating an active engagement of women, as a constituency, with Nebbi district lower local governments for engendering development processes and outcomes. Its focus was to ensure that local government actors become responsive to women's needs and provide equitable and quality services and accountabilities thereto.<sup>5</sup>

Accordingly, the overall goal of the project was that the 19 LLGs in Nebbi District deliver engendered services in a participatory, transparent and equitable manner. Its specific objectives were:

1. Women Council leaders have increased knowledge and skills in gender planning, Monitoring and Evaluation (M&E), and advocacy/lobbying.

The WCEs needed specialized skills in order to be able to meaningfully engage in the entire local government development processes. *Being trodden over by opportunistic technocrats under the pretext that women are not knowledgeable enough had outlived its justification!* WCEs needed to know how to plan and monitor plans using a gender lens, and advocate different power centres to do the same.

2. Effective participation of women in local government budget/planning increased.

The mobilization of women as a constituency to participate, at all levels of local governments, in planning and budgeting processes in order to echo (and force if need be!) their needs on budget agenda setting was vital. *Women's numerical strength needed to be used as a leverage apparatus in decentralized democracy!*

3. District and sub county local governments are transparent and accountable to their constituents in general and to women in particular

Local government policy makers needed to be advocated and lobbied in order to change their mind-set in favor of upholding women's development, not as a privilege but as a right. In this way, they would willingly promote decentralized development from a human rights perspective. *Fake promises during election times normally termed as 'air supplies' would no longer be entertained!*

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<sup>4</sup> Worth noting here is that most of the WCEs were not oriented on their roles after being elected. Some of them did not even know who their representatives at the higher hierarchy were.

<sup>5</sup> The project intervention covered all the three themes of CSCBP funding: *Empowerment* of women to undertake *Advocacy and Lobbying* so that *Service Delivery* rightly target their needs.

### 1.3 The project deliverables

In order to achieve the project objectives, the following were accomplished:

- a) Baseline surveys to benchmark and deepen the understanding on why women leadership were unable to dialogue with local government officials and why grassroots women were not participating in LLG planning and budgeting cycle.
- b) Training WCEs on human and women's rights as well as their roles and responsibilities as champions of women's needs within the existing local government system.<sup>6</sup>
- c) Training WCEs together with Women Councilors and other local government leaders in gender responsive planning and budgeting, participatory gender monitoring and evaluation, and advocacy skills.
- d) Providing facilitation for WCEs as a catalyst for the opportunity cost of their lost days in survival activities, in order for them to engage during local government planning processes.
- e) Supporting the mobilization of both women leaders and grassroots women to effectively participate in local government planning and budgeting processes at their various levels of governance through a multimedia communication approach.
- f) Providing technical backstopping support to Women leaders during the planning and budgeting processes as well as during follow-up (monitoring and advocacies) of local government commitments.
- g) Facilitating periodic follow-ups of LLG agreed upon commitments to ensure that plans are respected during cash budget management.
- h) Periodic reviews through information sharing meetings with women leaders as a way of assessing progress made and identifying strategies to deal with LLG manipulations and inactions.
- i) Advocacy and lobbying of LLG leaders using facts and figures to win non-forthcoming promises.

By doing all the above, it was envisaged that all LLGs of Nebbi District would heed to the call for furthering gender equity in their services delivery and accountability practices. It was also hoped that, women leaders would become the forerunners for the realization of such gains.

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<sup>6</sup> The criticisms forwarded by local government leaders at the closure of this training provided a valuable input for adopting a new integrative approach during the subsequent trainings. The Chairperson Local Council III (Hon. Okumu Robert) in Panyimur noted:

*While it is important to make women know their roles and rights, often it is the men who violate those rights starting from our homes into the public spheres. Besides, such knowledge is a tool that can be used within local government even better because policy makers are not aware of what women council roles are and what they aspire for. It would then be vital not to marginalize men during such knowledge building events but rather to integrate them so that they can respond positively both on their own accord or when women demand for such rights.*

#### **1.4 Organization of the report**

This report, therefore, presents what AFARD has been able to achieve during the project time span. Starting in this part with the background information about the project, it delves in part 2 into describing how the internal project review was conducted stating the specific objectives, key questions, data needs and data collection methods. Findings from the review focusing on critical outcomes and impacts that were considered important are presented in both part 3 and also part 4 specifically for gender responsiveness audit. Finally in part 5 success factors, lessons learned and inherent challenges are analyzed and in part 6 the ways forward are presented.

# Methodology

## **2.1 Introduction**

Chapter one highlighted the position of the project within AFARD's thematic focus. It also provided the origin of this project. In this chapter, attention is given to the review process, focus, methodology used and some limitations.

## **2.2 The review processes**

Given that the objectives of the review were to: (i) account for the project performance over the two years; and (ii) learn lessons from the project implementation for replication and better performance, AFARD conducted this internal review with the project beneficiaries - WCEs and local government officials.

The various activities undertaken during the review process were:

- First, a staff meeting was held to discuss the need to review the project performance (successes and failures). This meeting, also attended by the District WCEs, agreed on the review objectives, scope and focus and who should do what, when, and with what results.
- Second, a literature review of the project proposal and implementation report was conducted. Attention in this review was drawn on what was planned to be achieved from the logframe and what was actually achieved.
- Third, the inputs from the literature review provided the framework for data collection instrument design. Questionnaires for collecting quantitative information from the various respondents were designed and discussed.
- Fourth, data was collected through individual questionnaires, further secondary data reviews, video recordings, and review meetings. For instance, individual questionnaires were administered among WCE to assess their knowledge and application of core skills for political engagement. Grassroot women were also interviewed on their participation in LLG planning and budgeting processes.

Further, district wide review workshops were also conducted in every LLG. These were attended by WCEs and LLG officials drawn from key decision makers - the political head of the LLG (Chairman LCIII) accompanied by Councilors who head Committees and Women Councilors. The staffs were led by the administrative head of the LLG (Sub-County Chief/Town Clerk), accompanied by department heads.

- Fifth, data entry and analysis was conducted by the various teams (depending on their competencies). The teams routinely met to discuss their findings and agree on the reporting framework given that they were also tasked to produce reports for their various data sources.
- Finally, the draft report was shared with a few WCEs and LLG officials to find out their views both on the findings and which ways forward. The valuable inputs from these readers set the basis for producing this final review report.<sup>7</sup>

### **2.3 The review focus and methodology**

Table 2 below presents a summary of the different methods used for data collection for the different questions formulated for the corresponding specific agreed upon review objectives. Important to note is that data triangulation was used in almost all cases given that qualitative data gave meaning to quantitative data. The video recording even added more value by documenting what the different beneficiaries – WCE and LLG officials- had to say about the project.

### **2.4 Limitations**

In conducting the review, resource constraints limited especially the number of grassroots women who could be interviewed. Therefore, only the Community Development Officers of Akworo, Panyimur and Paidha were facilitated to reach out to women in the villages.

Further, in exploring the applicability of civil engagement skills from WCE, illiteracy on the part of the leaders was found to curtail the keeping of records and critical analysis that would be needed to support their advocacy efforts.

Finally, at the LLG levels, poor information management was a big setback. Some LLGs had by February not printed out copies of their approved plans and budgets. These included among others Kucwiny and Wadelai LLGs where either the Sub county Chief had fully left such tasks to the Sub Accountant or the latter simply did not see it as important to have copies of the documents circulated to the wider population.

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<sup>7</sup> It should be noted that a separate video is being produced as part of this review report.



**Table 2: Review specific objectives, questions and methods of data collection**

| Specific objectives   | Key questions  | Data needed   | Sources of data   | Methods of data collection  |
|---|--|---|---|---|
| To assess whether the project met its set targets           | To what extent did the project achieve its set targets?  | <ul style="list-style-type: none"> <li>Plan versus actual targets</li> </ul>  | <ul style="list-style-type: none"> <li>Proposal document &amp; quarterly reports</li> </ul>   | <ul style="list-style-type: none"> <li>Documentary review</li> </ul>                          |
| To investigate how far the project met its intended purpose | a) To what extent and in what ways did the project change WCE knowledge and skills for effective civic engagement? | <ul style="list-style-type: none"> <li>Quantitative data on WCE knowledge and skills for effective engagement</li> <li>Perception of WCE effectiveness</li> </ul>   | <ul style="list-style-type: none"> <li>WCE</li> <li>WCE and LLG officials</li> </ul>  | <ul style="list-style-type: none"> <li>Individual survey</li> <li>Review workshop</li> </ul>  |
|   | b) To what extent and in what ways did the project change women's participation in the budget cycle?               | <ul style="list-style-type: none"> <li>Quantitative data on of women's participation</li> <li>Qualitative data on the perception of women's participation</li> </ul>  | <ul style="list-style-type: none"> <li>Grassroot women</li> <li>WCE and LLG officials</li> </ul>  | <ul style="list-style-type: none"> <li>Individual survey</li> <li>Review workshop</li> </ul>  |
|   | c) To what extent and in what ways did the project change LLG sectoral budget allocation and disbursement?         | <ul style="list-style-type: none"> <li>Quantitative data on LLG (approved &amp; actual) budgets for 2004/05 – 2007/08</li> <li>Qualitative data on the perception of LLG budget management</li> </ul>             | <ul style="list-style-type: none"> <li>Approved Budgets</li> <li>Final Accounts</li> <li>WCE and LLG officials</li> </ul>                             | <ul style="list-style-type: none"> <li>Questionnaire</li> <li>Review workshop</li> </ul>      |
|   | d) In what ways, if any, did the project change LLG transparency and accountability practices?                     | <ul style="list-style-type: none"> <li>Plan and budget feedback &amp; circulation</li> <li>Gender sensitivity of periodic reports</li> <li>Perception of LLG transparency and accountability practices</li> </ul> | <ul style="list-style-type: none"> <li>Approved and revised LLG plans and budgets</li> <li>Progress reports</li> <li>WCE and LLG officials</li> </ul> | <ul style="list-style-type: none"> <li>Documentary review</li> <li>Review workshop</li> </ul> |
|   | e) What tangible benefits have resulted for women from the   | <ul style="list-style-type: none"> <li>Tangible projects identified</li> </ul>  | <ul style="list-style-type: none"> <li>WCE and LLG officials</li> </ul>   | <ul style="list-style-type: none"> <li>Review workshop</li> </ul>                             |

|  |  |   |   |  |
|--|--|---|---|--|
|  | project?   |   |   |  |
|  | f) To what extent are LLG Gender Responsive?   | <ul style="list-style-type: none"> <li>Gender Responsiveness Index</li> </ul>             | <ul style="list-style-type: none"> <li>WCE and LLG officials</li> </ul>                           | <ul style="list-style-type: none"> <li>Interviews</li> <li>Documentary review</li> </ul> |
| To identify key cornerstones to the project's reported performance | a) What factors contributed to the successes/failures of the project?  | <ul style="list-style-type: none"> <li>Performance enabling factors</li> </ul>            | <ul style="list-style-type: none"> <li>Project staffs</li> <li>WCE &amp; LLG officials</li> </ul> | <ul style="list-style-type: none"> <li>Brainstorming</li> <li>Review workshop</li> </ul> |
|  | b) What challenges continue to hinder the success of engendering services delivery and accountability?                     | <ul style="list-style-type: none"> <li>Impediments to success</li> </ul>                  |   |  |
|  | c) What lessons have we learnt from this project?  | <ul style="list-style-type: none"> <li>Information on what worked well and not</li> </ul> |   |  |
| To come up with recommendations for better replication             | How can a sustainable and effective WC structures as well as accountable LLG delivering engendered services be entrenched? | <ul style="list-style-type: none"> <li>Stakeholder opinion</li> </ul>                     | <ul style="list-style-type: none"> <li>WCE &amp; LLG officials</li> </ul>                         | <ul style="list-style-type: none"> <li>Review workshop</li> </ul>                        |

## Progress Made

### **3.1 Introduction**

This third part of the report will pay attention to the achievements made by the project in terms of its outputs, outcomes and impacts. Worth noting is that the adoption of data triangulation in data collection stage is also reflected here in the analysis of the answers to the various review questions posed to elicit both quantitative and qualitative responses.

### **3.2 Achievement of targets**

In order to clearly gauge whether or not the project achieved all its planned deliverables (see 1.3 above), the review asked, 'to what extent did the project achieve its set targets?'

Table 3 below summarizes all the findings. What is evident from the table is that, first, most of the activity targets were surpassed (although at no added cost to the Contracting Authority but to AFARD). The primary reason for such a scenario like for training was due to the reflective planning approach that allowed for more uptake of trainees. It was realized after the first training conducted only for WCE that the exclusion of Women Councilors (their best allies) and LLG officials from whom they would be demanding for services and accountability would be counter productive to the project goal.

Further, it was also noted that after printing with the same company (for print IEC production), cost advantage was attained to the effect that more materials were produced at the same cost.

**Table 3: Project performance- Achievement of output targets**

| Activity   | Set target | Actual output | Success rate | Remarks  |
|--|------------|---------------|--------------|--|
| <b>Project goal: Local governments in Nebbi district provide gender sensitive and equitable services to the community.</b>   |            |               |              |  |
| <b>Objective 1: <i>Women Council leaders have increased knowledge and skills in gender planning and M&amp;E, and advocacy/lobbying.</i></b>                        |            |               |              |  |
| 1.1 Knowledge and skills gaps of 20 Women Council structures identified.   | 20         | 19            | 95%          | The district level WCE participated at their various LLG levels                            |
| 1.2 Produce training manuals   | 3          | 3             | 100%         | -  |
| 1.3 Induct trainers  | 9          | 12            | 133%         | More trainers were used from LGs   |
| 1.4 Train WCE in gender planning and budgeting   | 544        | 502           | 92%          | Poor mobilization affected turn-up   |
| 1.5 Train WCE in participatory gender M&E skills   | 544        | 723           | 133%         | More LLG officials were included in the training   |
| 1.6 Train WCE in advocacy and lobbying skills  | 544        | 622           | 114%         |  |
| 1.7 Hold a training evaluation   | 1          | 2             | 200%         | Evaluation was conducted every quota training was done.                                    |
| 1.8 Conduct training follow-ups  | 19         | 38            | 200%         | Each LLG was reached to twice  |
| <b>Objective 2: <i>Effective participation of women in general, and Women Council members in particular, in local government planning processes increased.</i></b> |            |               |              |  |
| 2.1 Conduct a desk review of LG planning cycles  | 1          | 2             | 200%         | Done for the 2 years period of the project   |
| 2.2 Produce and disseminate posters  | 2,000      | 3,500         | 175%         | Cost advantage of dealing with same company  |
| 2.3 Produce and disseminate brochures  | 2,500      | 3,500         | 140%         |  |
| 2.4 Produce and disseminate leaflets   | 2,500      | 3,000         | 120%         |  |
| 2.5 Hold information sharing meeting   | 19         | 38            | 200%         | Done after every PGME exercise with women leaders  |
| 2.6 Hold radio talk shows/spots  | 8          | 53            | 725%         | The station offered more radio spots   |
| 2.7 Conduct drama shows in all LLGs  | 19         | 19            | 100%         |  |
| 2.8 Facilitate WCE to attend budget conferences  | 544        | 385           | 71%          | Only offered to sub county WCE   |
| 2.9 AFARD participates at the district and all LLGs planning cycles  | 40         | 40            | 100%         | 2 years for district and LLGs  |
| <b>Objective 3: <i>District and sub county local governments accountable and transparent during implementation</i></b>   |            |               |              |  |
| 3.1 Hold 6 quarterly LG plans and budget follow-ups in 19 sub counties and at the district level   | 114        | 95            | 83%          | The district level was excluded and integrated in AFARD's normal programme review exercise |
| 3.2 Hold 3 half year review meetings with women council leaders  | 57         | 76            | 133%         |  |
| 3.2 Conduct 19 advocacy workshops at LLG levels  | 19         | 38            | 200%         | Held after every information sharing meeting   |
| 3.3 Document best practices  |            |               |              |  |
| 3.3.1 Publishing   | 115        | 500           | 437%         | More copies of GRA and Review reports were produced and disseminated                       |
| 3.3.2 Video documentary  | 1          | 1             | 100%         |  |

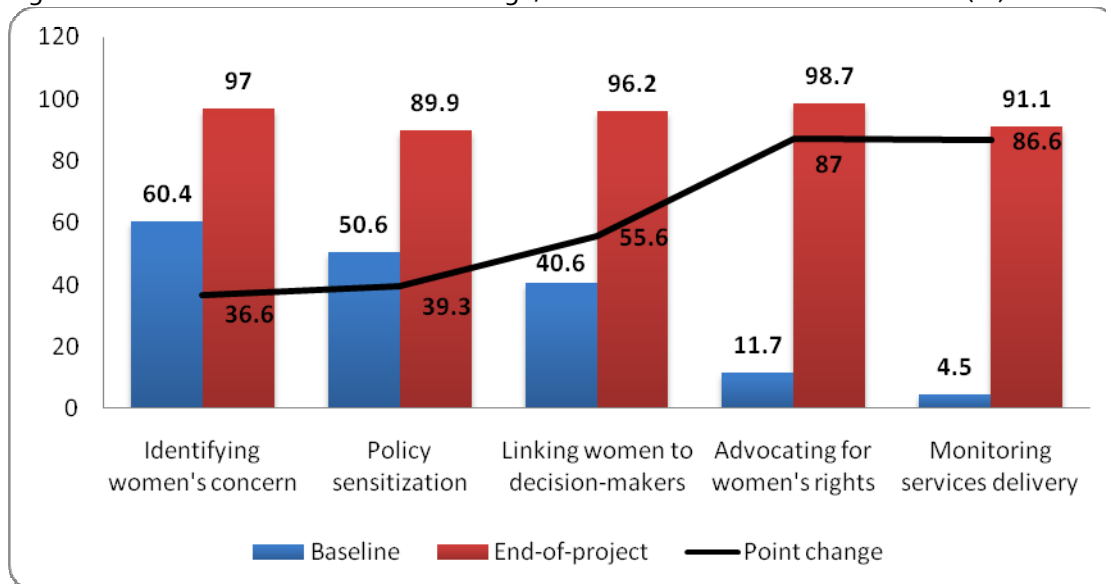
### 3.3 WCE civic engagement effectiveness

One of the core focuses of this project was to build the capacity/empower WCE as lead actors for and on behalf of women to competently know their roles and execute them. However, to do so, they needed the requisite skills with which to execute such roles.

With this in mind, the review exercise asked a pertinent question, 'to what extent and in what ways did the project change WCE knowledge and skills for effective civic engagement?' To answer this question, individual surveys were conducted among WCEs. These surveys covered: (i) WCE knowledge of their roles; (ii) skills for civic engagement; and (iii) WCE execution of their mandated roles. Figures 1, 2, and 3 present the findings.

Evident from these three figures is that over the two years marked changes occurred among WCEs in their awareness of advocacy and monitoring roles when compared to other roles (in Fig. 1).<sup>8</sup> This can in part be linked to the focus of the skills training offered mainly in these two areas as WCE also reported gaining more skills in the same (Fig. 2). Not surprising, WCEs also confirmed that they are more engaged in the two domains (Fig. 3).

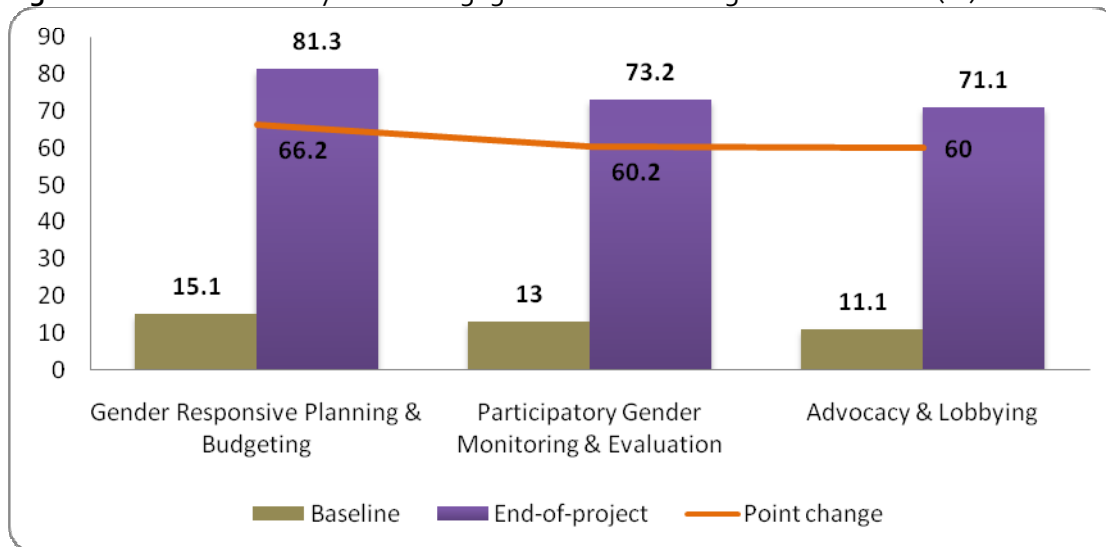
Figure 1: Women leaders' knowledge/awareness of their mandated roles (%)



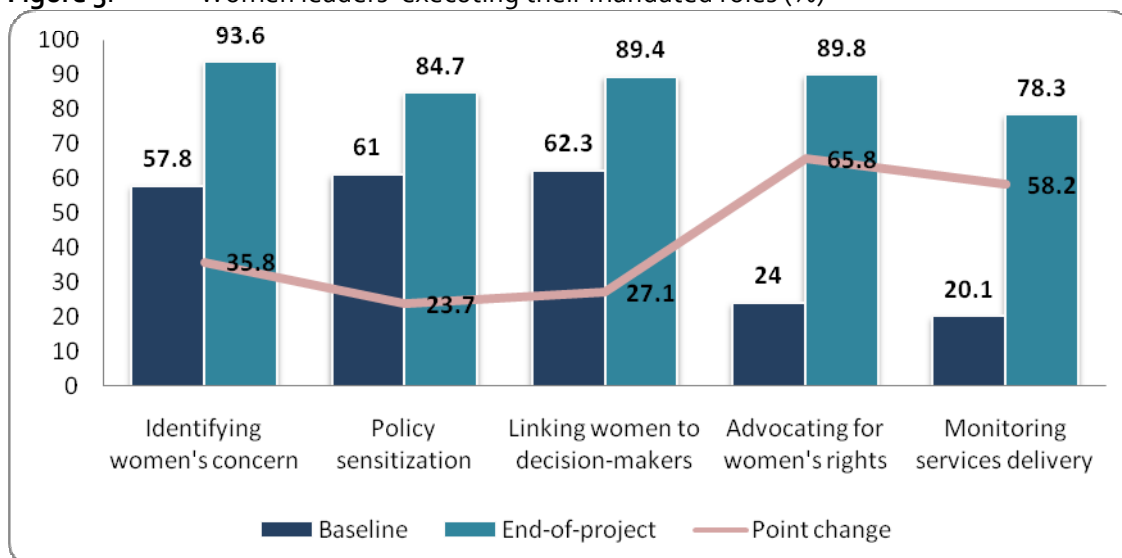
<sup>8</sup> Zainabu Ayubu from Nebbi sub county had this to say:

*I had never known exactly what my roles were. The government just organized our elections and left us without support. How do you expect us to perform satisfactorily if not helped? I must thank AFARD for the support it offered to us in terms of this training. From now on, I can start to measure myself as to whether I am making any progress in executing my roles or not.*

**Figure 2:** Availability of civic engagement skills among women leaders (%)



**Figure 3:** Women leaders' executing their mandated roles (%)



How the above noted changes were explained in the review workshops held in every LLG where both WCEs and LLG officials attended. It was reiterated that:

- The WCEs who hitherto did not meet at all were now actively meeting to discuss about their statutory roles, laying strategies for alliance building, lobbying LLG and NGO leaders, and taking keen steps to meet with grassroots women.

- The WCE have succeeded in ensuring core women's concerns are integrated into LLG plans/budgets (main budgets and affirmative action budgets) through their assertiveness during the planning and budgeting processes. They pointed out that from the training they devised four strategies for pushing women's concern on the policy agenda, namely: (i) lobbying elected Women Councilors who are members of sectoral committees; (ii) lobbying members of the committees individually; (iii) seeking formal meetings with the committees; and (iv) seeking permission to attend committee meetings.
- The WCEs have adopted a relentless pursuit for approved plan and budget follow-ups to ensure that commitments made and passed during budget approval are honored during implementation.
- The WCEs have become agents for promoting transparency in government budget executions. They provide horizontal and vertical faster feedbacks to their fellow WCEs at the lower levels (from Sub county/Town Council to especially parish/ward levels).

#### **3.4 Women's participation in LLG planning and budgeting processes**

With improved WCE effectiveness the expectation was that there would be increased participation of grassroots women in LLG planning and budgeting processes that starts from the village and ends (at their level for this project) at the LLG levels. To ascertain this expectation, the review exercise also sought to find out 'to what extent and in what ways did the project change women's participation in the budget cycle?'

An individual survey was conducted in the very sites (LLG, parishes and villages) where the baseline study was conducted in 2006. Women were asked whether or not they participated in the FY 2007/08 planning and budgeting processes in the various LLG hierarchies.

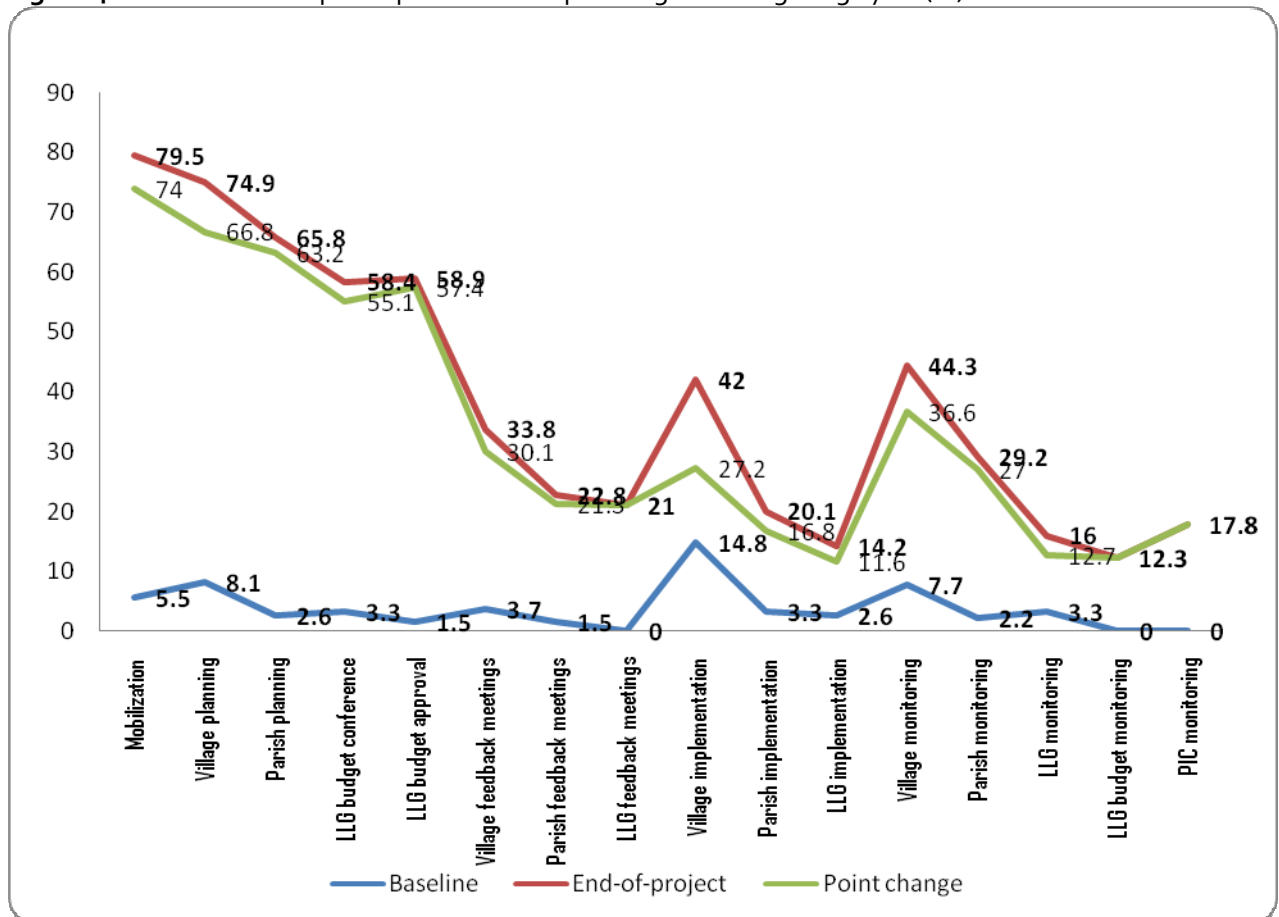
Figure 4 below reveals the changes that occurred between the FY2005/06 and FY 2007/08. By and large, marked changes were evident in increased level of participation of ordinary women in LLG policy-making processes especially in the mobilization, planning processes from village to LLG approval, and in the village to parish monitoring. Yanijo Gabby, a WCE in Erussi Sub-County said,

*"Before AFARD trained us in gender responsive planning and budgeting, a majority of us saw no value in attending such meetings. But today, we attend planning and budgeting meetings without fail. We even mobilize grass root women to participate in such meetings and they attend in larger numbers than before."*

However, limited changes were recorded in parish to LLG feedback processes as well as in the implementation stages. This was because the LLG officials, as usual, noted that they simply do not have the funds with which to hold feedback meetings. Second, they also noted that most project implementation are either technical or contracted out to the

private sector. As true as such reasons may be, worth noting is that using such implementation approach reduces people’s ownership of projects meant to benefit them given that often even where local materials that they can contribute are all tendered out.

**Figure 4:** Women’s participation in LLG planning and budgeting cycle (%)



The key changes pointed out during the review workshops were that:

- Women are now mobilizing fellow women to come for planning meetings thereby short circuiting the former exclusionary mobilization done by male local councils (LCs) and Parish development Committees (PDCs).
- WCEs now meet with fellow women beforehand to identify critical women’s interests to be pursued at all stages of the planning and budgeting processes.
- Once in the various meetings, WCEs now maintain a firm focus on their agreed upon issues.
- During budget execution, WCEs are also vigilant in monitoring projects being implemented in their areas.
- Some sub counties like Nyaravur and Panyimur have actually incorporated WCEs on their Poverty Action Fund (PAF) monitoring committees.



### 3.5 LLG plan and budget management

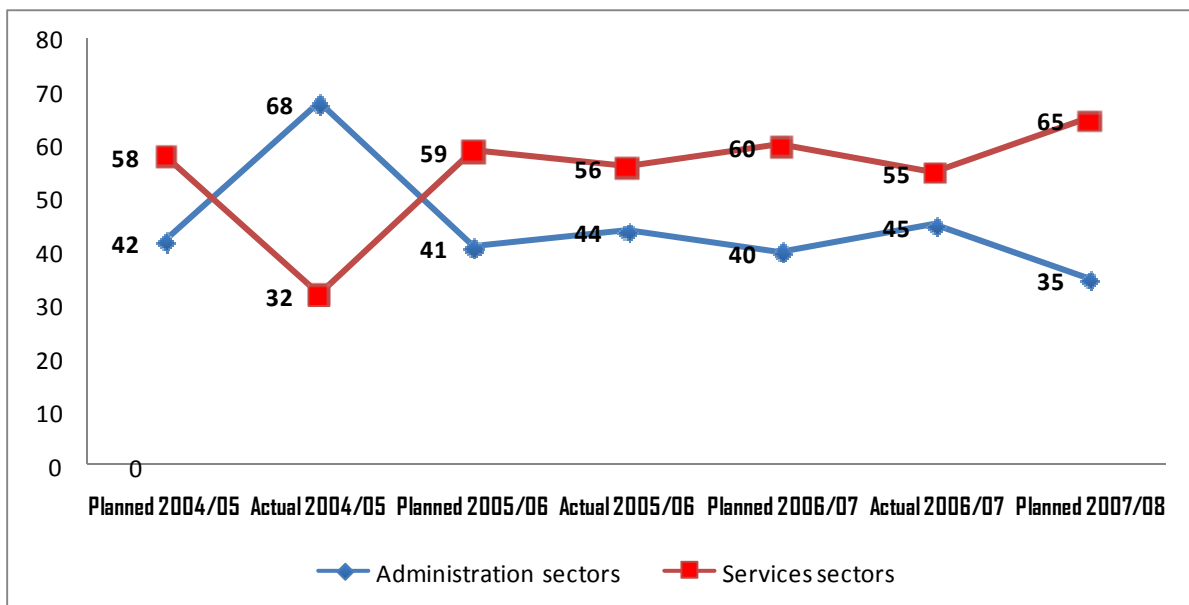
To the extent that WCE are effective and women’s participation has increased, the project had moved a step in bringing women, as a constituency to the public political arena where culture had fenced them off before. However, presence in public arena without voice (and especially voices that are not heard) tantamount to ‘symbolic presence’ that gender activist refer to as ‘add-and-stir’ approach to engendering development. Thus, the project envisaged that women’s meaningful presence should win LLG’s recognition of women’s need in their plans and budgets.

With such a view, the review further asked, ‘to what extent and in what ways did the project change LLG budget allocation and disbursement?’ The documentary review of LLG approved and revised plan together with the review workshops revealed favorable changes in budget management as Figure 5, 6 & 7 below shows.

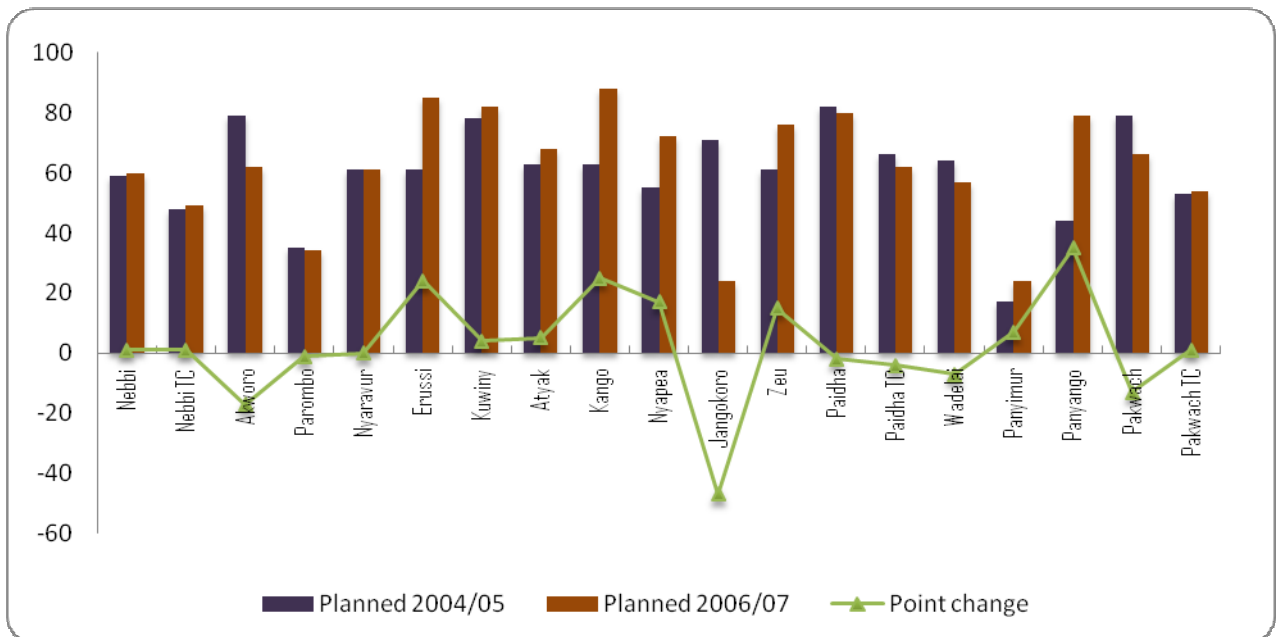
What is evident from figure 5 is that before the project intervention, overall budget indiscipline was very high given that false budgets are presented during budget approval stage while the cash management during implementation witnesses the true intentions and practices of the budget managers. The upside-down turn of planned and actual budget in 2004/05 manifest this practice ideally meant to ensure that the powers that be are satisfied with whatever they want even if it contravenes the approved plans and budgets.

But this changed with the project intervention from FY2005/06 that services sectors from which women and the people generally benefit (let alone being what elected leaders should pursue) continued to receive attention (13% actual point change) during both planning and implementation; hence a manifestation of LLG officials’ commitment to agreed upon plans. LLGs also adopted specific affirmative action support for women (of 0.5 – 1.9%).

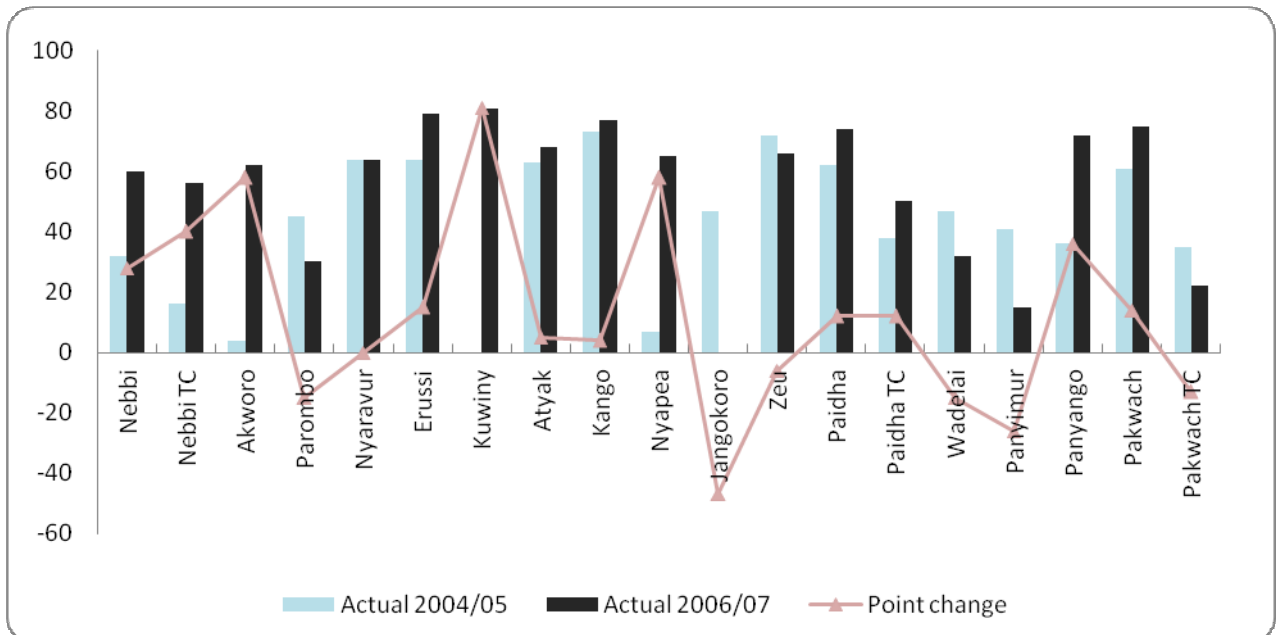
Figure 5: Budget management (%) in LLGs in Nebbi district



**Figure 6:** Budget allocation (%) for services sectors in LLGs in Nebbi district



**Figure 7:** Budget disbursements (%) for services sectors in LLGs in Nebbi district



However, not all LLGs have appreciated the importance of having more funds in their budgets for services sectors. Figures 6 & 7 reveal that there were decline in budget allocation in Jangokoro, Paidha, Pakwach TC, Akworo and Wadelai. There was also decline in budget disbursement in Pakwach TC, Jangokoro, Wadelai, Panyimur, Zeu and Parombo

(making Jangokoro, Pakwach TC, and Wadelai thus worst performing LLGs in budget management).

Much of the changes appreciated in LLG budget management practices were the fact that:

- Approved budgets reflects the agreed upon plans unlike in the past when priorities in plans were not reflected in approved budgets.
- Plans are formulated with gender responsive statements
- Plans are based on gender-sensitive sector analysis and gender disaggregated targets
- Plans and budgets considered tilting the gender inequalities scale by supporting affirmative action beyond the usual Women's Day budget support
- Proposed budgets and actual budget disbursements fairly favor services sectors

### **3.6 LLG transparency and accountability practice**

While it was recognizable that improvements in core participatory co-governance issues have started taking root, the cardinal principles of openness and being responsible for (in)actions by LLG officials was also taken as an important aspect of decentralized development. As such, in the review workshops, another question that was asked was, 'in what ways, if any, did the project change LLG transparency and accountability practices?'

In answering this question, two critical aspects were explored starting with LLG adherence to mandatory regulations that requires them to be transparent and accountable to their constituencies. Second, how such regulatory practices were engendered. For instance, while LLG are supposed to provide feedback on approved plans and budget, did they do it to both men and women?

The findings from both the review workshops and documentary reviews revealed that:

- None of the LLGs had popular versions of their approved plans and budgets written in a language that an ordinary, moderately literate person can read and understand. Only 3 of 19 LLGs (Paidha, Pakwach and Pakwach TC) shared the full bulky copies of their plans with WCEs.<sup>9</sup> Unfortunately, many of the WCEs could not comprehend the plan documents.
- Besides, no feedbacks on approved plans and budgets were provided to lower administrative units by most LLGs except by only 3 of 19 LLGs (Nyapea, Pakwach and Pakwach TC). In all the remaining LLGs, instead it was the WCEs who informed their electorates of approved plans and budgets and the expected projects in the financial year. But no LLG specifically convened a feedback meeting for WCEs.

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<sup>9</sup> Akello Margaret, WCE Paidha Sub-County, had this to say about this behavior of LLGs, '*From the awareness AFARD has created, I think the government leaders must forget that they are doing us a favor when they give us a copy of the budget. Rather it is their duty to do so.*' Meanwhile Mr. Oloya Michael, Sub County Chief Pakwach noted, '*due to resource constraints, we are unable to provide all stakeholders with copies of approved plans. However, we make sure that women leaders get a copy at least.*'

- Beyond the documents, no LLG shared with their constituency in general and WCEs in particular any report of periodic revenues and expenditures. Cash inflows and outflows were considered too sensitive for the ordinary people to know.
- But on a good note almost all LLGs (except Jangokoro) are producing periodic progress reports with data that are disaggregated by gender. Achievements are starting to be tracked both against plan and intended outreach to women and men.

### **3.7 Tangible benefits attributed to WCE effectiveness**

While all the evidences above shows that women's empowerment has largely been achieved, it is important to note that the women's attainment of public space (presence and voice) can only yield valuable poverty reduction if the recognitions thereof translates into better well being. Budget allocation and disbursement must translate into improved services delivery – access, quality, and quantity.

To this end, the review team asked the participants, 'what tangible benefits have resulted for women from the project?' They probed about projects that could be attributed to the consequences of the project deliverables - capacity building, mobilization to participate in the planning process, advocacy, follow-ups, and so on.

Aware of the challenges of attribution, a dialogue and consensus between WCE and LLG officials present in the workshop revealed what WCEs generally pushed for and what LLGs finally responded to because of such dialogues.

The findings revealed that in the two years women have achieved:

- Four (4) maternity units constructed and/or equipped with 3 placenta pits, 14 beds, 10 mattresses, 7 pieces of curtains, and 2 bath shelters in Nyaravur, Nebbi, Pakwach, Panyango, and Paidha LLGs.
- Four (4) market stalls constructed with shades and public VIP latrine in Akworo LLG.
- Sponsorship of best performing girls in Primary Leaving Examinations in Nebbi TC and Nebbi LLG.
- Provision of sanitary pads to teenage girls in Wadelai LLG.
- Provision of play balls and drama kits in Panyimur LLG.

# Gender Responsiveness

## 4.1 Introduction

In the preceding parts of the review, critical impacts/outcomes are presented in the forms of different facets of changes in the practices of women leaders, ordinary women, and LLG officials. Using a system-agency analysis approach, whether or not such changes are getting embedded within the LLG institutions remain unclear. Hence, it was important to also explore, 'to what extent are LLGs Gender Responsive?' and answers to this question, arising from the Gender Responsiveness Audit (GRA), are the focus of this part of the report.

## 4.2 Gender Responsiveness Audit

Gender Responsiveness Audit (GRA) is a participatory process of tracking whether or not decentralized development in LLGs is conducted through joint leaders-led gender-sensitive planning and budgeting processes. This is because an effective, responsive, transparent and accountable LLG follows prescribed planning and budgeting guidelines and links such guidelines to national and locally relevant policies. By so doing, the LLG opens public space for its constituency beyond 'leaders knows it all', promotes shared responsibilities for demanding and effecting rights and roles, collectively monitors progress, and finally ensures that accountability through effective communication is every leaders' responsibility and not the preserve of LLG Executives. Thus, GRA can also be called 'Participatory Gender Plan/Budget Tracking.'

Seen in this way, GRA transcend the myopic financial audit<sup>10</sup> and the easily manipulated Ministry of Local Government's annual performance assessment exercise.<sup>11</sup> It is a user-friendly approach to track LLG compliance to planning and budgeting guidelines and gender policy and respect for women's needs. GRA, therefore, uses adapted gender budgeting tools expanded to explore planning and budgeting processes, distribution and allocative efficiency of budgets, and transparency and accountability practices.

In this review, we compared the FY 2006/07 findings with that of the FY 2008/09. The findings in Figure 8 and 9 below and annex 1C shows that:

- a) The general gender responsiveness status changed by 0.15 from 0.40 to 0.55 between FY2006/07 and 2007/08. Although no LLG is gender responsive by this analytical approach, at least 16 of the 19 LLG are fairly gender responsive. Two of

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<sup>10</sup> Krug & van Staveren (citing Frey, 1994 and Cooter and Ginsburg, 1997) echo that auditing institutions operate where information asymmetry makes them to rely on budgetary reviews of good bookkeeping and rule keeping.

<sup>11</sup> See Boaz Tumusiime in 'Ministry Accuses Kasese of Forgery' in Daily Monitor Newspaper, November 14, 2006: 7.

the former five penalty state LLGs gained static score equaling to fair gender responsive status (leaving behind Jangokoro, Kucwiny, and Atyak at the penalty score of 0-35%).

- b) Specifically, more improvement was recorded in budget management as the WCEs in all LLGs maintained their level of effectiveness (given that Kango and Atyak improved in this area when compared to their FY 2006/07 performance). Likewise women’s participation remained high except in Nebbi, Atyak and Kucwiny where a persistent penalty score prevailed.
- c) Core areas of concern remain in LLG transparency and accountability practices with worst practices prevailing in Jangokoro, Kucwiny, Ayak and Wadelai.

Figure 8: Gender responsiveness audit performance

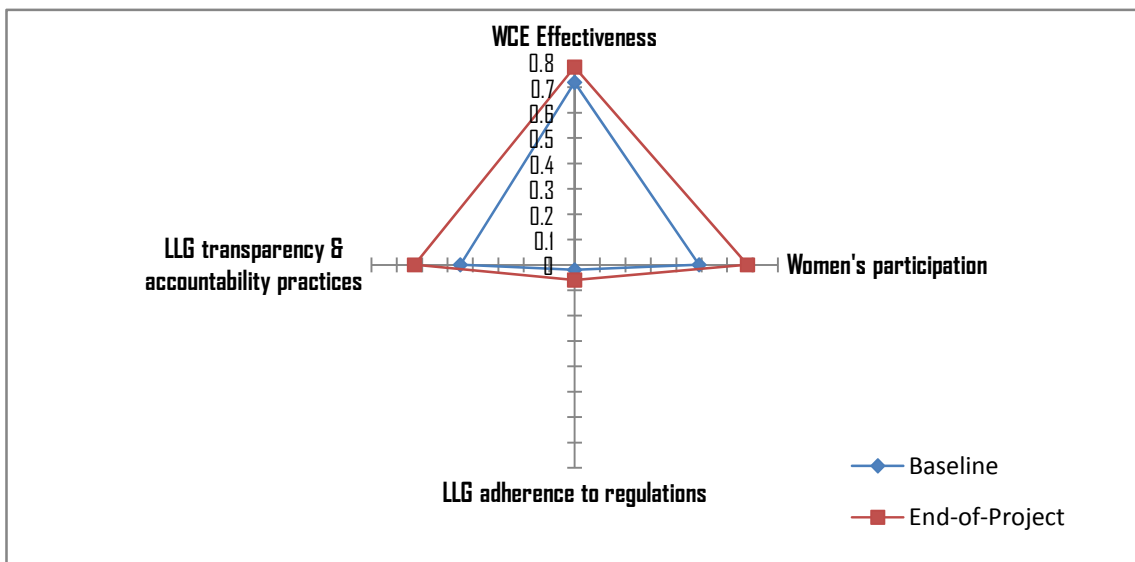
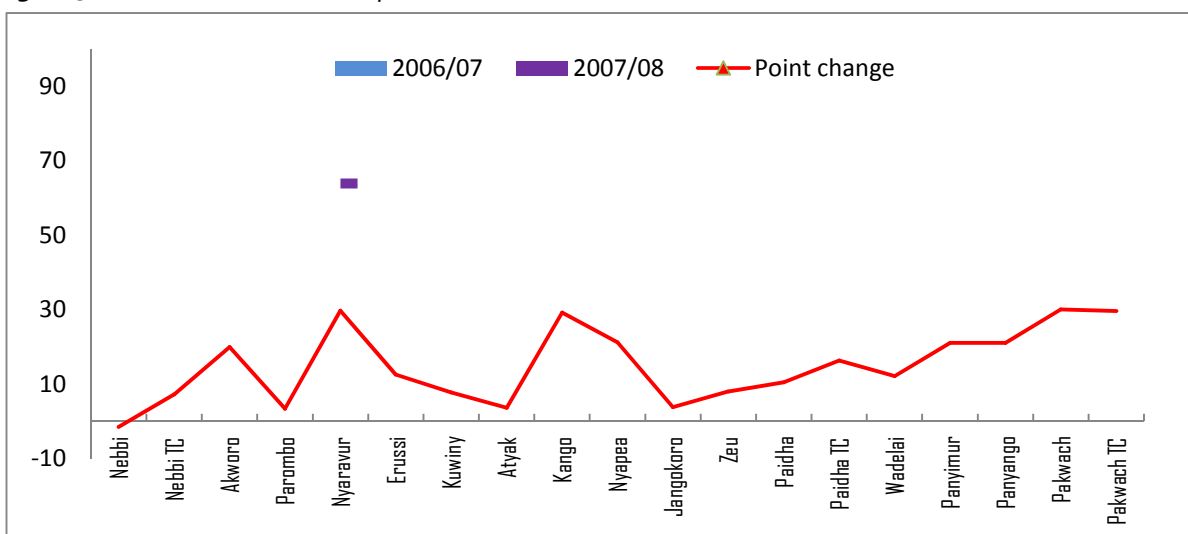


Figure 9: LLG Gender responsiveness status



## Learning from Action

### **5.1 Introduction**

While part 3 and 4 dwelt on the different changes arising from the project, what needed further scrutiny were what motivated such changes to be achieved and with what challenges before a fully engendered services delivery is attained. That is the focus of this part that presents learning points for better success – best practices.

### **5.2 Best practices**

Programme replications and/or improved performance depend in part on lesson learning. Therefore, the do's and don'ts requisite for better success were arrived at by exploring the contextual basis of the project and its implementation processes. Three questions were asked:

- a) What factors contributed to the successes/failures of the project?
- b) What challenges continue to hinder the success of engendering services delivery, LLG accountability and Women Council Structure?
- c) What lessons have we learnt from this project?

In what follows, Table 4 presents a synthesis analysis of the stakeholders' observations.

**Table 4: Learning from action analysis**

|  | <b>Success factors</b>  | <b>Inherent challenges</b>   | <b>Lessons learned</b>   |
|--|---|--|--|
| <b>WCE effectiveness</b>                               | <ul style="list-style-type: none"> <li>• Skills training</li> <li>• Support with allowances</li> <li>• Technical backstopping support by AFARD</li> <li>• Having women on key LLG committees</li> <li>• Political will</li> </ul> | <ul style="list-style-type: none"> <li>• One-off capacity building approach</li> <li>• Illiteracy of many members</li> <li>• Lack of facilitation</li> <li>• Weak national WC structure</li> <li>• Rivalry with Women Councilors</li> </ul>  | <ul style="list-style-type: none"> <li>• Civic competence and skills building are inevitable for effective advocacy</li> <li>• Alliance between different women leaders' institutions promotes the effectiveness of demanding for women's rights</li> </ul>  |
| <b>Women's participation</b>                           | <ul style="list-style-type: none"> <li>• Multimedia communication for mobilization</li> <li>• Vigilance of WCE</li> <li>• Alliance with Women Councilors</li> </ul>   | <ul style="list-style-type: none"> <li>• Cultural inhibition of women's public demands</li> <li>• Livelihood insecurity</li> <li>• Low awareness of rights</li> <li>• LGA 1997 restrictions on committee participation</li> <li>• LLG selective mobilization strategy</li> <li>• LLG avoidance of village planning meetings</li> </ul>   | <ul style="list-style-type: none"> <li>• Effective mobilization by women leaders energizes women's participation</li> <li>• Unfulfilled promises discourage continued participation</li> <li>• Illiteracy is wrongly used as a roadblock to women's participation</li> </ul>   |
| <b>LLG budget management</b>                           | <ul style="list-style-type: none"> <li>• Alliance with WC</li> <li>• Evidence-based advocacy by women themselves</li> <li>• Promoting development as a human rights</li> <li>• Political will</li> </ul>                          | <ul style="list-style-type: none"> <li>• Illiteracy of many women leaders</li> <li>• Inadequate skills for GRPB</li> <li>• Inadequate revenue of LLGs</li> <li>• Sectoral committee approach to budgeting</li> <li>• Arrogance of sub accountants</li> </ul>   | <ul style="list-style-type: none"> <li>• CSO technical backstopping reduces elitist machination of budget cycles</li> <li>• Better budget lobbying is done in the sectoral committee meetings</li> <li>• Affirmative action budget support hasten balancing the gender inequality scale</li> </ul>   |
| <b>LLG transparency &amp; accountability practices</b> | <ul style="list-style-type: none"> <li>• WCE vigilance</li> <li>• Conducting joint GRA</li> <li>• Political will</li> </ul>   | <ul style="list-style-type: none"> <li>• Poor (gender sensitive) data management</li> <li>• Lack of effective communication strategy</li> <li>• Inadequate understanding of accountability (e.g., it is taken for witch-hunt, mere information dissemination, or all about money)</li> <li>• Weak demand by women for accountability</li> <li>• Lack of linkage with Anti-corruption institutions</li> </ul> | <ul style="list-style-type: none"> <li>• Credible advocacy requires the affected people to take the frontline seat and use valid information</li> <li>• Accountability is a double edge principle that requires the people to demand for it and the duty bearer to find value in accounting. Besides it is beyond mere information dissemination but also involves direct participation in decision making processes</li> <li>• Data disaggregation by sex improves lobbying for budget equity and ability to account for engendered benefits</li> </ul> |



## Conclusions and Ways Forward

### **6.1 Introduction**

The final task of the review was to recommend ways for improving the current project both for deepening AFARD's engagement with and/or replicating the approach hence the question, 'how can a sustainable and effective WC structures as well as an accountable LLG delivering engendered services be entrenched? What follows are a concise view of the project performance and suggested action points deemed important for improving the reconstruction of engendered decentralized development in LLGs within AFARD, with WCE settings, in LLG and with the wider policy makers.

### **6.2 Conclusions**

From the evidences herein, it can be generally said that the project has met all its objectives and therefore it has been successful. This is because the project foremost energized grassroots women and their leaders to claim their due space in the local political arena in their respective LLGs wherein they are echoing gender equality voices. As such, through the project the women have demonstrated that the past notions that they self-exclude themselves from political engagement is misplaced as they are more willing to partake in state-society partnership for local development. Likewise, it is also remarkably clear that the project catalyzed LLGs to take prudent responsiveness steps towards engendering their services delivery and accountability through gradually opening up hitherto closed public policy space for women and aligning budgets to gender needs.

However, all these successes emanated from valid and credible pressure from informed, skilled and organized women leaders that also met with the political will to make LLG officials to yield to women's demands. Such pressure therefore presents the demand side of accountability by rights holders and the yielding of the supply side of accountability by duty bearers.

Pivotal herein is the fact that capacity building for civic engagement (to both actors – women leaders and government officials) provides a valuable impetus for rights holders to know their rights and engage in effective dialogue within the political policy arena. Hence, marginalized groups can effectively become active agents in changing the accountability tides once they are made aware of their rights, are mobilized and facilitated to demand for those rights.

In light of this, therefore, the notion that accountability is merely concerned with information dissemination is questionable. How valuable would development information be to (wo)men who hardly participate in decision-making processes? Pertinent, therefore, is that accountability should entail the full participation of women and men in LLG planning, implementation, monitoring and evaluation processes.

The main challenges that require further attention however remains that without women's engagement being fully institutionalized (for sustainability and ownership gains) the evidences of local government internal resistance to popular participation will continue to hinder the extent to which women and their leaders can demand for engendered services delivery and accountability. This is because women leaders, unsupported by technical expertise from non-state organizations are still weak to fully side-step technocrat-politicians alliance against their needs.

### 6.3 Ways forward

As a way forward in harmonizing what WCEs are doing with what LLGs ought to have been doing as well as institutionalizing engendered services delivery and accountability, it was noted that the following (see Table 5) would help deepen the process and energize new impetus in areas where gaps persists:

**Table 5: Learning from action analysis**

|  | <b>Actions required</b>  |
|--|--|
| <b>WCE effectiveness</b>                               | <ul style="list-style-type: none"> <li>• Establish functional WCs within the LLG structures starting with an equipped space within LLG offices.</li> <li>• Deepen capacity building training by including aspects of team and confidence building so that they ably speak for and by themselves.</li> <li>• Strengthen information sharing fora where WCE and LLG officials periodically assess themselves and agree on the best ways forward.</li> <li>• Advocate for more women on LLG committees.</li> <li>• Network and build alliances between WCE and WCs and CSOs.</li> </ul> |
| <b>Women's participation</b>                           | <ul style="list-style-type: none"> <li>• Building women's civic competence beyond mere vote casting.</li> <li>• Strengthen women's mobilization</li> <li>• Increase awareness on gender issues and women's and human rights.</li> <li>• Ensure services sector allocations fight livelihood insecurities</li> <li>• Lobby LLGs to conduct meetings in local languages</li> </ul>   |
| <b>LLG budget management</b>                           | <ul style="list-style-type: none"> <li>• Revise and disseminate gender-sensitive planning guidelines with LLGs.</li> <li>• Institutionalize GRA.</li> <li>• Partake in the routine MoLG performance assessment.</li> </ul>   |
| <b>LLG transparency &amp; accountability practices</b> | <ul style="list-style-type: none"> <li>• Provide technical support to LLGs on plan and budget communication</li> <li>• Promote periodic progress tracking and reporting</li> <li>• Lobby for the amendment of LGA 1997 (now amended)</li> </ul>  |

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### ***Annex 1A: Constraints to Gender Responsive Planning and Budgeting***

| Unit of analysis     | Key challenges  |
|----------------------|---|
| Women as individuals | <ul style="list-style-type: none"> <li>▪ The high rate of illiteracy among women greatly affects their level of self confidence and self-esteem hence their participation in planning and budgeting.</li> <li>▪ Most women are inadequately informed of their rights and other provisions meant to protect and promote their rights. Thus they cannot hold their leaders accountable</li> </ul>   |
| The women council    | <ul style="list-style-type: none"> <li>▪ Most women councils are not functioning due to lack of knowledge of roles and poor facilitation from the Local Governments.</li> <li>▪ Members of WC lack the skills to advocate for their rights and to enable other women know their rights. Thus in totality they have a weak voice</li> <li>▪ The capacity of the WC and also the women councilors to question and engage in Local Government planning and budgeting processes and therefore the outcomes from these processes is still low and less appreciated. So technocrats and a few politicians do as they please.</li> </ul>   |
| Local governments    | <ul style="list-style-type: none"> <li>▪ Low prioritization of gender issues generally and women’s concerns in particular in development plans and mid-term expenditure framework results into these issues not being reflected in budgets.</li> <li>▪ Limited capacity to carry out a systematic and well organized gender responsive budgeting, gender analysis and mainstreaming makes gender continue to remain more of a theoretical consideration.</li> <li>▪ Development is taken by most local governments to mean hardware facilities which do not favor software interventions like support to the women council.</li> <li>▪ Development is in most cases taken as a privilege not as a right because of politicizing development and the whole practice of vote buying, thus women and indeed most marginalized groups lose out.</li> <li>▪ Information sharing between the LLG and the women council is very weak, hence women do not know where potential benefits lie.</li> </ul> |
| National policies    | <ul style="list-style-type: none"> <li>▪ Although national policies on gender and human rights exist, it was noted that: policy generation are not done in consultation with the local community; policy dissemination is inadequate; and policies are not prepared in a consumable format e.g., policy translation. Hence the people in whose name the policies are developed are not aware of them.</li> </ul>  |

### **Annex 1B: Status of Monitoring Indicators for the Grantees**

|        | Indicator  | Baseline | Target 2008 | Actual 2008 | Remarks  |
|--------|--|----------|-------------|-------------|--|
| 5.0    | <i>Service Delivery Component</i>  |          |             |             |  |
| 5.1    | <b>Objective 1: Women Councils leaders have increased knowledge and skills in gender planning and M&amp;E, and advocacy/lobbying.</b>            |          |             |             |  |
| 5.1.1  | # of WCEs that have documented and presented core women issues during LLG planning cycle   | 0        | 70          | 519         | Adopted even at parish levels                                  |
| 5.1.2  | # of WCEs that are monitoring LLG budget implementation and commitments for affirmative action   | 0        | 50          | 95          | Only those at SC levels are actively involved                  |
| 5.1.3  | # of WCEs with an advocacy plan for engendered services and are implementing them  | 0        | 10          | 0           |  |
| 5.2    | <b>Objective 2: Effective participation of women in general, and Women Council members in particular, in local government planning processes</b> |          |             |             |  |
| 5.2.1  | % of women participating in village level planning   | 8.1%     | 40%         | 74.9%       |  |
| 5.2.2  | % of women participating in Parish level meetings  | 2.6%     | 40%         | 65.8%       |  |
| 5.2.3  | % of women participating in LLG budget conferences   | 3.3%     | 40%         | 58.4%       |  |
| 5.2.4  | # of WCEs holding meetings with LLG Sectoral Committees  | 0        | 10          | 19          |  |
| 5.3    | <b>Objective 3 District and lower local governments accountable and transparent during implementation</b>  |          |             |             |  |
| 5.3.1  | # of LLG whose sectoral plans have gender disaggregated targets  | 0        | 10          | 18          | Jangokoro failed   |
| 5.3.2  | # of LLG plans/budgets that have planned for, and funded, affirmative action   | 0        | 10          | 19          |  |
| 5.3.3  | # of LLG with plans which have at least one Gender Responsive Statements   | 0        | 16          | 18          | Jangokoro failed   |
| 5.3.4  | # of LLG allocating at least 65% of their budget for Services Sectors versus Administrative  | 0        | 10          | 14          | Jangokoro, Atyak, Kucwiny, Wadelai & Parombo failed            |
| 5.3.5  | # of LLG with popular versions of their plans and budgets  | 0        | 6           | 0           | All LLGs failed  |
| 5.3.6  | # of LLG providing popular versions of their plans and budgets to WCEs   | 0        | 6           | 3           | Pakwach TC & Paidha & Pakwach SCs provided full plan documents |
| 5.3.7  | # of LLG communicating about approved plans and budgets to lower units   | 0        | 6           | 3           | As above   |
| 5.3.8  | # of LLG providing regular update on cash inflows and expenditures to WCE  | 0        | 9           | 0           | Most feared and hated demand                                   |
| 5.3.9  | # of LLG disbursing funds taking into account the proportions within the approved budgets  | 0        | 8           | 14          | Nebbi, Jangokoro, Kuwciny, Atyak, Wadelai & Nyapea failed      |
| 5.3.10 | # of LLG reports with gender disaggregated data  | 0        | 10          | 18          | Jangokoro failed   |

### Annex 1C: GRA indicators' performance

| Indicators  | Baseline | End-of-project | Variance |
|---|----------|----------------|----------|
| <b>WCE effectiveness</b>                                      |          |                |          |
| ** Women leaders identified core women's issues               | 100      | 100            | 0        |
| ** Women leaders held meetings with sectoral committees       | 95       | 100            | 5        |
| ** Women leaders are involved in expenditure allocation       | 0        | 0              | 0        |
| ** Women leaders followed disbursements                       | 95       | 100            | 5        |
| <b>Women's participation</b>                                  |          |                |          |
| ** 50% of women in village planning                           | 49       | 55             | 6        |
| ** 50% of women in parish planning                            | 43       | 47             | 4        |
| ** 50% of women in LLG budget conference                      | 83       | 84             | 1        |
| ** 50% of women in LLG budget approval                        | 20       | 84             | 64       |
| <b>LLG adherence to regulations</b>                           |          |                |          |
| ** LLGs have popular version of approved plans                | 0        | 0              | 0        |
| ** LLG provided WCE with copy of plan/budget                  | 0        | 16             | 16       |
| ** LLG communicated plan/budget to lower units                | 0        | 16             | 16       |
| ** LLG communicated plan/budget to WCEs                       | 0        | 0              | 0        |
| ** LLG provided WCE with details of cash flows                | 0        | 0              | 0        |
| ** LLG progress reports have gender disaggregated data        | 37       | 95             | 58       |
| <b>LLG commitments to gender equality</b>                     |          |                |          |
| ** Sector plans have gender disaggregated targets             | 37       | 95             | 58       |
| ** Plans/Budget have affirmation action consideration         | 79       | 100            | 21       |
| ** Plans/Budget have explicit gender responsiveness statement | 74       | 95             | 21       |
| ** 65% of aggregate budget allocated for services sector      | 58       | 74             | 16       |
| ** 90% intra-sector budget allocated for services             | 32       | 68             | 36       |
| ** 5% of budget allocated for affirmative action              | 5        | 5              | 0        |
| ** 65% of aggregate budget disbursed for services sector      | 74       | 74             | 0        |
| ** 90% intra-sector budget disbursed for services             | 37       | 63             | 26       |
| ** 5% of budget disbursed for affirmative action              | 5        | 5              | 0        |

#### Grading scores

|       |                |        |                   |         |            |
|-------|----------------|--------|-------------------|---------|------------|
| 0-35% | Non-responsive | 36-70% | Fairly responsive | 71-100% | Responsive |
|-------|----------------|--------|-------------------|---------|------------|

