FACILITATORS' TRAINING HANDBOOK FOR ENGENDERING DECENTRALIZED POVERTY RESOURCES MANAGEMENT

Prepared by:
Agency for Accelerated Regional Development
(AFARD)

Acronyms

AFARD	=	Agency for Accelerated Regional Development
DLG	=	District Local Government
EC	=	European Commission
GRA	=	Gender Responsiveness Audit
GRPB	=	Gender Responsive Planning and Budgeting
LLG	=	Lower Local Government
PDC	=	Parish Development Committee
PGME	=	Participatory Gender Monitoring and Evaluation
WCE	=	Women Council Executive

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Thank you all.

Dr. Alfred Lakwo
Programme Director
Nebbi, Thursday, 05 March 2009

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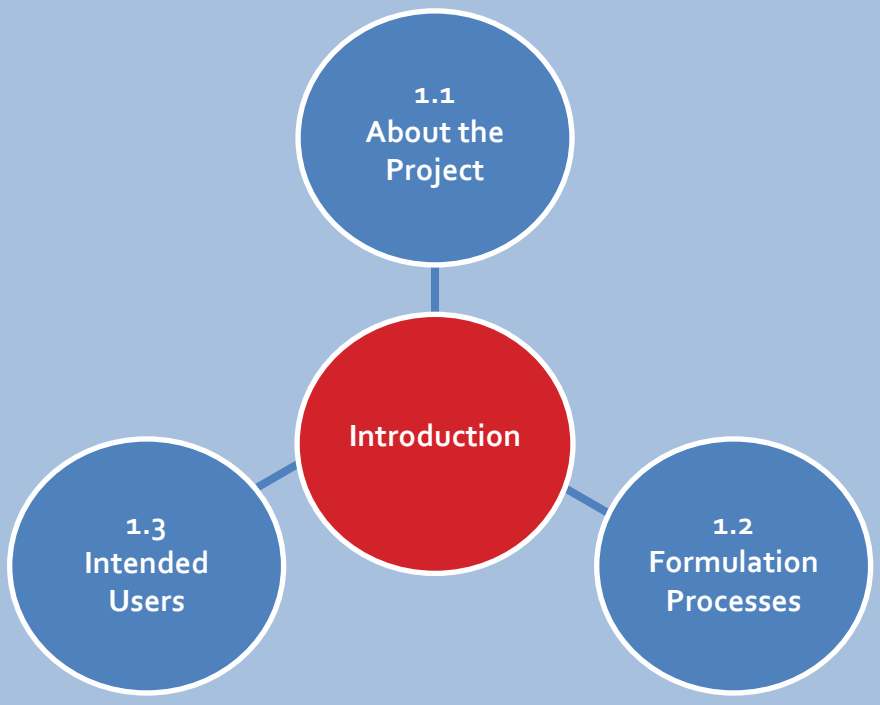
INTRODUCTION

The structure of this Part



1.1 About the project

In Uganda, both the 1995 Constitution and the Local Governments Act, 1997 (now amended) not only provides a strong legal framework for decentralization policy but also stipulates that decentralized development should respect human rights generally and the rights of marginalized groups like women in particular. As such, the adoption of decentralization policy largely transferred democratic decision making in regard to planning, implementation and resource management to decentralized local governments. More importantly, in order to integrate women in the process, a 1/3 political quota for women councillors (WCs) was established in all Lower Local Governments (LLGs) structures. Women Council structures (with Women Council Executives – WCEs) set-up running from national to village were also established. A participatory decentralized planning was also adopted as a policy and was hoped would bring all actors in the LLGs (women and men alike) to work in unison for a local area responsive poverty reduction. That hope has never been realised over the last 16 years. Women have remained a largely excluded category hardly benefiting from government poverty reduction-driven services hence; their livelihoods and quality of lives have marginally improved.

It is because of this exclusion of women that the Agency for Accelerated Regional Development (AFARD) received funding from the Delegation of European Commission to Uganda to implement a project entitled 'Engendering Decentralized Poverty Resources Management Project' in selected Lower Local Governments (LLGs) in Nebbi and Yumbe districts. This project builds on AFARD's last 6 years (2003-2008) of work in engendering service delivery in Nebbi District. It seeks to promote an inclusive and empowered society through building the capacity of local communities and local governments for social accountability and poverty resource monitoring, and downward accountability respectively. The project aims at making decentralization work for women by strengthening an active engagement of women as a constituency with local government officials.

The project goal is that ***'(selected) LLGs in Nebbi and Yumbe districts provide gender sensitive and accountable services to the people'***. The specific objectives include:

Objective 1: Women and government leaders have increased knowledge and skills to champion women's needs in local government decision-making processes.

Objective 2: Effective participation of women in local government budgeting and planning increased.

Objective 3: Local governments are transparent and accountable to their constituents in general and to women in particular.

This goal and objectives address gender inequalities in the current local government services delivery. Building on the causes for women's exclusion from the public decision-making arena and tested approaches that promotes inclusion, voice, and responsiveness, the goal will be operationalized from three fronts namely:

- First, ensuring that the political capabilities of women and local government leaders, as representatives of their constituencies, right from parish to LLG levels are built as an empowerment strategy for them to know their rights and roles; and acquire the requisite skills for exercising such rights and roles. This initiative will enable them to be ready to engage effectively in participatory planning and budgeting management.
- Second, changing the mindset of the people – politicians, technical staffs, the women, and civil society organization actors- towards gender needs as human rights that must be adhered to in all services delivery. This will open up the policy arena for both the 'traditional' policy makers and policy beneficiaries while women leaders will be enabled to effectively utilize such

political spaces so that their voices are responded to by way of local government commitment to equitable services delivery.

- Finally, ensuring effective communication of plans and budgets by leaders to their electorates so that people know what is planned for them and how implementation is progressing let alone the results achieved.

As a result, the project is envisaged to include: First, empowered women who live as citizens of their local governments. Second and related to the first, responsive and accountable local governments regarding poverty resources management. In sum, the project will contribute to gender equality in decentralized development.

1.2 The formulation processes

This manual was formulated through a consultative process that involved AFARD staffs and Local Government officials. It started with a review of what AFARD had been doing before in gender-based advocacy work with attention to what worked well and what did not work well. This review was followed by a critical review of the current project goal, objectives and the various training activities.

For each of the proposed training the old training materials were revised and practical training session objectives were identified. Thus, in line with such objectives, key topics were proposed. To effect such topics, mock sessions were conducted to build logic between the objectives and topics let alone to identify means that were relevant for many grassroots women who are largely (semi) illiterate. A draft manual was then produced, revised and finally this fair copy was adopted for use.

1.3 Intended users

The primary intended users of this manual are the Project Trained Trainers - the project LLG Community Development Officers and a representative from among the Women Leaders. However, the manual can be used by Women Council offices, Local Governments, and other civil society organizations who are engaged in gender-based advocacies.

1.4 Structure of the Manual

The manual is generally composed of seven parts as is summarised below. Each part represents a critical module of the capacity building training needs.

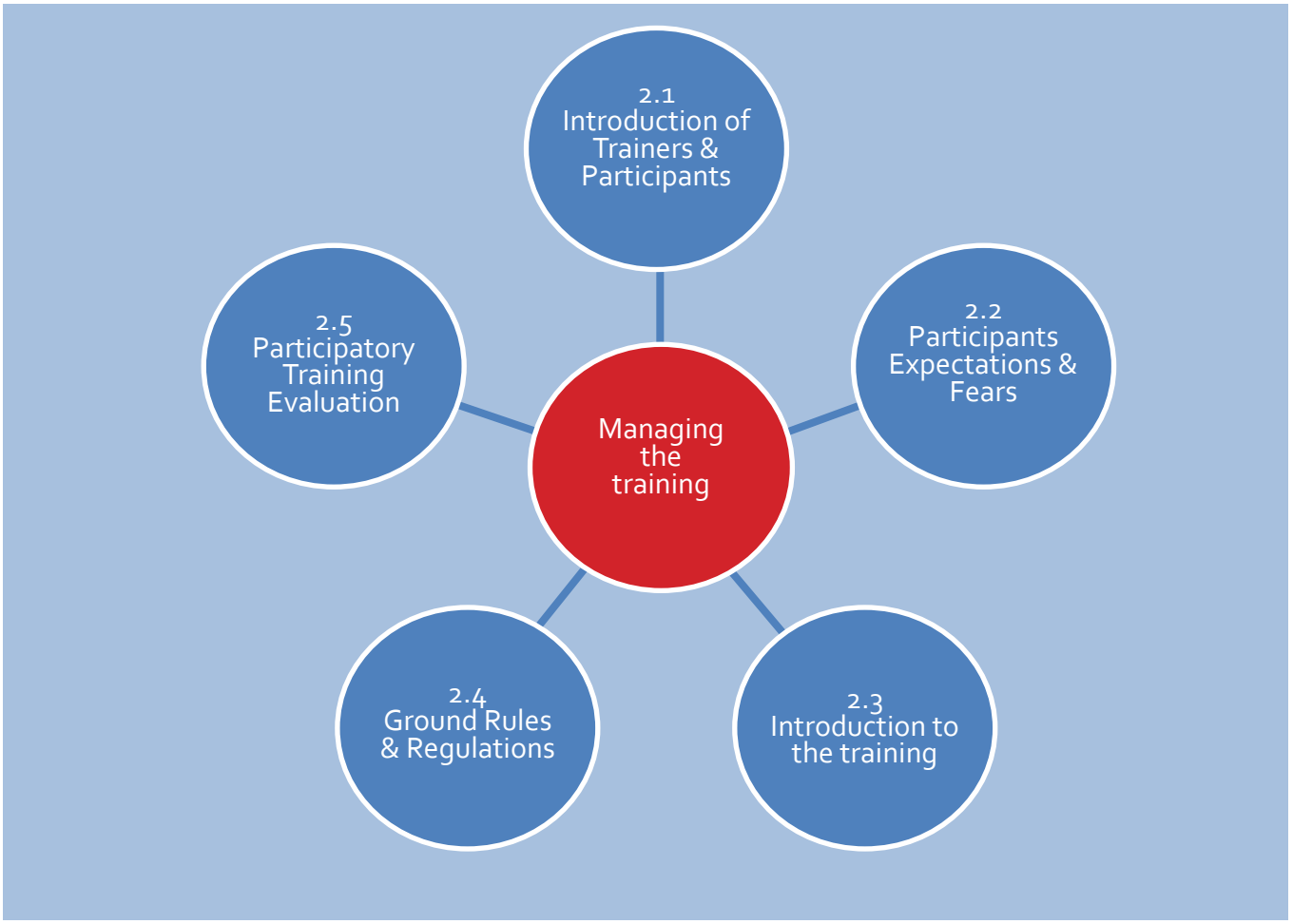
1.5 How to use this manual

The trainers for whom this manual is prepared are expected to use the manual in the following ways:

- Ensure that each module is designed for a specific non-residential training;
- Ensure that they read the manual and acquaint themselves with the contents and methodologies specified for each topic; and
- Ensure that they use the generic training management as a guide for each training.

MANAGING THE TRAINING

Part Structure



Session Objective	At the end of the session participants are able to: • *Know and get acquainted with each other.* • *Know the learning objectives of the training.* • *Assess how much they have learnt and devise means for future improvement.*
Topic	See part Structure
Methods	Name tagging; Brainstorming; Question and Answer (Q&A)
Materials	Flip charts, Marker pens, Masking tape
Time	Maximum 30 - 40 minutes.

2.1 Introduction of trainers and participants

In any gathering involving two or more people with diverse backgrounds such as technical, professional, geographical location and interests, among others, it becomes paramount that the actors get to know each other.

Procedure:

- Welcome participants to the workshop.
- The lead trainer should introduce the team of trainers.
- Request each participant to introduce her/him-self by mentioning her/his name and position in society.
- After accomplishing the above, let the participants write their names clearly on a masking tape and stick it on their chests.
- Request the Chairperson or Sub County Chief or Chairperson District Women Council Executive to officially open the workshop.

2.2 Participants' expectations and fears

The primary aim of this session is to identify what the participants expect from and/or fear about the training. You should therefore listen to the participants.

Procedure:

- Put two sheets of flip charts on a wall with one for expectations and the other for fears.
- Ask two participants to volunteer to write on each of the sheets (in green for expectations and red for fears).
- Ask the participants to give only one expectation and fear they developed on receiving the training invitation.
- List down on a flip chart all the stated cases.

OR

- Give green (for expectations) and red (for fears) manila cards to each participant.
- Ask each participant to write her/his expectations and fears.
- Collect the cards and stick them on the wall according to their colors.

2.3 Introduction to the training

The primary aim of this session is to align participants' wishes to that of the training. To do so, the following are important.

Procedure:

- Write beforehand the training objective(s) on a flip chart.
- Stick the flip chart with the training objective(s) onto the wall.
- Introduce the training objectives by highlighting the key issues to be achieved.
- Point to the expectations raised and tick all that rhyme with the training objectives. For those expectations beyond the training, explain.
- Elaborate on the fears raised in a bold but soft manner. Together develop strategies of how to overcome them.
- Allow questions to be asked and clarify.
- Make administrative announcements especially on issues related to meals, allowances, etc.
- Tape on the wall in a corner both the participants' expectations and fears and the workshop objectives for on-use later as part of the evaluation at the close of the workshop.

2.4 Ground rules and regulations

It is important that the training is done in an orderly manner. This can be achieved by allowing participants set procedures and rules to govern themselves. This should include but not be limited to:

- Electing a timekeeper and a welfare officer.
- Setting time for breaks and meals.
- Regulating management of phones.
- Ensuring participation as a key tool to learning.

2.5 Participatory training evaluation

The key aim of training evaluation is to assess to what extent the training objectives were attained and also to identify lessons learnt for future improvement.

Procedure:

At the end of the training:

- Pick and pin on the wall the flip charts containing training objective(s) and participants' expectations.
- Ask participants to respond to the following questions:
  a) To what extent were your expectations met?
  b) What did you learn from the training?
  c) How will you put to use the knowledge and skills acquired?
  d) What setbacks do you foresee will limit the utilization of your acquired knowledge and skills?
  e) What solutions do you propose to ameliorate such setbacks?
  f) What went wrong with the training?
  g) How should it be improved next time?
- Finally, ask a representative to close the training.

Module 1

HUMAN AND WOMEN'S RIGHTS TO DEVELOPMENT

Module Structure

Session Objectives	At the end of the session participants will be able to: • *State at least 3 objectives of decentralization in Uganda.* • *State at least 3 hindrances to gender equality in decentralized development* • *State at least 3 rights of women as stipulated by the Constitution of the Republic of Uganda.* • *Link decentralized development to human right principles.*
Topic	See Module Structure
Methods	Q&A session; Brainstorming; Role play; Lecturrete
Materials	Flip charts, Marker pens, Masking tape, manila cards
Time	5 hours

3.1 Decentralized governance

Procedure:
Ask participants the following questions:
1. What is decentralized governance?
2. Why did Uganda adopt decentralize governance?

Wrap-up Notes

A: Governance is a process by which public institutions conduct public affairs, manage public resources, and guarantee the realization of human rights. Good governance therefore requires that the accomplishment of the roles and responsibilities bestowed on government officials are executed in an effective and efficient, participatory, responsive, accountable and transparent manner and with due regard for the rule of law.

B: Uganda adopted a decentralized system of governance starting with the 1987 enactment of the Resistance Councils Statute followed by the full policy weight of the Presidential Policy Statement of 1992, which operationalized decentralized governance under the 1993 Decentralization Statute. This statute was crystallized in the 1995 Constitution (section II (iii)) and harmonized in the Local Governments Act (LGA) 1997 (now amended 6 times).

Under decentralization there are vertical layers of local government starting with local council 1(village/LC 1) and 2 (parish/ward/LC 2) as administrative units up to local government units 3 (sub county/town council/LC 3), 4 (county/LC 4), and 5 (City, Municipal, and district/ LC 5). These units are filled with elective positions and in some cases (unit 2, 3, 4 & 5) with technical staffs.

Note that:
- LC 1, LC 2 and LC 4 are called Administrative Units.
- LC 3 and LC 5 are called Local Governments.

C: Decentralized governance is about local governance where leaders, technical staffs and the ordinary citizens work together in determining the future direction of their development while recognizing central government priorities and the principles of good governance.

Objectives of decentralization in Uganda

In line with Statutes No. 15 of 1993, the objectives of decentralization in Uganda were to:

- Transfer real power to the local governments and thus reduce the work load on remote and under-resourced central officials;
- Bring under control (political, managerial, and administrative) the delivery of services to local people to improve effectiveness and accountability and to promote a sense of people's ownership of local government programmes and projects;
- Free managers in local government from constraints of central authorities to allow them to develop organizational structures that are tailored to local conditions;
- Improve financial accountability and responsible use of resources by establishing a clear link between the payment of taxes and the provision of the services they finance; and
- Improve the capacity of local governments to plan, finance, and manage the delivery of services to their constituents.

3.2 Hindrances to decentralized development

Procedure:
Ask participants again the following questions:
1. What are the development roles of local government?
2. Why are grassroots women not participating in decentralized governance?
3. What are the effects of such non-participation?

Wrap-up notes

Development functions of local governments

The Constitution, 1995 (articles 97, 98, 176(2), 190 and the 6th schedule) as enshrined in the Local Governments Act, 1997 (section 7, 31, 36, 37, 38, 75, and the 2nd and 4th schedules) stipulates the functions of local councils in regards to development as below:

- Provide vertical (upward) and horizontal (at same level) information and insights to all stakeholders;
- Coordinate the mapping and mobilization of local capacities and resources so as to promote local economic growth, employment and production of surplus that the local government can in turn tax;
- Provide a domestic framework to promote the participatory formulation, conceptualization and operationalization of local development plans;
- Ensure the fair and equitable targeting of poverty reduction programmes at the local level;
- Facilitate the development of socio-economic and physical infrastructure; and
- Generate greater trust and accountability between state and its citizens by involving local leaders, entrepreneurs and civic organizations in democratic dialogue and in the workings of government.

Impediments to women's participation

The critical factors that are hampering women's participation on local governance include:

- Ineffectiveness of women leaders to champion women's needs;
- Limited awareness of the planning and budgeting process;
- Exclusionary mobilization strategy;
- Neglect for village level planning;
- Lack of feedback on previous plans and budgets;
- Lack of facilitation during planning meetings;
- Livelihood insecurity;
- Inaccessibility to LLG plans and budgets; and
- Monitoring is always considered as either a technical issue or the responsibility of politicians.

Effects of limited women's participation

The consequences of women's limited participation are the following:

- Non-gender responsive plans and budgets;
- Heightening of corruption and poor quality services delivery;
- Loss of ownership and sustainability of local government projects; and
- Loss of trust in local government.

3.3 Human rights in context

Procedure:

1. Form 5 groups of 7-9 people by letting each participant count 1-5.
2. Let each individual go to the group where her/his number falls.
3. Task the group as follows:
   a. Group 1: Home-based social relations
      Prepare a role-play depicting family management on any topic of their choice involving the relationship between the father, mother, children and other dependants.
   b. Group 2: Equal opportunity
      Prepare a role-play depicting a school going age girl and boy living with their aunty operating a beer-selling joint.
   c. Group 3: Community institutional framework
      Prepare a role-play depicting Community management of inheritance of assets after a man has died.
   d. Group 4: Community institutional framework
      Prepare a role-play depicting how a community decides on a man and a woman caught in adultery.
   e. Group 5: Legal (re)presentation
      Prepare a role-play depicting Local Council 1 Court system on an issue of wife beating.
4. Allow them 8 minutes each to prepare the role-play for presentation.
5. In the plenary after the presentations, ask the following questions to guide the discussions:
   a. What message did the various role plays provide?
   b. What rights were being violated?
   c. Are women and men, and girls and boys treated equally?
   d. Why such discriminations?
   e. Who could be of assistance/support to the people affected?
6. For the presentation on definition and types of human rights, the facilitator should categorize the responses under civil, social, political, economic and cultural rights.
7. By refereeing to the information below, the facilitator later on wraps up by explaining what human rights is and links it to women rights.

Wrap-up notes

Human rights are basic rights and freedoms that all people are entitled to regardless of nationality, sex, national or ethnic origin, race, religion, language, or other status. They are protected and upheld by international and national laws and treaties because they are fundamental and universal principles of justice, which incorporate global values and ethics (see The Universal Declaration of Human Rights below). Human rights include:

- Civil and political rights, such as the right to life, liberty and freedom of expression; and
- Economic, social, and cultural rights including the right to participate in culture, the right to food, and the right to work and receive an education.

The key human rights principles are:

- They accord all human beings equal status and treatment;
- They are inherent and permanent that they cannot be denied or removed from any individual;
- They are universal cutting across all borders; and
- They promote equality and non-discrimination.

THE UNIVERSAL DECLARATION OF HUMAN RIGHTS

(Source: http://www.hrweb.org/legal/udhr.html accessed March 5, 2009)

THE GENERAL ASSEMBLY

Proclaims this Universal Declaration of Human Rights as a common standard of achievement for all peoples and all nations, to the end that every individual and every organ of society, keeping this Declaration constantly in mind, shall strive by teaching and education to promote respect for these rights and freedoms and by progressive measures, national and international, to secure their universal and effective recognition and observance, both among the peoples of Member States themselves and among the peoples of territories under their jurisdiction.

Article 1
All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.

Article 2
Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.
Furthermore, no distinction shall be made on the basis of the political, jurisdictional or international status of the country or territory to which a person belongs, whether it be independent, trust, non-self-governing or under any other limitation of sovereignty.

Article 3
Everyone has the right to life, liberty and the security of person.

Article 4
No one shall be held in slavery or servitude; slavery and the slave trade shall be prohibited in all their forms.

Article 5
No one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment.

Article 6
Everyone has the right to recognition everywhere as a person before the law.

Article 7
All are equal before the law and are entitled without any discrimination to equal protection against any discrimination in violation of this Declaration and against any incitement to such discrimination.

Article 8
Everyone has the right to an effective remedy by the competent national tribunals for acts violating the fundamental rights granted him by the constitution or by law.

Article 9
No one shall be subjected to arbitrary arrest, detention or exile.

Article 10
Everyone is entitled in full equality to a fair, and public hearing by an independent and impartial tribunal, in the determination of his rights and obligations and of any criminal charge against him.

Article 11

1. Everyone charged with a penal offence has the right to be presumed innocent until proven guilty according to law in a public trial at which he has had all the guarantees necessary for his defence.
2. No one shall be held guilty of any penal offence on account of any act or omission which did not constitute a penal offence, under national or international law, at the time when it was committed. Nor shall a heavier penalty be imposed than the one that was applicable at the time the penal offence was committed.

Article 12

No one shall be subjected to arbitrary interference with his privacy, family, home or correspondence, nor to attacks upon his honour and reputation. Everyone has the right to the protection of the law against such interference or attacks.

Article 13

1. Everyone has the right to freedom of movement and residence within the borders of each State.
2. Everyone has the right to leave any country, including his own, and to return to his country.

Article 14

1. Everyone has the right to seek and to enjoy in other countries asylum from persecution.
2. This right may not be invoked in the case of prosecutions genuinely arising from non-political crimes or from acts contrary to the purposes and principles of the United Nations.

Article 15

1. Everyone has the right to a nationality.
2. No one shall be arbitrarily deprived of his nationality nor denied the right to change his nationality.

Article 16

1. Men and women of full age, without any limitation due to race, nationality or religion, have the right to marry and to found a family. They are entitled to equal rights as to marriage, during marriage and at its dissolution.
2. Marriage shall be entered into only with the free and full consent of the intending spouses.
3. The family is the natural and fundamental group unit of society and is entitled to protection by society and the State.

Article 17

1. Everyone has the right to own property alone as well as in association with others.
2. No one shall be arbitrarily deprived of his property.

Article 18

Everyone has the right to freedom of thought, conscience and religion; this right includes freedom to change his religion or belief, and freedom, either alone or in community with others and in public or private, to manifest his religion or belief in teaching, practice, worship and observance.

Article 19

Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers.

Article 20

1. Everyone has the right to freedom of peaceful assembly and association.
2. No one may be compelled to belong to an association.

Article 21

1. Everyone has the right to take part in the government of his country, directly or through freely chosen representatives.
2. Everyone has the right of equal access to public service in his country.
3. The will of the people shall be the basis of the authority of government; this will shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures.

Article 22

Everyone, as a member of society, has the right to social security and is entitled to realization, through national effort and international co-operation and in accordance with the organization and resources of each State, of the economic, social and cultural rights indispensable for his dignity and the free development of his personality.

Article 23

1. Everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment.
2. Everyone, without any discrimination, has the right to equal pay for equal work.
3. Everyone who works has the right to just and favourable remuneration ensuring for himself and his family an existence worthy of human dignity, and supplemented, if necessary, by other means of social protection.
4. Everyone has the right to form and to join trade unions for the protection of his interests.

Article 24

Everyone has the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay.

Article 25

1. Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control.
2. Motherhood and childhood are entitled to special care and assistance. All children, whether born in or out of wedlock, shall enjoy the same social protection.

Article 26

1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.
2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.
3. Parents have a prior right to choose the kind of education that shall be given to their children.

Article 27

1. Everyone has the right freely to participate in the cultural life of the community, to enjoy the arts and to share in scientific advancement and its benefits.
2. Everyone has the right to the protection of the moral and material interests resulting from any scientific, literary or artistic production of which he is the author.

Article 28

Everyone is entitled to a social and international order in which the rights and freedoms set forth in this Declaration can be fully realized.

Article 29

1. Everyone has duties to the community in which alone the free and full development of his personality is possible.
2. In the exercise of his rights and freedoms, everyone shall be subject only to such limitations as are determined by law solely for the purpose of securing due recognition and respect for the rights and freedoms of others and of meeting the just requirements of morality, public order and the general welfare in a democratic society.
3. These rights and freedoms may in no case be exercised contrary to the purposes and principles of the United Nations.

Article 30

Nothing in this Declaration may be interpreted as implying for any State, group or person any right to engage in any activity or to perform any act aimed at the destruction of any of the rights and freedoms set forth herein.

3.4 Women's rights

The principles of human rights noted above therefore means that women deserve equal treatment as do men. That the role-plays depicted discrimination against women indicate that women are a marginalized and vulnerable group whose rights are often violated. Thus, the emphasis on women's rights is because of the need to balance the inequality scale between women and men.

Not surprising, there are various international standards and codes that have been signed, ratified and adopted by Uganda and domesticated in the 1995 Constitution of the Republic of Uganda for the purpose of protecting, promoting and fulfilling the rights of women like the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (see extract of the 1995 Constitution and CEDAW below).

The Constitution of the Republic of Uganda 1995 key provisions on the Rights of Women are:

RELEVANT PROVISIONS IN THE CONSTITUTION

National objectives and directive principles of state policy

VI. **Gender balance and fair representation of marginalized groups**

The state shall ensure gender balance and fair representation of marginalized groups on all constitutional and other bodies

XV. **Recognition of the role of women in society**

The state shall recognize the significant role that women play in the society

Protection and promotion of fundamental and other human rights and freedoms

Article 21. **Equality and freedom from discrimination**

(1) All persons are equal before and under the law in all spheres of political, economic, social and cultural life and in every other respect shall enjoy equal protection of the law

(2) A person shall not be discriminated against on the ground of sex, race, colour, ethnic origin, tribe, birth, creed or religion, social or economic standing, political opinion or disability

Article 26. **Protection from deprivation of property**

(2) Every person has a right to own property either individually or in association with others

Article 33. **Rights of women**

(1) Women shall be accorded full and equal dignity of the person with men

(2) The State shall provide the facilities and opportunities necessary to enhance the welfare of women to enable them to realize their full potential and advancement

(3) The State shall protect women and their rights, taking into account their unique status and natural maternal functions in society

(4) Women shall have the right to equal treatment with men and that right shall be include equal opportunities in political, economic and social activities

(5) Without prejudice to article 32 of the constitution, women shall have the right to affirmative action for the purpose of redressing the imbalances created by history, tradition or customs

CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN

(Source: http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm accessed 05 March 2009)

"...the full and complete development of a country, the welfare of the world and the cause of peace require the maximum participation of women on equal terms with men in all fields"

Article I

"For the purposes of the present Convention, the term "discrimination against women" shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.

Article 2

States Parties condemn discrimination against women in all its forms, agree to pursue by all appropriate means and without delay a policy of eliminating discrimination against women and, to this end, undertake:

(a) To embody the principle of the equality of men and women in their national constitutions or other appropriate legislation if not yet incorporated therein and to ensure, through law and other appropriate means, the practical realization of this principle;

(b) To adopt appropriate legislative and other measures, including sanctions where appropriate, prohibiting all discrimination against women;

(c) To establish legal protection of the rights of women on an equal basis with men and to ensure through competent national tribunals and other public institutions the effective protection of women against any act of discrimination;

(d) To refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation;

(e) To take all appropriate measures to eliminate discrimination against women by any person, organization or enterprise;

(f) To take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women;

(g) To repeal all national penal provisions which constitute discrimination against women.

Article 3

States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to en sure the full development and advancement of women , for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.

Article 4

1. Adoption by States Parties of temporary special measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality opportunity and treatment have been achieved.
2. Adoption by States Parties of special measures, including those measures contained in the present Convention, aimed at protecting maternity shall not be considered discriminatory.

Article 5

States Parties shall take all appropriate measures:

(a) To modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women;

(b) To ensure that family education includes a proper understanding of maternity as a social function and the recognition of the common responsibility of men and women in the upbringing and development of their children, it being understood that the interest of the children is the primordial consideration in all cases.

Article 6

States Parties shall take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women.

PART II

Article 7
States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular shall ensure to women, on equal terms with men, the right:

(a) To vote in all elections and public referenda and to be eligible for election to all publicly elected bodies;
(b) To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government;
(c) To participate in non-governmental organizations and associations concerned with the public and political life of the country.

Article 8
States Parties shall take all appropriate measures to ensure to women, on equal terms with men and without any discrimination, the opportunity to represent their Governments at the international level and to participate in the work of international organizations.

Article 9
1. States Parties shall grant women equal rights with men to acquire, change or retain their nationality. They shall ensure in particular that neither marriage to an alien nor change of nationality by the husband during marriage shall automatically change the nationality of the wife, render her stateless or force upon her the nationality of the husband.
2. States Parties shall grant women equal rights with men with respect to the nationality of their children.

PART III

Article 10
States Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women:

(a) The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational establishments of all categories in rural as well as in urban areas; this equality shall be ensured in pre-school, general, technical, professional and higher technical education, as well as in all types of vocational training;
(b) Access to the same curricula, the same examinations, teaching staff with qualifications of the same standard and school premises and equipment of the same quality;
(c) The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging coeducation and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and school programmes and the adaptation of teaching methods;
(d) The same opportunities to benefit from scholarships and other study grants;
(e) The same opportunities for access to programmes of continuing education, including adult and functional literacy programmes, particularly those aimed at reducing, at the earliest possible time, any gap in education existing between men and women;
(f) The reduction of female student drop-out rates and the organization of programmes for girls and women who have left school prematurely;
(g) The same Opportunities to participate actively in sports and physical education;(h) Access to specific educational information to help to ensure the health and well-being of families including information and advice on family planning.

Article 11

1. States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights, in particular:
   (a) The right to work as an inalienable right of all human beings;
   (b) The right to the same employment opportunities, including the application of the same criteria for selection in matters of employment;
   (c) The right to free choice of profession and employment, the right to promotion, job security and all benefits and conditions of service and the right to receive vocational training and retraining, including apprenticeships, advanced vocational training and recurrent training;
   (d) The right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work;
   (e) The right to social security, particularly in cases of retirement, unemployment, sickness, invalidity and old age and other incapacity to work, as well as the right to paid leave;
   (f) The right to protection of health and to safety in working conditions, including the safeguarding of the function of reproduction.
2. In order to prevent discrimination against women on the grounds of marriage or maternity and to ensure their effective right to work, States Parties shall take appropriate measures:
   (a) To prohibit, subject to the imposition of sanctions, dismissal on the grounds of pregnancy or of maternity leave and discrimination in dismissals on the basis of marital status;
   (b) To introduce maternity leave with pay or with comparable social benefits without loss of former employment, seniority or social allowances;
   (c) To encourage the provision of the necessary supporting social services to enable parents to combine family obligations with work responsibilities and participation in public life, in particular through promoting the establishment and development of a network of child-care facilities;
   (d) To provide special protection to women during pregnancy in types of work proved to be harmful to them.
3. Protective legislation relating to matters covered in this article shall be reviewed periodically in the light of scientific and technological knowledge and shall be revised, repealed or extended as necessary.

Article 12

1. States Parties shall take all appropriate measures to eliminate discrimination against women in the field of health care in order to ensure, on a basis of equality of men and women, access to health care services, including those related to family planning.
2. Notwithstanding the provisions of paragraph I of this article, States Parties shall ensure to women appropriate services in connection with pregnancy, confinement and the post-natal period, granting free services where necessary, as well as adequate nutrition during pregnancy and lactation.

Article 13

States Parties shall take all appropriate measures to eliminate discrimination against women in other areas of economic and social life in order to ensure, on a basis of equality of men and women, the same rights, in particular:

(a) The right to family benefits;
(b) The right to bank loans, mortgages and other forms of financial credit;
(c) The right to participate in recreational activities, sports and all aspects of cultural life.

Article 14

1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.
2. States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right:
   (a) To participate in the elaboration and implementation of development planning at all levels;
   (b) To have access to adequate health care facilities, including information, counselling and services in family planning;
   (c) To benefit directly from social security programmes;
   (d) To obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency;
   (e) To organize self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self employment;
   (f) To participate in all community activities;
   (g) To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes;
   (h) To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.

PART IV

Article 15

1. States Parties shall accord to women equality with men before the law.
2. States Parties shall accord to women, in civil matters, a legal capacity identical to that of men and the same opportunities to exercise that capacity. In particular, they shall give women equal rights to conclude contracts and to administer property and shall treat them equally in all stages of procedure in courts and tribunals.
3. States Parties agree that all contracts and all other private instruments of any kind with a legal effect which is directed at restricting the legal capacity of women shall be deemed null and void.
4. States Parties shall accord to men and women the same rights with regard to the law relating to the movement of persons and the freedom to choose their residence and domicile.

Article 16

1. States Parties shall take all appropriate measures to eliminate discrimination against women in all matters relating to marriage and family relations and in particular shall ensure, on a basis of equality of men and women:
   (a) The same right to enter into marriage;

(b) The same right freely to choose a spouse and to enter into marriage only with their free and full consent;

(c) The same rights and responsibilities during marriage and at its dissolution;

(d) The same rights and responsibilities as parents, irrespective of their marital status, in matters relating to their children; in all cases the interests of the children shall be paramount;

(e) The same rights to decide freely and responsibly on the number and spacing of their children and to have access to the information, education and means to enable them to exercise these rights;

(f) The same rights and responsibilities with regard to guardianship, wardship, trusteeship and adoption of children, or similar institutions where these concepts exist in national legislation; in all cases the interests of the children shall be paramount;

(g) The same personal rights as husband and wife, including the right to choose a family name, a profession and an occupation;

(h) The same rights for both spouses in respect of the ownership, acquisition, management, administration, enjoyment and disposition of property, whether free of charge or for a valuable consideration.

2. The betrothal and the marriage of a child shall have no legal efect, and all necessary action, including legislation, shaa be taken to specify a minimum age for marriage and to make the registration of marriages in an official registry compulsory.

3.5 Development as a human right

Having seen that decentralization policy was adopted to promote local development and that local governments are mandated to facilitate that process, the Ugandan Constitution Article 20 (1) on fundamental and other human rights and freedoms clearly provides that *"Fundamental rights and freedoms of the individual are inherent and not granted by the state."*

This right implies that people - women and men alike - are right-holders. Whatever government does to them is therefore not a handout (like many, especially politicians, falsely portray), but what people are entitled to. Therefore, the existence of human rights sets an obligation on government as a duty-bearer to provide resources and services that enables people to live a life of dignity and harmony.

Note:

- Right-holders are the citizens who are entitled to claim for services and good governance from duty-bearers. This includes women, men, children, youths, persons with disability, and persons living with HIV/AIDS, etc.

- Duty-bearers are those individuals and organizations like elected (women) leaders, local governments, churches, NGOs, who are duty bound to uphold, fulfill, protect and promote the rights of right-holders.

Thus, for decentralized development to be realized within the human rights perspective, it must ensure that human rights are integrated in development plans and policies.

The centrality of rights based approach

Elements	Features
Empowerment	• Right-holders have opportunity to claim their rights as citizen and not beneficiaries of local government services. • Right-holders effectively participate in all development processes.
Responsiveness	• Duty-bearers acts as gate-keepers to ensure that development is framed as legally enforceable entitlements of rights-holders.
Accountability	• Development is an obligation and not a privilege. • Such obligations are shared between right-holders and duty-bearers. • All actors (state, market, society) are held accountable and subject to rights-based standards.

Source: Lakwo (2009 forthcoming)

Module 2

COMMUNITY MOBILIZATION FOR GENDER EQUALITY

Module Structure

Session Objectives	At the end of the session participants are able to: • *Describe the various existing structures of women leadership.* • *State and articulate at least 3 roles of women leadership structures.* • *Identify at least 3 complementary roles the various structures share.* • *Describe the processes and strategies for undertaking community mobilization.* • *State at least 3 methods for effective communication.* • *Identify at least 5 allies to gender equality promotion.*
Topic	See manual structure.
Methods	Q&A; Brainstorming; Lecturrete
Materials	Flip charts, Marker pens, Masking tape, manila cards
Time	3.5 hour.

4.1 Establishment of Women leadership structures

Procedure:

1. Divide the participants into 4 groups of 9-12 people.
2. Ask each group to answer (within 5 minutes) these questions:

   Group 1:
   a. Who are women leaders in local governance?'
   b. How did they come into being in decentralized governance setup?

   Group 2:
   a. Who are women leaders in local governance?'
   b. What are the roles and responsibilities of women leaders?

   Group 3:
   a. Who are women leaders in local governance?'
   b. Why are they always in conflict?
   c. What should be done to solve the conflicts?

   Group 4:
   a. Who are women leaders in local governance?'
   b. How can they work with the formal local government structure?
3. In the plenary, let each group present and reactions are given thereto.

Wrap-up notes

Highlight the fact that:

- There are two parallel Women leadership structures at the moment, namely:
  - ◊ Women Councilors
  - ◊ Women Council Executives
- These were set up as follows:
  - ◊ In 1993, Uganda operationalized decentralized governance that set vertical local government structures from the village to the national level.
  - ◊ In 1993, the Parliament enacted the National Women Council Statute that set a Women Council Structure right from the village to the national level.
  - ◊ In 1995, the Constitution was promulgated and in it was the provision of 1/3 special quota of all elected positions reserved for women.

Existing Women leadership structure

Local Government Structure (Women Councillors)	Women Council Structure
National level Women Members of Parliament	The national level is made up of 4 elected members who are elected by all District Chairpersons of Uganda, and also includes ex-officials made up of 2 female students representatives elected by Uganda National Students Association, 2 NGO representatives drawn from organisations involved in women affairs and are registered under the NGO statute of 1989 and recognized by the Minister.
District Level District Women Councillors	The District executives is made of 4 elected executives, elected by an electoral college constituted by all chairpersons from the sub-counties and has 9 ex-officials drawn from Community Development Office; Person With Disabilities; Youth Council; NGOs; District Women Member of Parliament, District Executive and Gender Office.
Sub county leve Sub county/Town Council Women Councillors	Sub-county level is made up of 5 elected executive members (Chairperson; Vice chairperson; General secretary; Publicity secretary and Finance secretary) and 7 ex-officials drawn from Community Development Office; NGO/CBO; Person With Disability (PWD); Youth Council, District women councilor and Sub county Council Executive.
Parish Level Parish Women Councillors	Parish level executives made up of 5 women elected by an electoral college of village executives within the parish. It is composed of the Chairperson, Vice Chairperson, General secretary, Publicity secretary, Finance secretary
Village level Village Councillors	Has Village Executives composed of the Chairperson, Vice Chairperson, General secretary, Publicity secretary, Finance secretary. All women of 18Yrs and above residing in the village elect these Executives

4.2 Roles of Women leaders

Below are the approved roles and responsibilities of women leaders

Leadership position	Women Councilors	Women Council Executives
Roles	1. Maintain close contact and consult with the electoral area. 2. Present views, opinions, and proposals to the Council. 3. Attend Local Council and (sub) Committees meetings. 4. Appoint at least a day in a given period for meeting the people. 5. Report to the electorate the decisions and actions of the Council. 6. Use her skills, profession, experience or specialized knowledge to the benefit of the Council. 7. Take part in communal and development activities in the electoral area/district.	1. Identifying women's concern 2. Policy sensitization 3. Linking women to decision makers 4. Advocacy for women's rights 5. Monitoring development services

Teamwork as a conflict resolution measure

- There is need for women leaders to realize that foremost they are women.
- They also need to appreciate that they are all embedded in local governance setup because of affirmative action.
- This identity is cardinal in ensuring that they do not strive for 'who is who' rather for how they can effectively represent their constituency.
- Pivotal in their effective leadership is 'Team Work' through:
  - ◊ Joint issue definition.
  - ◊ Shared roles and responsibilities.
  - ◊ Shared benefits.
  - ◊ Open and honest communications.
  - ◊ Periodic meetings.

Explore in the discussion the possibility of forming a joint Forum with Executive Officials from both women leadership structures.

- What roles can women leaders play together?
- What leadership structure would optimally coordinate such roles?
- What roles and responsibilities would such leaders have?

4.3 Community mobilization

Procedure:

1. Put the participants in 4 groups and assign each of them to answer only 1 of the questions below:
    a. What is community mobilization?
    b. What are the benefits of community mobilization?
    c. What are the qualities of a good community mobilizer?
    d. Who do we as women leaders mobilize?

2. Give each group 10 minutes to present in a plenary their answers. Give the other members time to comment (add, subtract, and critic the answers).
4. Wrap up the various answers by hammering the following cross-cutting issues.

Wrap-up note

Community mobilization defined

In order to define community mobilization, it is important to foremost understand what a community is. Traditionally, the term community was simply taken to refer to a group of people bonded together for instance by similar belief and values, language, and territory. As such, we had the Alur community, Islamic community, and Mothers' Union community, etc.

However, as women leaders, our community is wider than such a simple denominator of race, religion, politics, education, and even gender. Our community involve a wide array of women and men alike (for details see who do we mobilize below).

Thus, community mobilization is a process of organizing concerned citizens for collective action towards a common purpose with the aim of facilitating change.

Inherent in this definition are:

Concerned citizens: This refers to community members and local institutions. It is not limited to only the affected citizens but also include their sympathizers and policy-makers.

Common purpose: This refers to an issue of public concern like gender inequality in access to seeds being provided by NAADS Programme that require to be changed for the betterment of the affected public/women.

Collective action: This refers to the teamwork expected in the active engagement of the mobilizers and the mobilized undertaken on equal terms and in a mutually agreed manner.

It is, therefore, important to note is that community mobilization:

- Is not an event (a onetime activity) but it is a continuous process that runs from the issue definition to the realization of the results;
- Is issue specific to the extent that who is affected and what ought to change are very clear from the onset;
- Is limited to decisions and activities that occur to the affected constituency;
- Is not a one (wo)man's affairs but concerns the public. It cannot be monopolized by an individual or institution;

- Does not require people to be forced into an issue that they do not see as relevant for them;
- Is not automatic, that is, people will come forward and participate once an issue has been identified. Instead, community mobilization requires that people are motivated to see the usefulness of the issue and thereby commit to it; and
- Does not start with everybody. Different people and institutions take different time to respond to a call for action and so the mobilizer needs patience in building a winning public.

Benefits of community mobilization

As already pointed above, community mobilization is a multi-actor initiative. As such, there are various empowering gains (as the weak and strong work together), which the different actors can attain from community mobilization, namely:

- It is a fulfilment of one's human rights and responsibilities to partake in what affects his/her community and future;
- It opens the arena for women to gain presence in public arena contrary to norms of denial that relegate them to the farm-kitchen domain;
- It enables women within the public arena to voice their concern and gain audience to being heard as human beings;
- It brings to the attention of leaders the need to co-partake with their community members in identifying and responding to true needs that promotes common interests;
- It promotes democratic decision-making processes where not only leaders but also the led participate in deciding their future destiny;
- It increases awareness on core community needs and the responsibility centres thereto contrary to the belief that 'government is responsible for everything we need';
- It promotes community ownership of their problems and solutions and thus a source of good citizenry as people will co-partake (in joint resource mobilization) with government in solving existing problems;
- The team spirit required in community mobilization promotes collaboration between various individuals as well as between organizations thereby promoting cooperation, trust building and social harmony as opposed to competition;
- It provides room for public pressure required to formulate or change laws, policies and practices;
- Successes from previous works promote community confidence; and
- It reduces tendencies of bad governance for instance through reduced corruption like responding to vested interests.

In all, it can be said that the empowerment gained from community mobilization is both good for the citizens and the government. Its promotion of co-governance brings to fore the fulfilment of decentralization policy that aims at handing power to the people who must be involved in the process of making decisions and problem solving however challenging the processes are.

Qualities of a good mobilizer

To be a good mobilizer one must have the required knowledge and skills on community organization/ development as well as some attributes that promote community engagement. Below are some of the requirements:

Knowledge	Skills	Personal attributes
• Gender inequalities • Community development • Participatory governance • Government programmes	• Effective listening skills • Interpersonal communication skills • Facilitation skills • Ability to identify and analyze problems • Planning and management skills • Participatory methodologies • Organizational development skills especially group dynamics	• Openness • Flexibility • Patience • Listening • Belief in people's potentials and participation

In sum, being an exceptional mobilizer means that one has to be a:

- Catalyzer (ability to stimulate action with members being mobilized);
- Organizer (ability to form new organizations and working on organizational issues of growth and development);
- Liasoner (ability to create and sustain linkages with others of similar interest);
- Advisor (ability to provide advisory services on properly grounded knowledge);
- Advocate (willing to help and support community initiatives to obtain resources and change policies); and
- Role model (able to inspire others based on his/her qualities and attitudes)

Who do we mobilize?

Our course for gender equality promotion encompasses a wider community who have various merits they bring with them. These are:

Actors to involve	Gains in terms of buy-in, support and involvement:
• Women leaders • Grassroots women and men • Government officials (political and elected) • Religious leaders • Traditional leaders • Opinion leaders • Political party representatives • Business associations • Gender activists • Civil society organization representatives	• Needs responsiveness • Cultural relevance • Trust building • Wider outreach audience • Wider resource base (skills, information, and material support)

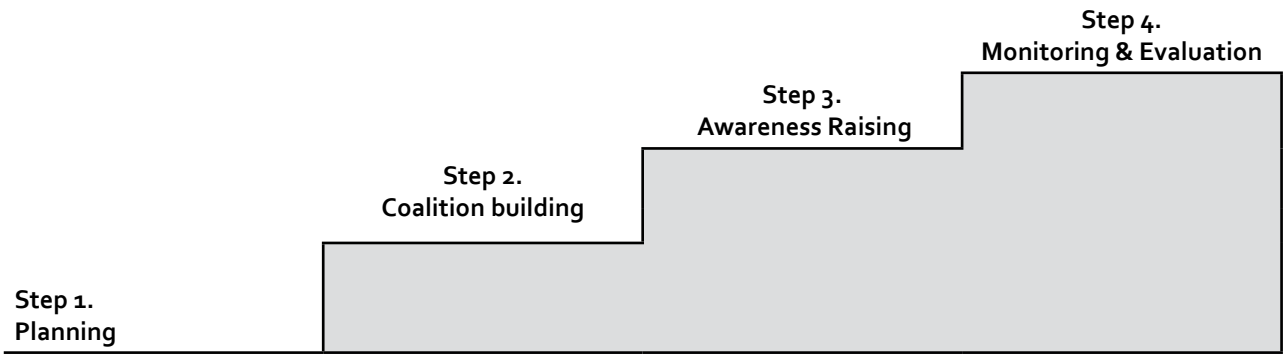
Community mobilization processes

Procedure:
In order to impart the required skills, please take the participants slowly on this aspect of the topic using a lecturrete method.

Critical details

In order to avoid ***Mobbilization*** (the process of organizing mobs), community mobilization should not be done hap hazardously. It should be well planned and coordinated so that the eventual outcome is achieved. Below is a quick guide about the 4-step processes of undertaking community mobilization.

A 4-step mobilization processes



Step 1: Planning

What to do	How to do it
1. Identify the issue of public concern	Through consultation with the electorates, identify what issues are recurrent and which one seems a priority among them (after a thorough priority ranking)
2. Set-up a right team	Put in place a few committed people to dig deeper into the issue identified
3. Conduct community assessment	Ask the following questions as succinctly as possible: • Who (number, characteristics) is most affected by the issue? • Why are they affected like that? • What are the impacts of the issue on them? • What has been done before or are being done now on the issue? • What are the barriers to change? • What requires to be done now to change the situation?
4. Develop Action Plan	In developing the plan. Beware that you need: • A clear goal to achieve (destination to reach) • Clear strategies to reach the goals • Well shared roles between the different actors building on their strengths • A clear accountability mechanisms so that every actor is responsible enough to the course. Template of an Action Plan

Action	*Deadline*	*By who*	*Inputs required*	*Collaborators*	*Results*

Step 2: Coalition building

What to do	How to do it
1. Identify stakeholders	In order to ensure that every key member of the public participates in this process, identify all stakeholders as below: Template of Stakeholder mobilization *Actor* | *Strength* | *How to recruit* | *How to engage* | | | | | | | | | | | |
2. Approach them individually	Ensure that an individual member of the core working team or initiator approach the various stakeholders in order to recruit them
3. Conduct stakeholder collective meeting	Once all stakeholders have been recruited, invite them all to a meeting wherein you will: • Share the community assessment findings • Redevelop a shared vision • Share mobilization for change responsibilities

Step 3: Awareness raising

What to do	How to do it
From the agreed upon goal: 1. Determine the audience	From the core issue identified in the community assessment as well as the goal identified, state the users of information.
2. Identify their best communication channel	For every beneficiary, identify what their most suitable channel of communication is.
3. Package their information appropriately	It is important that the goal-driven information is rightly packaged for the users.
4. Disseminate the information	There are various ways of disseminating information among which as the following: • Village meetings • Women's day celebrations • Issue fair • Games and sports • Electronic and print media (websites, e-mails, posters, leaflets, pamphlets, handouts • Person-to-person discussion • Songs and drama (puppet plays, street plays) • Public rallies • Procession walks • Door-to-door campaign • Wall writings and painting • Debates and quizzes • Radio and TV programmes

Step 4: Monitoring and evaluation

What to do	How to do it
1. From the agreed upon goal, develop process and outcome indicators	Let the various stakeholders identify what should be the measure for change
2. Determine the type of evaluation	Agree on whether or not you need only quantitative, qualitative or both methods of evaluation. A participatory M+E is more recommended.
3. Agree on the time and regularity of M+E	Let the time when M+E are to be done be clearly spelt within the action plan
4. Conduct a M+E	Identify the stakeholders who should conduct the M+E and engage them in undertaking the activity
5. Account for results	Show to the public the results positive, negative and unchanged from the action. Also identify the challenges and what did not work well. Finally, recommend the way forward (but also allow the public to feed into the recommendations).

Success factors for community mobilization	Failure factors for community mobilization
• Relevance • Publicity • Commitment • Convenience	• Lack of able leadership in the community • Lack of trust in the efforts • Inexperienced or unskilled mobilizers • So many whistle blowers • Lack of confidence by the community members • Lack of resources • Issue not considered a priority by the target • Communication breakdown • Past experiences of failures • Indifferent political climate • Cultural and traditional barriers

4.4 Communication

Procedure:

1. Play 1: No communication
    a. Ask 2 people (a man and a woman) to volunteer.
    b. Inform one person to greet the other (How are you today?).
    c. Also inform the other not to respond to the greetings.
2. Play 2: Communication
    a. Repeat play 1 but this time, ask both parties to communicate. Let one to greet the other (How are you today?) and the other to respond (I'm excited and energized!!).
3. Play 3: Multiple channel can distort communications
    a. Ask 5 participants to volunteer for this role play.
    b. Take the volunteers out of the hall and from among them select one person to whom you should give this brief.

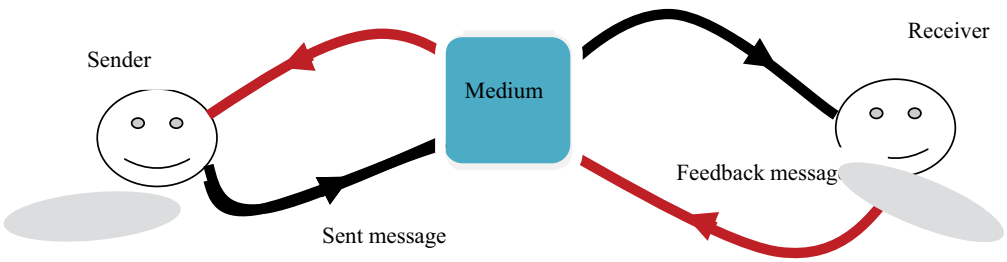
    Development roadblock

    Our Council has misappropriated UGX 27,250,050 from LGDP and the Accountant is on the run. The water source that was promised for Ogal village will no longer be constructed.
    c. Ask her/him to read the brief to the first person in privacy. In turn, this person should narrate what s/he heard to the next person, who should also pass on the message to the next person, until all the 5 people are over.
    d. When they are done with transmitting the information, call the volunteers back to the room one by one starting with the person you started with.
4. Ask another person to volunteer to write down (on a fresh sheet for everyone) what these 5 volunteers will report back.
5. When all is done then ask the participants the following questions:
    a. What have we learnt from this role play? List down all the responses under the following focus:
        i. What communication is
        ii. Why we need effective communication
        iii. Channels of communication
        iv. Planning effective communication
        v. Success factors for effective communication
        vi. Barriers to effective communication

Wrap-up note:

Communications defined

Communication refers to the **sending** and **receiving** of **messages** and **feedback** through an appropriate **message.** From this definition, it can be said that communication involves – a **S**ender – the **M**essage - a **M**edium – **R**eceiver and **R**esponse or **F**eedback.



From the above definition we can see that:

- Senders and Receivers are individuals or organizations.
- Medium is the channel that they use to send or feedback information.
- Message is the information sent or feedback but particularly it's content.

Effective communication is therefore concerned with the sending of a message, having it received by the target audience/recipient, interpreted, understood and implemented as initially intended by the sender. This calls for simplicity, clarity and accuracy in the message you are passing. There is, therefore, need for a two-way flow of communication in form of feedback.

What is a message?

A message is the topic or content of information that the sender wants to convey to the target receiver(s). It is made up of elements, which are structured according to the decisions of the message sender.

Elements of the message are the ideas and assertions of the content.

Structure of the message involves the ordering and sequencing of ideas and the style in which they are presented.

Decisions are made about: elements of the message; how they are to be ordered; and the style or code used (words, drawings, pictures, etc.)

These depend on:

- *The message to be conveyed*, e.g. complex information may be presented using diagrams, maps, sketches etc., and not in words alone;
- *The intended receivers*, e.g. the receivers' ability, (reading, viewing, listening);
- *Communications channels/media to be used;* e.g. if a radio is to be used then many statistics or large amounts of very detailed information may not be successfully communicated; and
- *Time/space available*, where time is a limiting factor, the main point should be presented first and can be elaborated on later if time allows.

Why we need effective communication

- Reduces suspicion and builds trust among members;
- Identifies the individuals with the community's objectives, and address them both;
- Increases individual role appreciation;
- Creates teamwork - with people working on their problems as seen by them, and in terms of their values and progress;
- Wins individuals support for community's decision; and
- Provides opportunity for members to discuss issues of common interest.

Types of communication

- Verbal communication
- visual communication
- Sign communication

Channels of communication

- Public gatherings (drama, meetings, celebrations, fair, rallies, walks, games and sports, debates and quizzes, etc)
- Electronic and print media (websites, blogs, e-mails, posters, leaflets, letters, pamphlets, handouts)

- Person-to-person discussion and Door-to-door campaign
- Radio and TV programmes

Steps in developing effective communication

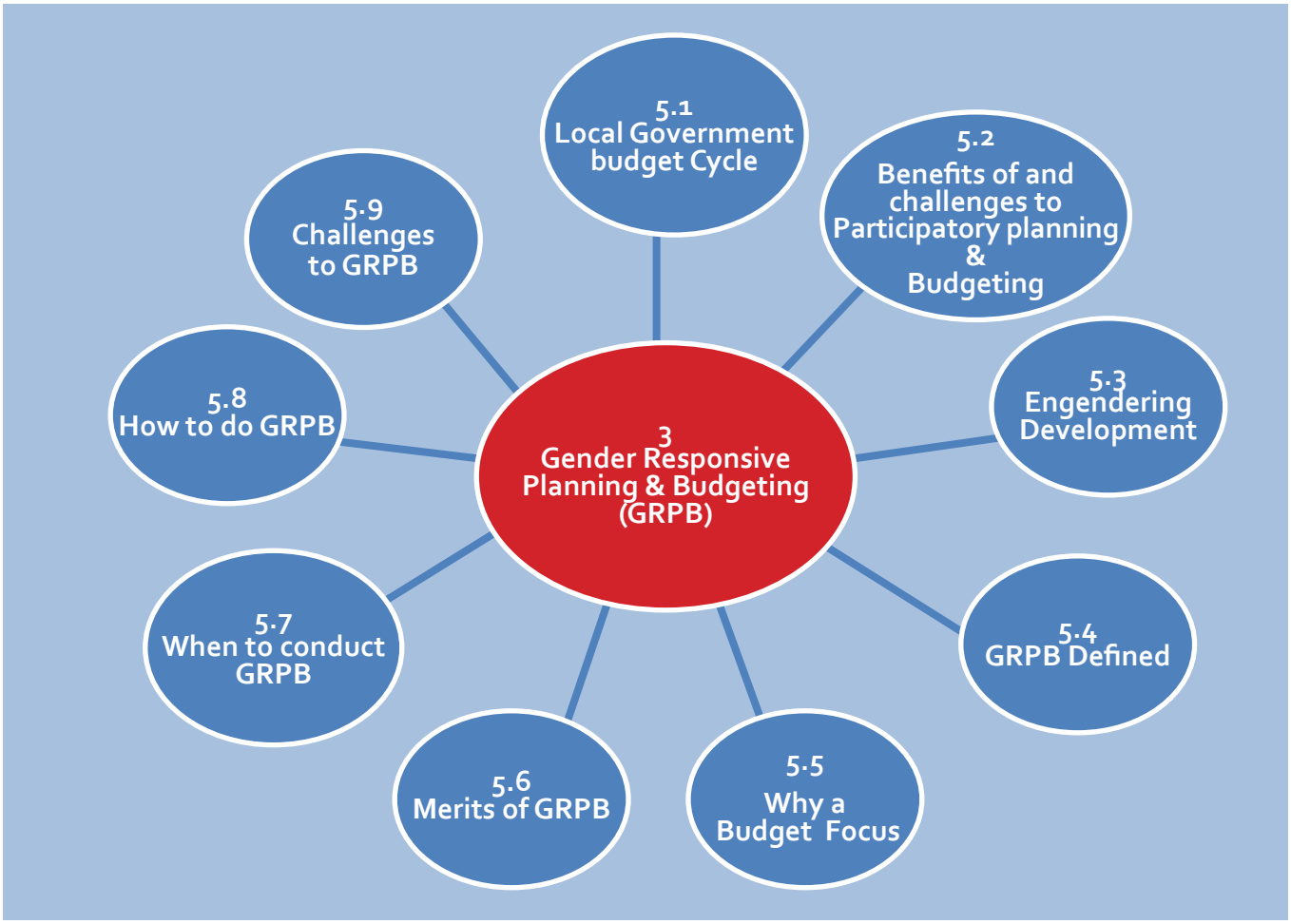
- Identification of the issue to communicate on;
- Identification of the target groups and categorizing them (primary, secondary and tertiary);
- Designing communication approaches/strategies for each of the target group;
- Developing communication messages tailored to the different target groups; and
- Selecting channels and media of communication including feedback that should be cost effective

Success factors for effective communication	Barriers to effective communication
• Type of media used • Timing • Message content • Structure of message • The Circumstances under which the message was communicated • Attitude of receiver	• Packaging and design of message (Inappropriateness of language used) • Inappropriateness of the channel chosen • Personality conflict of both the sender and receiver • Lack of feedback • Geographical impediments • Negative cultural belief • Insecurity • Too many senders and receivers • Listening difficulties • Inaccuracy • Lack of trust in the source of the message (e.g. stranger) • Class difference • Difference in interest between the sender and the receive on the subject • Disorganization of the senders of the message

Module 3

GENDER RESPONSIVE PLANNING AND BUDGETING

Module Structure



Session Objectives	At the end of the session participants are able to: • *Describe local government budget cycle and list at least 5 outputs that they must produce in the cycle.* • *Enumerate at least 3 benefits of participatory budgeting* • *Explain what a gender responsive plan and budget is* • *Enumerate at least 3 benefits of gender responsive plan and budget* • *Explain at least 3 importance of local government budgets* • *Identify some (gender) gaps in their current LLG development plan and budget.*
Topic	See Module Structure
Methods	Participant discussion; Visual aids especially on gender and development in the sub county; Lecturrete methods; case study
Materials	Flip charts, Marker pens, Masking tape, manila cards, Sub county development plans
Time	4.30 Hrs.

5.1 The local government budget cycle

Procedure:
Before introducing the topics, use the following approaches:

The LLG plan and budget document

- Request the local government staff to bring to the meeting a copy of their **approved 3-year Development Plan and Budget Estimate.**
- Using a question and answer, ask how many of the participants **did participate** in the various processes of developing the documents. By show of hands count and record.
- Of those who participated, ask how many **have seen** these two important documents. By show of hands count and record.
- Of those who have seen, ask how many **have copies** of these two important documents. By show of hands count and record.
- Of those who have seen, again ask how many have **read** the documents. Probe on why they read it and the parts read. By show of hands count and record.
    - Do a simple calculation to show the exclusion factor. This will help you later to hammer out the question of participation.
    - Then ask for 2 volunteers one from the LLG and the other from Women Council establishments.
    - Ask each of them to **write** on a flip chart, **tape** on the wall, and **explain** the different stages of the local government budget cycle.
    - Finally, in the plenary synchronize the budget cycle and for each stage explain why it is important to be conducted while emphasizing what Women leaders must produce as their key participation results.

Wrap-up notes

- The instruments that local governments use in promoting local development are:
    - ◊ Their 3-year rolling development plan.
    - ◊ Annual budget estimates.
- The Local Governments Act, 1997 (section 36-3) compels local governments to develop comprehensive and integrated development plans that incorporates lower council (parishes and villages) plans.
- This mandate is exercised through the planning and budgeting cycles that emphasize that villages develop their plans (often a priority list determined by the village populations) for onward submission to the parish/ward and eventually to the LLG and finally to the district. This requires that:
    - ◊ Higher local governments give **guidelines and mentor** those below them.
    - ◊ Lower local government institutions **identify needs and resources** within their areas and forward the information upwards.
    - ◊ **Participation of all actors** -women, men, community leaders, civil society organization, private sector institutions, etc is mandatory.
    - ◊ **Plans are aligned to the needs** of community and central government.
    - ◊ **Budgets are aligned to the prioritised needs** and in conformity with approved guidelines.
    - ◊ Approved **plans and budgets are communicated** to the entire population in order to avoid raising unmet demands and participation fatigue.
    - ◊ Budgets are **expended** according to the approved plan.
    - ◊ **Variations** are explained and agreed upon collectively well aware of the effects on the other components of the plan.
    - ◊ **Joint monitoring** is paramount to ensure that progress and challenges are known to all.
    - ◊ Regular **feedbacks** are provided internally (to technocrats and politicians) and externally (to other elected leaders and the community at large).
    - ◊ Next phase of planning builds on past successes and learn lessons from past mistakes.

Revised local governments budgeting process

Stage	Activity/event/step	Responsibility Centre	Output
Stage1. Consultations with central Government	National Budget Conference	Ministry of Finance (C. G Agencies)	National priorities, resources & inter sector allocations communicated to local governments Recurrent and development grants ceilings communicated to local governments, alongside changes to sector policies and guidelines.
Stage 2	LG Regional BFP Workshop	MoFPED, MoLG, LGFC and Line Ministries	a) Revised Indicative Ceilings of RTB and Contracts Committee communicated to LGs b) LGs given guidance on preparation of LGBFP(Draft templates given)
Stage3 Proposal of policy	(a) A Local government must decide and agree on its policies and activities of the next financial year.	The Executive Committee of Council meet to discuss and agree on council policies and Activities for next FY	a) Policies and activities for the next FY are proposed by the Executive Committee b) Indicative ceiling for departments agreed by the Executive Committee for issuance by the budget desks
	(b) Budget Desk prepares local government budget call and circulates it to heads of departments and Lower Local Governments.	Budget Desk with approval of Executive Committee	Budget call circulars issued to department and LLGs to guide the budget process
Stage 4 LG Budget Conference	Holding of LG budget conference	Stake Holders in the LG Budget process (Councillors, HoDs, NGOs/CSOs, Opinion Leaders, etc)	a) Review performance for previous year b) Agree on priorities for next financial year c) Contribute inputs to the LGBFP
Stage5 Costing of Priorities	(a) Review of sectoral performance and identification of sect oral priorities. (b) Detailed costing of activities done (c) First draft BFP made (d) Updating council's development plans	Heads of departments Budget desk and Heads of departments Budget cost	Sect oral performance revised and priorities identified. Detailed cost of activities. Draft LGBFPs ready for review by DEC Council's development plants updated.
Stage 6 Review of costed priorities	(a) Draft BFP approved by Executive Committee (b) Preparation of draft budget and incorporating adjustments. The budget must balance, this means that council's programmes must be prioritized to available revenue.	Budget desk Executive Committee	(a) LGBFP approved (b) Draft budget reviewed by DEC

Stage 7 Budget presentation	The budget is presented by the chairperson or designated representative of the local council to the council as a bill for consideration by Council.	Presented by council chairperson to full council	a) Budget presented for consideration and referred to the respective standing committees for scrutiny by 15th June. b) The flexibility proposal is also presented for consideration by Council
Stage 8 Budget scrutiny	On receipt of the proposed budget estimates, council will refer them to standing committee for scrutiny and recommendations for approval.	Standing committees	Recommendations for approval
Stage 9 Budget debate and approval	Standing committee's recommendations are debated and budget approved by 31st day of August each FY.	Full council	Budget approval
Stage 10 Publication and communication	Signing of the budget by the Chairperson and Distribution of the approval budget to all interested stakeholders.	Signed by Chairperson and distributed by CE	Budget signed Budget distributed.
Stage 11: Budget Implementation	Activity work plans are drawn for first year for implementing the budget	Heads of Departments draw plans and Council approves	Activity plans prepared
Stage 12: Budget Monitoring	(a) Heads of department carries out supervision (b) Executive Committee does the monitoring and Evaluation (c) other councillors do constituency monitoring	HoDs Executive Committee Councillors	Budget Monitoring and Evaluation

Source: Ministry of Local Government (August 2007) The Local Government Financial and Accounting Manual, 2007. pp. 38-39

LLG harmonized budget cycle and women leaders' engagement

Plan & budget stages	LG activities	Women leaders' key activities	Women leaders' (must-have) results
Mobilization	• Dissemination of policy and planning guidelines • Consultative meeting on implications of policy guidelines, planning and budgeting processes, participation of development partners and IPFs • Dissemination of consultative meeting-planning and budgeting programme	• Meet women to solicit critical issues for budget concern • Mobilize women to participate	Issues of women concern for the year are articulately identified Mass mobilization of grassroots women conducted
Village planning	• Community level consultations	• Participate with grassroots women in meetings	Women's preferred projects accepted
Parish planning	• Parish level meetings • Consolidation and submission of community proposals and plans to LLG	• Advocate Parish Councils • Participate in meetings	Women's preferred projects accepted
Sub county budget conference	• Planning and budgeting conference to review performance and agree on priorities	• Build alliance with WC • Advocate LLG officials especially the Planner, Sub county Chief and Chairman LC 3 • Participate in meetings with grassroots women	Women's preferred projects accepted
Sub county sectoral committee meetings	• Consolidation and costing of LG priorities • Discussion of LG draft plans and estimates • Consolidation and incorporation of sectoral committee recommendations into LG three year draft plan and annual estimate	• Build alliance with WC • Advocate LLG officials • Participate in meetings • Organize meetings with LLG Executives.	Women's preferred projects accepted
Plan approval	• Presentation of LG three year plan and budget estimates to council for approval	• Advocate LLG officials • Participate in meetings	Women's preferred projects included in the plan & budget
Plan feedback	• Dissemination of information in plan and budget to HLG and LLGs	• Demand for information • Provide information to constituency	Constituency know services to be delivered in the year
Plan/budget execution	• Plan and budget implementation • Plan implementation reviews	• Demand for information from LLG • Build alliance with WC • Monitor projects, lobby LLG officials and provide information to constituency	Projects committed to are implemented and feedback given to constituency

5.2 Benefits of and challenges to participatory planning and budgeting

Procedure:

1. Ask the participants to list:
   a. Why LLG are required to plan participatorily.
   b. What setbacks prevent the adoption of participatory planning & budgeting.

Wrap-up note

1. Note that participatory planning and budgeting is about the involvement of local people in the decision making of public fund utilization.
2. Keep in mind contents of Module 2 about challenges to women's participation, community mobilization and effective communication. Highlight as an emphasis on their list the following:

Benefits of participatory planning and budgeting	Challenges to participatory planning and participation
• Builds citizenship by promoting community participation in their governance • Deepens democracy by promoting good governance – open public space, respect to public voice, and promote awareness on government policies & plans • Increases community support of government policies e.g. taxes for own good • Promotes community ownership and sustainability of local projects • Ensures effective resource allocation for responsive services targeting • Improves transparency and accountability • Increases LLG legitimacy • Promotes community cohesion • Empowers community and builds the capacity of councillors	• Weak mentoring by ministries and higher local government. • Ineffective participation of Technical Planning Committees. • Weak community participation. • Inadequate resources to meet community needs. • LGA that excludes other people's participation in sectoral committee affairs. • Tendering system are sometimes non-transparent. • Inability to build synergy between local government institution and their constituencies. • Technocratic approach to planning. • Inadequate linkage, coordination and networking between departments; sectors; development actors and line ministries. • Political interference as opposed to political intervention. • Poor communication.

PARTICIPATORY BUDGETING

Benefits to Local Government

- PB increases legitimacy by increasing dialogue, enabling better communication. When elected councillors seek citizen input in budget matters, their legitimacy increases.
- PB Improves budget targeting through citizen participation in allocating public resources. The PB rules are set in such a way that they encourage the redistribution of spending in favour of less well-off neighbourhoods; PB builds consensus. PB can build consensus within and across neighbourhoods on the budget plan.
- PB can promote good governance: When local government share public expenditure information citizens gain a greater understanding of the council's work. Open government also reveals to citizens the limitations and constraints faced by councils. The process also provides oppportunities for councils to be more accountable.
- PB supports the 'duty to involve'. PB enables councils to comply with the provisions of the Local Government and Public Involvement in Health Act 2007 in providing a process of citizen engagement.
- PB encourages community cohesion. PB brings people together from different ethnic and faith communities to make decisions about their neighbourhoods. This provides an opportunity for everyone to meet and discuss the needs and aspirations of the community as a whole.
- PB helps to develop the role of ward councillors. PB can assist in the development of the role of ward councillors as "community champions". They can support specific events in the PB cycle which promotes political trust. PB will provide councillors with a greater understanding of the priority needs of their constituents.
- PB increases transparency and respect. Many citizens have limited knowledge of how local government works or how their council taxes are spent. Through the financial transparency of PB, citizens gain a greater understanding of how services are paid for and delivered. This can increase respect for the work of both council officers and elected members.

Benefits to citizens include

- PB provides citizens with access to local government information such as the amount of taxes collected, budgetary expenditure and budget forecasts.
- PB increases the voice of citizens in local decision making.
- PB provides an opportunity to deepen citizenship and democracy.
- PB allows citizens to engage in the development and renewal of their neighbourhoods.
- PB increases understanding of the different people in their neighbourhood

Benefits to Private Sector

- Transparency: The business community often supports PB because it promotes transparency and provides them with greater information on how business tax is allocated and spent.

Source: Adapted from Participatory Budgeting in the UK: Tool Kit. PB Unit

5.3 Engendering development

Procedure:

1. Divide the participants into 5 groups and assign them the following tasks:
    a. Identify 10 indicators of quality life in this LLG.
    b. Against each indicator rate using 0 and 1 for men and women on the basis that, 'who is enjoying most on this indicator?'
    c. Get the total for women and men and draw a weighing scale showing which side has what score?
    d. When all have finished, let them present their findings.
    e. From all the 5 groups, summarize in a table and also a weighing scale what the indicator equation is like. This will show the gender equality status in the LLG.
    f. Ask them what lessons have they learnt from the exercise.

Wrap-up note:

Articulate the fact that past trainings and the current exercise revealed that:

- The law set LLGs as agents for promoting development;
- The law also requires participatory planning and budgeting for a socially just, responsive and sustainable development;
- Yet many LLGs do not follow the law to the letter;
- As such, they continue to promote increased gender inequalities (in education, health, income, social status, etc);
- And women are therefore the lot that is benefiting less from decentralized governance and development; and
- Thus, there is need to tilt this imbalance so that women and men enjoy equal opportunities and status to a dignified life. This is what is known as 'engendering development'.

The quest for **engendering development** has been a critical ethical question of ensuring that there is socially just development. This is because over the past five decades women have been marginalized and remains to be seen as mere beneficiaries of local development but not active actors in the process.

To avert such a scenario, there is a call for people-centred development that manifests gender equality. In this call, the participation of men and women is considered important because the dialogue provides for each category to voice its unique needs, which also calls for unrivalled resource allocation. By so doing, development becomes relevant to needs, is achieved through the efforts of both men and women, and promotes social transformation of the societies in which they live.

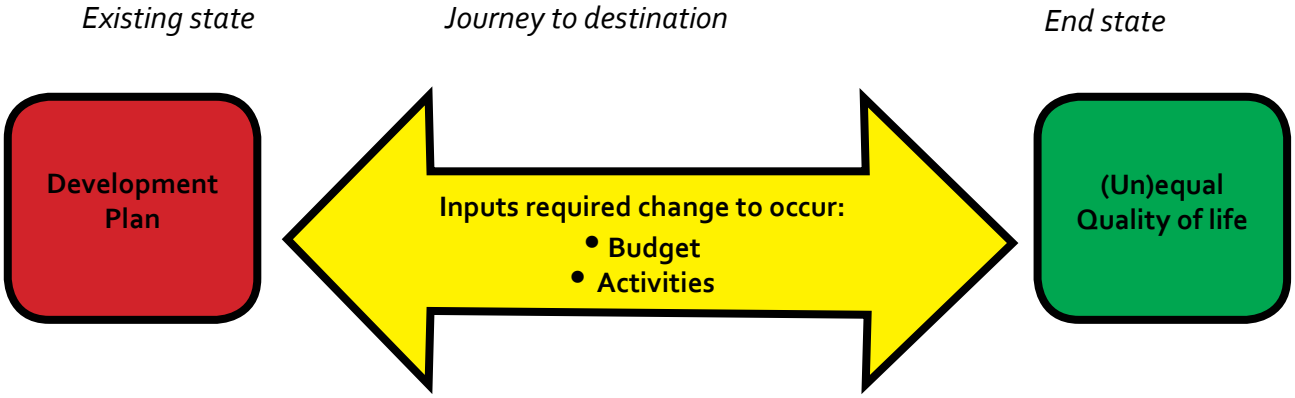
Gender mainstreaming is then the preferred approach of promoting socially just development. As an analytical framework, it uses gender as a lens to scrutinize development policies and practices at the national and international levels. Within such a public sector arena, attention is given to services delivery in its promotion of equity and equality between men and women. And within a local government structure, decentralized development planning and budgeting presents an avenue where gender mainstreaming can be effected.

Before elaborating on gender budgeting, it is important to understand the basic concepts that surround the topic. These are:

- **Sex:** Is the biological makeup of men and women that one is born with. It is the same for all people and cultures and does not change.
- **Gender:** Is the constructed' social relations between men and women in a given society at a given time masterminded by our cultures. It changes with time and generation and is different for different people and cultures.
- **Gender identity:** Is the perception of who a man or woman is in a given society in a given time. E.g., it is not mannish to put on a skirt for a man.
- **Gender roles:** Is the distributed division of labor attached to men and women basing on their gender identity. E.g., fetching firewood is considered women's roles.
- **Gender discrimination:** Refer to a situation where out of the roles assignment between men and women, one sex is lowered in its dignity and capacity to realize their capabilities.
- **Gender gaps/imbalance:** Is the negative result that, in say livelihood outcomes, men and women gain disproportionately from a given gender role and or development intervention.
- **Gender constraints:** Refer to the set rules and norms that exist in a given society at individual, household, market, community, and state level delimiting the full life existence of men and women.
- **Gender blind policy:** Is a policy that does not take into account gender differences. E.g., family planning programme that only looked at women at the start.
- **Gender neutral policy:** Is a policy that leaves existing status quo intact. E.g., the current UPE policy that allows free education for both boys and girls without addressing why girls were denied education before.
- **Gender specific policy:** Is a policy directly intended to meet a specific gender need. E.g., the 1.5 added points for girls to join government Universities and the 1/3 reserved quota for women in elective political positions.
- **Gender redistributive policy:** Is a policy that attacks gender gaps and opts to fill it. E.g., the current microfinance services that are directed at women in order to increase their access to financial services as men had before and in other financial outlets.

5.4 Gender Responsive Planning and Budgeting (GRPB) defined

Facilitators' note:
Deepen the above analysis of unequal gender status by reflecting on the below figure:



Emphasis in the figure above is that:

- The current status exhibits unequal gender status in the various qualities of life;
- Local government is mandated by law and financially supported to change such a status;
- The approved development plan must reflect the agreed upon issues of what must be changed and for who while the budget estimate must show how much it will cost to attain the envisaged changes;

- For the development plan and budget to promote gender equality, they must be gender sensitive. That means they use gender lens in the analysis of the state of deprivations; strategy designs; and allocation of resources (the budget) that ensures men and women gain a fair share; and
- Thus, a gender sensitive plan and budget is called a 'gender (*responsive*) budget'.

Gender budget also called **women's budget,** does not mean having a separate and specific development plan and budget for women but a gender-sensitive plan and budget.

The term is therefore used to refer to **the processes of assessing ex-ante or ex-post, in a gender disaggregated manner, a (government) budget in view of its impact on different groups of women and men, basing on an existing contextual gender relations.**

In all, gender budgeting is one of the ways of gender mainstreaming in development processes and it is about **equality of access to public sector expenditure**. It is useful in all public intervention be it government or civil society organizations.

A GENDER-AWARE BUDGET STATEMENT CONTAINS:

- Gender equality targeted expenditure – that show the share explicitly targeted at women to reduce past inequalities and neglect.
- Women priority public services – that reveal the share of the budget allocated to specific services prioritized to reduce on women's burden and gender gaps e.g., in energy saving
- Gender management system – that show the share of a budget allocated specifically to women's desk office.
- Gender balance in public sector employment – share of women and men in employment in each grade of the employment hierarchy and their average earnings.
- Gender balance in business support – share of male and female expected beneficiaries from expenditures in business support in the various sectors, say trade development.
- Gender balance in public sector contract – share and value of contracts going to be awarded to male and female-headed firms.
- Gender inequality reduction rate – the share of each department expenditure that is allocated to the reduction of gender inequality together with the expected inequality reduction indicators, and explanations of how inequality reduction will occur.

End results of a gender responsive budget are:

- A gendered analysis of policy issues basing on empirical gender disaggregated data that present causes and effects of gender gaps;
- A clear division of budget between recurrent and development expenditures;
- A people centered budget that focuses on services than administration. This should be in line with policy priorities that are felt needs of women and men and not of policy makers or the so-called representatives of women and men. This ensures increased access to services to all categories in an equitable way;
- Specific allocations to the marginalized groups such as women in order to reduce the gender gaps between women and men;
- A clear affirmative action to bridge the gap faced by marginalized groups; and
- A result oriented budget that prioritize impacts than inputs that can be easily manipulated by service providers.

5.5 Why a budget focus

In arriving at the desired gender equality in the quality of life that people aspire for, the budget is preferred because it acts as:

- A policy statement that reflects political commitments to specific policies and programmes envisaged to bring about (un)equal gender relations;
- A statement of public income for agreed upon expenditures required to (un)develop the area;
- A justification for raising money to fund agreed upon activities;
- A cost indicator for all planned activities as it relates inputs to output in a realistic manner;
- A control measure for ensuring that expenses go into planned activities; and
- An opportunity for making choices among competing alternatives.

Thus, through a budget, (financial) policy commitments to carefully identified and prioritized needs are financially coded and funded. Without such allocations, it is easy for policy makers to sideline 'people's needs in favor of their self-interests' such as election manifesto fulfilment even if they are outside the general needs of the masses. Gender-responsive budget analysis, therefore, **provides a way to hold governments financially accountable for its commitments to gender equality and women's human rights by linking these commitments to the distribution, use and generation of public resources.**

5.6 Merits of GRPB

The benefits of GRPB include:

- *Promoting equitable share of public resources between women and men*. As resources are allocated based on gender relations in the LLG, it will enhance (i) responsiveness of the public sector to strategic and practical gender needs, and (ii) equity in benefit sharing from public sector expenditures;

- *Observance of laws and regulations*. Uganda is a signatory state to international standards and codes like CEDAW (Convention for Elimination of Discrimination Against Women). As such, gender budgeting enables the government to fulfill such conventions about eliminating gender inequalities. In this way, gender budgeting enhances women's and human rights;

- *Ensuring accountability and transparency in services delivery*. The fact that government services are consumed by its constituency means that those services (i) must be offered in conformity with their needs, (ii) and in a more participatory manner. Doing so makes gender budgeting a means for promoting transparency on the part of policy makers in resource allocation outside the norm of 'leaders know it all'; and

- *Setting a basis to advocate political support for gender equality*. Where gender inequality has been observed, demanding for gender budgeting is a way of bringing to light gender inequality and how it is perpetuated.

5.7 When to do GRPB

GRB can be done both before a budget approval, and during and after a budget implementation. However, such timing differences meet different objectives. For instance, conducting a GRPB:

- Before a budget approval provides an opportunity to inform and lobby policy-makers about how gender (in)sensitive their budget allocation is. This will help in questioning their political

commitment to gender equality. This can be seen as stopping the bus from in front so that the driver stops and carry the passenger. In this case the passenger is more visible and s/he can hardly be left out without any notice. **It is an envisaged development opportunity;**

- Budget implementation mainly informs policy-makers on whether they are expending as per agreed upon plan (budget discipline) in which case should the initial budget be insensitive, little can be attained from virement processes. This is only effective when a passenger is already seated in the bus and is able to make enough noise for the driver to stop. It does not benefit already left out passengers. **It is a delayed or near lost development opportunity;** and
- After budget implementation it mainly informs policy-makers on the results of their policy as to whether or not it promoted gender equality. This can be seen as stopping the bus from behind and the driver can only stop to carry the passenger not at the bust stop point but some distance. In this case the passenger incurs more losses in catching up with the bus. **It is the lost development opportunity.**

Thus within local governments, the opportune time for conducting a GRB is during the onset of the annual planning and budgeting processes.

5.8 How to conduct GRPB

It should be noted from the on-set that GRPB is political. Because it involves dialogue, negotiations, and analysis of policy issues basing on empirical evidences, the affected parties or their representatives **need to adopt a 'politically correct approach' in order to win the support of the policy-makers**. Such an approach outweighs the 'equity and efficiency arguments' that are hard to back up in the absence of disaggregated data. Rather, it provides a position within which negotiations on arbitrary facts of policy-makers is based.

There are two non-cumbersome ways of conducting GRPB at the local level, namely: Gender Sensitive Budget Analysis (GSBA) and Gender Sensitive Target and Outreach Analysis (GSTOA). While GSBA focuses primarily on budget analysis, GSTOA is pre-occupied with plan analysis built on past and current targets and achievements. These are explained below.

Conducting Gender Sensitive Budget Analysis (GSBA)

Procedure:

1. Ask the Sub Accountant to produce a copy of the budget summarized by sector as below for the last 3 years.
2. Calculate the percentage:
   a. Of locally generated and other revenue sources.
   b. Allocated and actually expended on each sector.
3. Calculate the sum of funds allocated for administration and services sectors. Note that:
   a. Administrative sectors include Council, Boards & Commission; Finance and Planning; and Management Support Services.
   b. Services sectors include Production and Marketing; Education and Sports; Health and Environment; Gender and Community Services; and Technical Services.
4. Finally, show either on a graph or in a table how the LLG has been in support or not of (i) services delivery to the people it is mandated to server; (ii) women who largely benefit only from services sector budget because few are in both technical and political positions where much allowances are spent; and (iii) poverty reduction; a cardinal reason why decentralized governance is cherished while central government disbursement of funds are directed towards the same agenda.

Examples using a hypothetical budget analysis

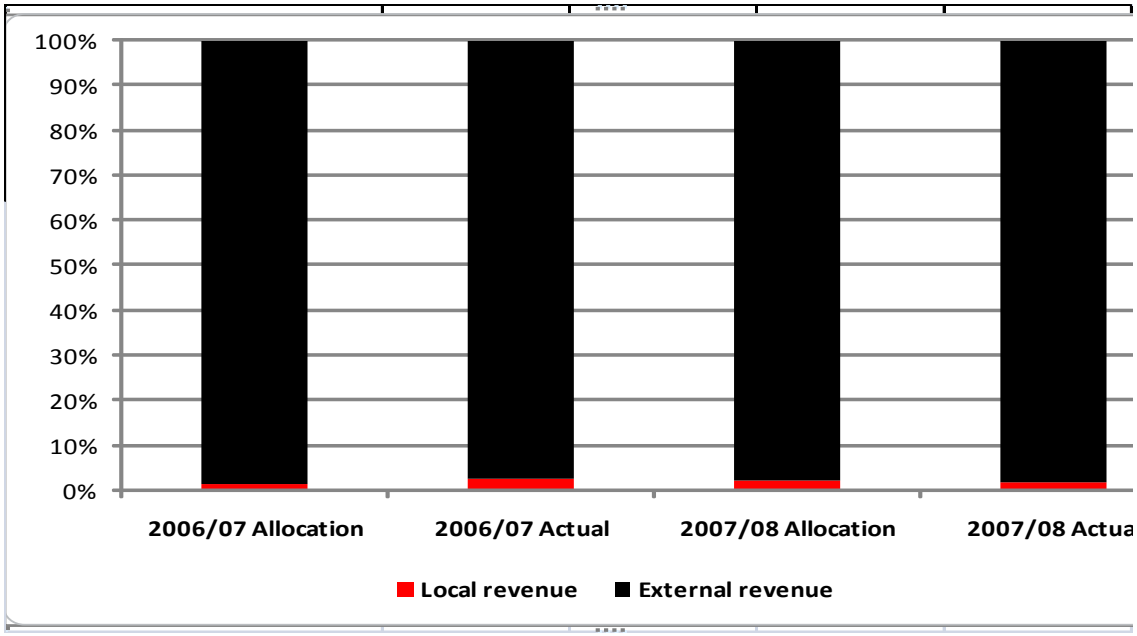
Uzonge LLG budget management

INCOME	2006/07 Allocation	2006/07 Actual	2007/08 Allocation	2007/08 Actual
Local revenue	198,675,570	360,547,246	362,414,033	279,220,749
Central government transfers	9,774,858,289	10,679,800,622	13,113,825,680	13,799,170,375
Donor funds	4,116,330,371	2,705,546,514	983,165,030	1,215,705,277
Total	14,089,864,230	13,745,894,382	14,459,404,743	15,294,096,401
EXPENDITURES				
a. Council, Boards, & Commission	173,501,714	2,450,200,500	282,729,334	141,444,713
b. Finance & Planning	327,156,572	1,110,798,450	133,435,150	220,176,329
c. Management support services	3,527,835,653	4,000,000,000	8,136,972,485	9,215,236,737
d. Education & sports	5,240,346,541	1,896,493,669	2,017,090,623	2,266,669,164
e. Production & Marketing	601,234,640	1,400,300,000	353,039,322	388,642,195
f. Health & Enviroment	2,458,180,917	1,600,634,586	1,872,279,475	1,968,039,672
g. Community Based Services	87,438,825	65,290,000	81,321,760	88,255,714
h. Technical Services & Works	1,456,654,654	1,216,990,235	1,395,683,204	1,487,644,546
Total	13,872,349,516	13,740,707,440	14,272,551,353	15,776,109,070

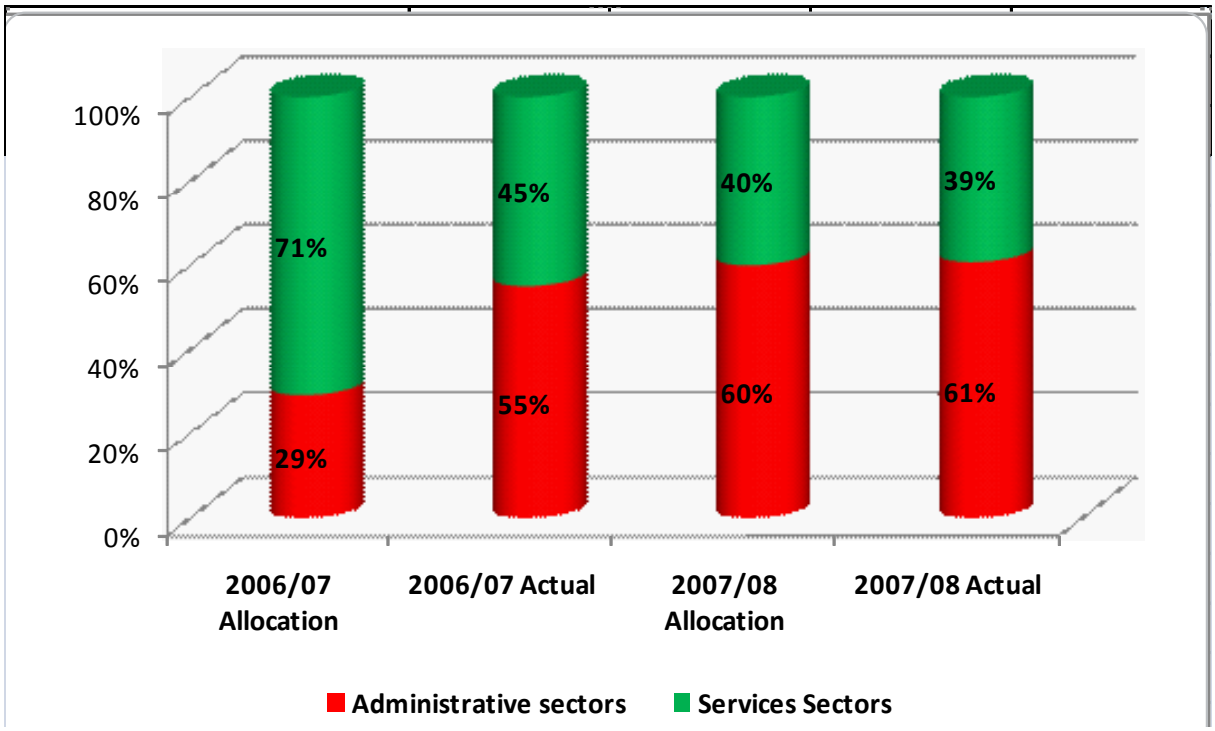
Uzonge LLG budget analysis by income sources and expenditure allocation

INCOME	2006/07 Allocation	2006/07 Actual	2007/08 Allocation	2007/08 Actual
Local revenue	1%	3%	3%	2%
Central government transfers	69%	78%	91%	90%
Donor funds	29%	20%	7%	8%
Total	100%	100%	100%	100%
EXPENDITURES				
a. Council, Boards, & Commission	1%	18%	2%	1%
b. Finance & Planning	2%	8%	1%	1%
c. Management support services	25%	29%	57%	58%
d. Education & sports	38%	14%	14%	14%
e. Production & Marketing	4%	10%	2%	2%
f. Health & Enviroment	18%	12%	13%	12%
g. Community Based Services	1%	0%	1%	1%
h. Technical Services & Works	11%	9%	10%	9%
Total	100%	100%	100%	100%
Sector analysis				
% administrative cost	29%	55%	60%	61%
% social services cost	71%	45%	40%	39%
Total	100%	100%	100%	100%

Graphical presentation of Uzonge LLG revenue budget analysis



Graphical presentation of Uzonge LLG sector budget analysis



Quick conclusions about Uzonge LLG

1. It is heavily dependent on external funding (with a number of disadvantages).
    a. Having to only implement more of externally dictated policies.
    b. Inability to support its own innovations.
2. Its budget allocation and disbursement in 2006/07 exhibited indiscipline and dishonesty to the population it serves.
3. Services sectors continue to receive a marginal allocation of funds thereby:
    a. Limiting access to services by poor and women population.

b. Failing to fight poverty.
c. Failing to justify why the LLG must continue to exist.

Conducting Gender Sensitive Target and Outreach Analysis (GSTOA)

Procedure:

1. Ask the LLG to submit a copy of their last year development plan and budget.
2. Ask them also for the Final accounts of the year.
3. Ask them also for an annual report for a sector (like production)
4. Using the sector plan and report, explore the following issues:
   a. What is the sector status analysis with respect to gender issues? Take for instance, access to improved agro-technologies.
   b. What strategies/activities were put in place to bring gender equality?
   c. How much funds was allocated and actually spent?
   d. How many women and men benefited from the services delivered and the funds spent?
   e. What improvement has occurred for women and men after such an investment?

Example

Sector status:
Although agriculture is the main source of livelihoods for more than 99% (100% women and 95% of men), it is still subsistence in nature. Many people plant traditional varieties that have low yields and hence they cannot have enough food between farming seasons nor adequate incomes with which to buy food from the market besides accessing other necessities of life like sugar, salt, soap, etc.

No	Activity	Planned Beneficiaries		Approved Budget	Actual budget	Actual beneficiaries		Unit cost of service (UCS)		Actual Beneficiaries (Gender Per capita Utilisation-GPU)		Remarks (compare what M/F received; and why?)
		Women	Men			Women	Men	As approved	As spent	Women	Men	
1												
2												
3												

Note:

1. Activities are those approved in the plan.
2. Planned beneficiaries are the numbers of people anticipated to benefit from the activity.
3. Approved and Actual budgets are the monies shown in the budget document and activity report (vouchers).
4. Unit cost of service is the value of money required to deliver a service. It is calculated by dividing the approved/actual budget by the total number of planned/actual beneficiaries. For instance, if 10 people (5 women and men each) were planned to receive 10 Angora He-goats that would be procured at UGX 3 million, then the planned UCS was UGX 300,000. If in the end the 10 goats were bought for UGX 5 million then the actual UCS was UGX 500,000. One would then ask why? Still if the sum spent was less, one would still ask how? This is because in case one if not well explained one can sense corruption while in case two it could be that budget officers lack skills to do prudent budgets. But other factors may be responsible for the changes and these must be explained.
5. Gender Per Capita Utilisation is the quantity achieved/actual output disaggregated by gender (women and men) and multiplied by the unit cost of service provision. E.g., if you trained 40 farmers out of which 15 and 25 were men and women respectively at a cost of 100,000=. Then, first get the unit cost of the service (100,000/40=2,500). Proceed and multiply this (2,500) by each gender: Men 15X2500=37,500; Women 25X2500=62,500. Therefore, the GPU for men is 37,500 while for women is 62,500. This analysis reveals that more money is being allocated to the benefit of men than women.

5.9 Challenges of GRPB

Procedure:
Ask participants to identify the challenges they face in undertaking a gender responsive budgeting.

Wrap-up note

- The law is mute on punishing whether or not a gender budget is prepared by any local government. This makes political policy-makers complacent to supporting such a cause.
- Institutional incapacity affects many facets of GRPB, namely, limited skills for doing gender analysis; lack of gender-disaggregated data; poor communication; political interests and manoeuvres; and lack of teamwork within government and between public and private sector.
- Weak community participation in political affairs exemplified by non attendance of budget conference, etc.
- Docility of women representatives to echo the voice of women and demand from their numerical strengths.
- Elite dominance under the 'technical expertise' slang.

But see also challenges to participatory budgeting.

In sum, there is a great inadequacy in government planning and budgeting functions that is expected to accelerate the pace and spread the benefit of growth with efficient allocative geographic dimension (where to place investments); social dimension (who should benefit from the investments); and institutional dimension (what agency or who should be in charge of it) basing on available resource envelops. In its current state, it is unable to promote equity in services delivery and gender equality between men and women. With an untamed political decision premised on 'women are people', services continue not to be provided as per demand but by political directions. Women largely remain as co-opted development initiative implementers. Their participation is virtually marginal, if any. They are not allies but seen as beneficiaries of political actions.

Module 4
ADVOCACY

Module Structure

Session objective	At the end of the session, participants are able to: • Explain what advocacy is. • State at least 3 benefits of advocacy. • Describe at least 3 stages of the advocacy cycle. • List at least 5 advocacy strategies. • Explain at least 3 success advocacy factors.
Topics	See Module structure
Methodology	Brain storming, question and answer, lecturrete
Materials	Flip chart, marker pens, masking tape,
Time	4 hours

6.1 Advocacy defined

Procedure:

- Ask participants:
  - ◊ To explain who they think an advocate is.
  - ◊ To define advocacy.
  - ◊ To enumerate the tasks performed by an advocate.
  - ◊ To list the skills they think a good advocate must have.
- Wrap up their answer by linking the answers given to an advocate and advocacy by presenting them:
  - ◊ A summary of what advocacy is.
  - ◊ What tasks Women leaders are expected to perform as advocates on women issues.

Wrap-up note:

An advocate

An advocate is one who champions the interest of others with a view of influencing a decision. This demands a clear and deeper knowledge and understanding of the situation or conditions surrounding the issues to influence.

Advocacy defined

Advocacy is a strategic approach that combines organized and systematic actions undertaken by groups of **committed** and **convinced** individuals or organizations to **introduce, change,** or **obtain support** for specific decisions, policies, strategies, programmes or allocation of resources towards addressing a problematic or unwanted identified issue.
This definition makes advocacy a means of:

- getting what is truly desired;
- Through being heard (in a dialogue manner);
- So that decision making is responsive to multi-actors' needs; and
- It involves a win- win situation between leaders and the led.

Summary

- What is it: Advocacy is a process of bringing about positive change to the marginalized people.
- What change: Policies, implementation of policies, laws and practices.
- Target: Decision makers, leaders, policy makers, those in position of influence.

Advocacy in relation to the roles of Women leaders

In this particular case, the focus of the advocacy will be on influencing local governments to allocate funds and spend it in a gender sensitive manner. The leaders are also expected to account for their actions to the people.

In this view, women leaders as advocates perform the following tasks:

Tasks	How the task is performed
Represent	Speak **for** the women
Accompany	Speak **with** the women
Empower	Enable women to speak for **themselves**
Mediate	**Facilitate** communication between women, local authorities and the community
Model	**Demonstrate** the practice of gender sensitivity
Negotiate	Bargain for the inclusion of women's concerns and needs in the development **plan** and budget
Network	**Build and maintain connection** with other organizations with similar interest

Skills required of a good advocate

In order for the Women leaders to perform their advocacy roles effectively, the following skills are necessary depending on who are involved.

Nature of advocacy	What skills do you need?
Women leaders on their own **for themselves**	• Analytical • Assertiveness • Decision making • Communication • Alliance building
Women leaders on their own **on behalf** of grassroots women	
Women leaders together **with** grassroots women	
Women leaders together **with** other support organizations/ people	

6.2 Purpose of advocacy

Procedure:
Refer the participants to reflect on the definition of advocacy as they answer the question: Why do advocacy?

Wrap-up note

Benefits of advocacy work

If advocacy is about policy change to the benefit of the marginalized, then an advocacy process is complete only when policy makers, concerned organizations, or communities implement the desired policy action. In this case, advocacy for women's issues arise due to the need to influence and make the lower local governments' plans and budget responsive to women's concerns.

Consequently, advocacy for women's issues has the following benefits:

- It is a fulfilment of the fundamental human and women's rights. For instance, it ensures that governments provide services as a right rather than a privilege to its people;
- Ensures access to services, which would have otherwise been denied;
- Promotes government accountability by holding leaders to account for their use of power; and
- Contributes to the empowerment of the weak people by voicing their concern and so gaining access to power.

6.3 Timing an advocacy event

The focus of this unit is to ensure that the Women leaders reflect critically on the ideal and real practices involved in planning and budgeting in local governments so that they can ably target their advocacy at the right time.

Procedure:

- Present a copy of the LLG planning and budgeting cycle drawn before.
- Recap once again on the LLG planning and budgeting cycle.
- Ask participants to list when advocacy can be done within the planning cycle.
- Also explore what kind of advocacy issues will be looked at.

Deciding on the appropriate timing

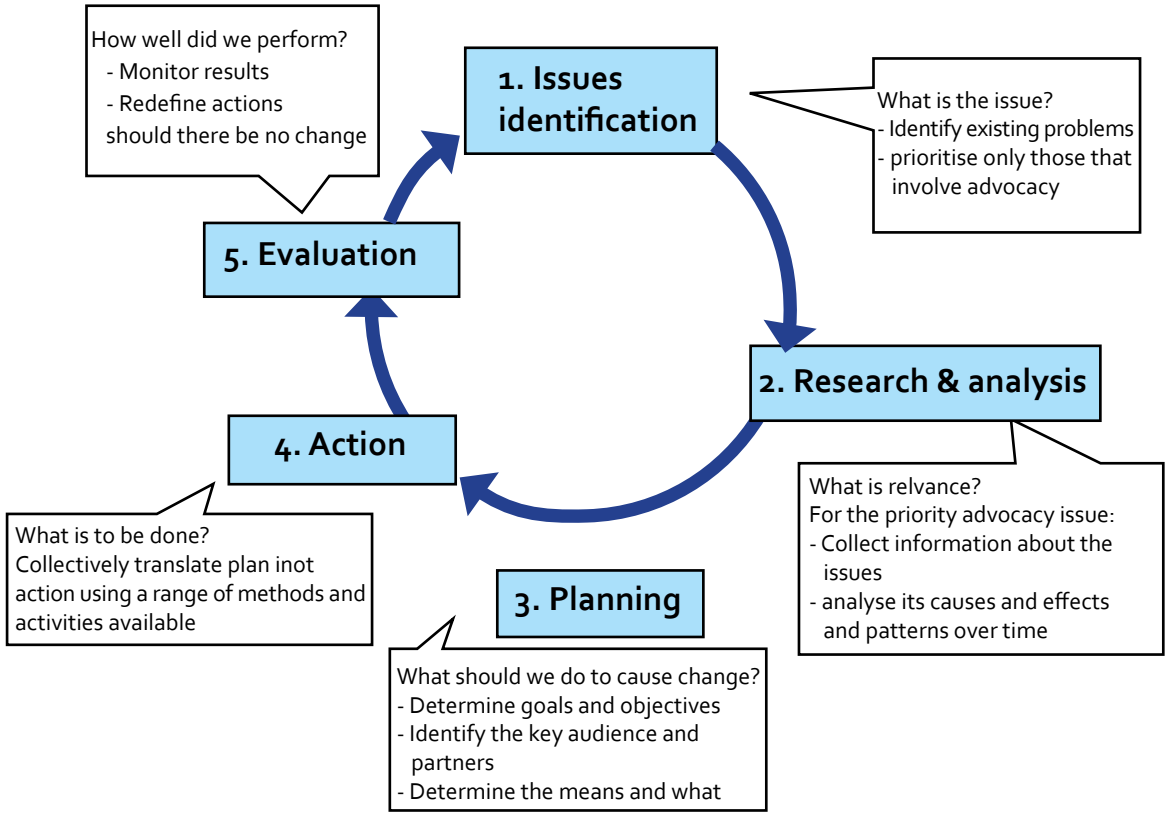
Planning and budgeting stage	Start time	End time	Advocacy time	Advocacy agenda
Mobilization				
Village planning				
Parish planning				
Sub county budget conference				
Sub county sectoral committee meetings				
Plan approval				
Plan feedback				
Plan/budget execution				
Follow-up and reporting				

Emphasize that:

- The right advocacy is done at the right time.
- This means that the issue should be addressed when it is relevant.

6.4 The advocacy cycle

Take the participants through this cycle explaining that it is the core issue for undertaking advocacy and that the details will be handled under each aspect.



The cycle explained

Step 1: Issue identification

How to identify advocacy issues

To advocate means you must be focused on what problem is to be addressed. A problem may be defined as a broad area of social concern such as hunger, health care, poverty.

Procedure:

To collectively identify the core problem to be addressed:

- Hold a community meeting in which you develop a wish list of all the core problems in your areas. Issues can also be obtained from individuals, executive committee meetings and issues emerging from follow-up action.

It is, however, important to know that not all issues can be solved through advocacy. It is only those issues that can be solved through advocacy that should be taken to the next steps. These are issues that are about the inactions of leaders. They require actions from these leaders for change to occur. As such, advocacy issues are those that involve engaging with 'big men' rather than the membership of WCE or WCs. Therefore:

- Use a problem-solution analysis to identify from the long list given, which issues require advocacy. Like below, it is problem 1 that can be taken forward.

Problem list	Problem solution
Problem 1: No money for women projects	Lobby leaders for funds for women projects
Problem 2: Epidemic outbreak	Network stakeholders to solve the problem
Problem 3: High redundancy of youths	Arrest idle and disorderly youths

- Explore the issues in the problem identified for advocacy.
  - ◊ Budget exclude women's needs
  - ◊ Leaders do not account to women
  - ◊ Mobilization targets men

- Use a pair-wise ranking method to identify the priority issues within the problem.

	Budget exclude women's needs	Leaders do not account to women	Mobilization target men	Score	Reason for choice
Budget exclude women's needs					
Leaders do not account to women					
Mobilization target men					

Advantages of doing so:
- Having a focused advocacy.
- Identifying allies and opponents.

Step 2: Research and analysis

Information collection and analysis for advocacy

A good issue analysis is crucial for deciding what your advocacy focus, goals and targets will be. It is important to involve major stakeholders, organizations and their members or constituencies, to generate and analyse the issue. By involving the people closest to the problem, advocacy helps strengthen grassroots capacities to participate effectively and hold officials accountable over time. In our case as we monitor the promises made by the LLGs and their action to-date, there will be issues with which we may not be satisfied.
To do this, you need to understand:
- When the issue started and grew in scope.
- What are the causes and effects of the issue.

Appropriate tools to use

Analysis focus	Tool	Example
When?	Timeline analysis: This will depict when the issue started and how it has progressed in scope	
Cause-effect relations	Problem-tree analysis where the roots represent the causes, the stem the issue, and the leaves and branches the effects.	

Advantages of doing so:

- Knowing in-depth what the issue is all about.
- Ably designing appropriate solution.

Step 3: Planning advocacy

Planning an advocacy

Once we have identified the issue and analyzed it, we have a clear picture of the core contents and context of it. Thus, planning is about designing the most suitable solution to the issue as well as the desired changes and who it will involve, when, and how.

Advocacy planning table

Goal	Success indicators	Means of verification	Target	Methods	Allies	Opponents	Timing	Actor

A note on the planning table

- **Goal**: This is about the desired transformation (change) that is envisaged to be attained.
- **Success indicators**: This is concerned with the evidences that show whether or not the desired changes have been achieved.
- **Means of verification**: This is about where the indicators can be found.
- **Target**: Advocacy *targets* are the people wanted to be influenced.
- **Methods**: This is concerned with specific activities to engage into so as to influence the different advocacy targets.
- **Allies:** These are the constituencies affected by the issue. This can be those who are directly affected, those with interest in changing the nature of the issue to the better, or even those they can team up with to cause such changes.
- **Opponents:** Those who disagree with the position of the advocates and may oppose the advocacy activities
- **Timing**: That advocacy must be done when it produce the desired result, timing is about when a method will be executed. It is important to identify the best time.
- **Actors**: This is about who will be directly involved in the use of a given method. It can be a person, an organization, or a network.

Step 4: Action

See advocacy strategies below in 6.5

Step 5: Evaluation

See evaluating evaluation below in 6.6

6.5 Advocacy strategies

It is important to choose the right advocacy means that is capable of reaching a bigger targeted audience with greater impact. Below are some of the means you can use to advocate. However, the means must be:

- In context of the political moment and environment;
- Flexible and creative;
- Directed at a specific target;
- Make sense to the membership; and

- Be backed up by a specific form or source of power

Various methods of advocacy

Method	Focus	Actions	Common use
Raising awareness	Informing people about the issue so that they are aware. This is often the first step in an advocacy process	• Community meetings • Production and dissemination of IEC materials including radio, drama, songs, poems, leaflets, brochures etc • Public testimonies • Awareness workshops, seminars, conferences	• When information is hidden • When issues are complex
Lobbying	Speaking directly with the target to explain to them in detail the problem and the proposed solution	• Dialogue meetings • Phone calls • Memorundum	• When target is open and will listen to facts and careful argument
Networking	Building alliances with as many people as possible Creating a movement for change	• Alliance and coalition building • Joint conferences • Sharing information via email • Meeting other community leaders	• When you are limited in skills and numbers (resources)
Mobilization	Harnessing public pressure for change	• Public meeting • Demonstration	• When policy makers can be swayed by public opinion
Media	Popularizing the issue using newspapers, radio	• Press releases • Radio phone-in • Briefing journalist •	• When direct access to decision makers and those outside the local advocacy area cannot be got
Documentation	In-depth literature on the issue	• Participatory action research • Briefing papers • Policy reports • Opinion polls	• When depth of analysis is critical

6.6 Evaluating Advocacy

Procedure:
Ask participants, how they can ably and convincingly tell others whether or not their advocacy worked.

Facilitator's note:

1. Advocacy work is conducted for change in policies or actions.
2. This change must be achieved after an advocacy work.
3. Thus, it is important that after any advocacy work, the advocates involved assess the outcomes of their (in)action. This is done to review the successes made, gaps in the advocacy strategy, and what next in order to realize the desired result.
4. To accomplish this, there is need to plan for an advocacy monitoring. This plan should show the problems to be addressed, the changes expected vis-à-vis those emanating from the actions taken and what other actions are required to consolidate the achievements.
5. This should be done in a participatory manner so that the issues can be explored in-depth by integrating views of others as well as sharing information with others.

Advocacy monitoring review framework

Issues	Success indicators	Achievement	Added action needed

6.7 Advocacy pitfalls

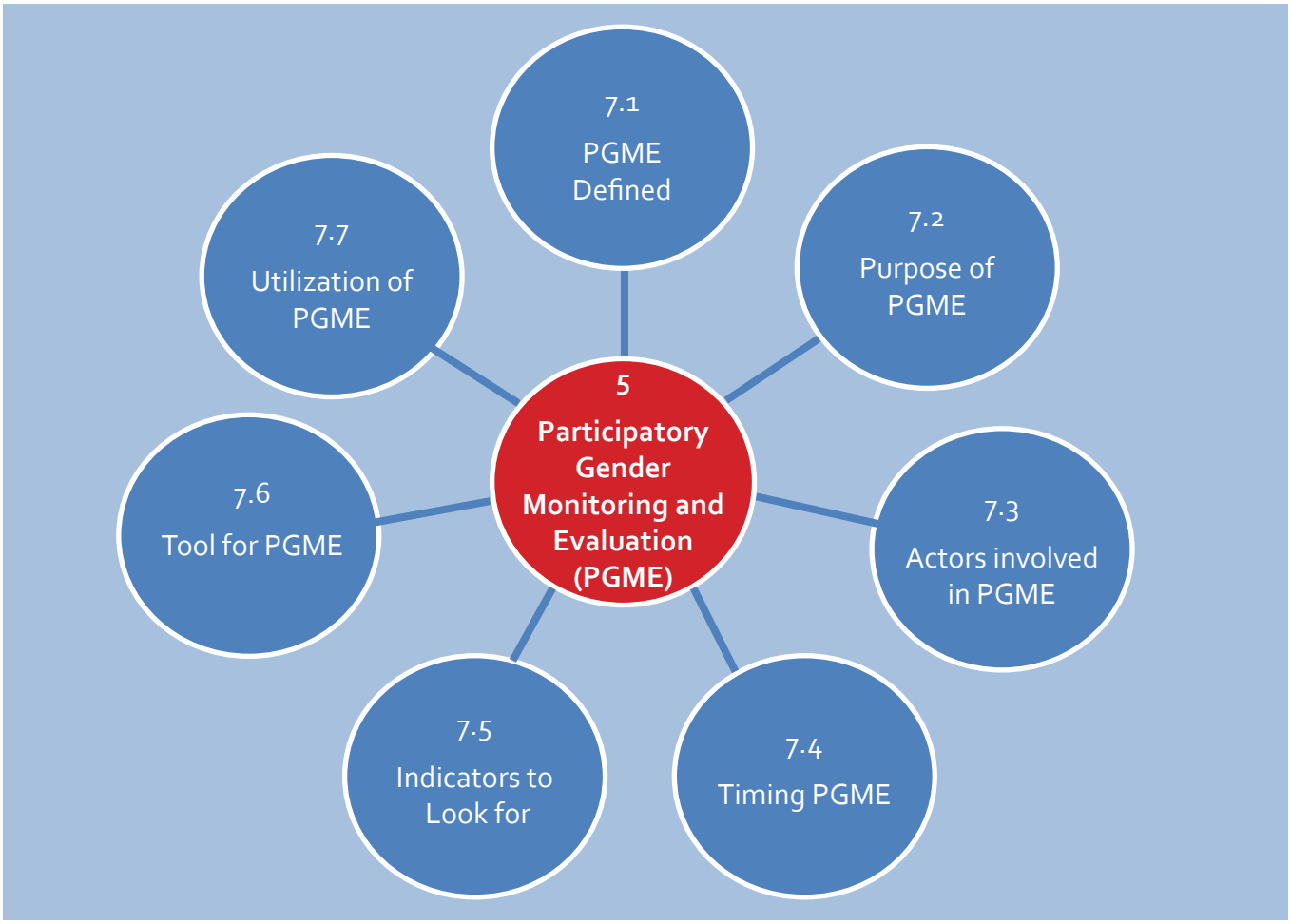
Procedure:
- Ask participants to explain their experiences with M&E of their LLGs.
- Finally, take them through their answers with the notes below.

Challenges to effective advocacy	Best practices in advocacy works
1. Working in isolation as well as competing with each other on the same issue. 2. Fear of being marginalized by those in power. 3. Patronization by those in power. 4. Taking a belligerent and fault finding attitude 5. Lack of adequate information. 6. Perception that advocacy can only be done by experts. 7. Poor timing	These mean that the best advocacy is one where there is: • **A multi-stakeholder participation** involving those affected, in power, and concerned. • **Effective representation**. Ensure that it is the right mix and target that is engaged. For instance, do not target an advocacy issue concerning policy making to an implementer. • **Accountability**. Always account for your (in)action. Be the first to show the way so that you can hold others responsible for their (in)actions too. • **Legitimacy**. This refers to who an organization represents and its relationship to them. Be the right person to talk for the right group so that you are easily accepted by both groups of those affected by inactions and expected to act. • **Credibility** –refers to how much it can be believed or trusted for example whether your information is seen as reliable, programmes and services sound, or team composition viewed as having integrity.

Module 5

PARTICIPATORY GENDER MONITORING AND EVALUATION

Module Structure



Session objective	At the end of the session, participants are able to: • *Explain what PGME is.* • *State at least 2 reasons why women leaders must get involved in PGME* • *List at least 3 critical actors important in undertaking PGME* • *Elaborate on at least 3 ways of sharing PGME findings*
Topics	See module structure
Methodology	Brain storming, question and answer, lectures
Materials	Flip chart, marker pens, masking tape, manila cards
Time	4.5 hours

7.1 PGME defined

Procedure:

- Write on the wall that PGME stands for Participatory Gender Monitoring and Evaluation and ask participants to define the key concepts –
  - ◊ Participation
  - ◊ Gender
  - ◊ Monitoring
  - ◊ Evaluation.
- Explore a summary view in order to merge PGME as one term in itself.

Wrap-up note:

1. Participation

Participation refers to the process of a meaningful engagement of all stakeholders involved in any given undertaking without any discrimination based on age, sex, education, religion, occupation, etc. What is important is not the 'informative approach' but that people freely express their opinions and discuss until a consensus is reached. In the process, leaders adopt a listening habit instead of lecturing and directing (I know it all) so that effective communication occurs between them and their constituencies.

Therefore, for this purpose participation is about dialogue and being heard. It is about how women and men are involved meaningfully in the planning and budgeting processes as is required by the law.

2. Gender

Gender refers to the social relations between men and women and boys and girls in a given culture. It is not about sex – male or female that is biological. Gender relations differ from one place to another and from one people to another. What socially men can do, women too can do. So gender relations question our mental images of who a woman and a man should be in her/his life and should do.

In this case, gender relations is about how resource planning, allocation, and utilization processes respond to the various gender needs of men, women, boys and girls.

3. Monitoring

Monitoring is a continuous assessment of any undertaking in relation to mutually agreed upon commitments (such as timeframe, inputs, relations, outputs, and benefits/impacts). It is a process of information collection in order to track whether promises made are being followed. This tracking is not about witch-hunting but it is about collecting information for management decision-making. Should there be any change in the commitments, monitoring brings it out and it must be ironed out by the concerned parties.

Therefore, evaluation is a snapshot assessment done for the purpose of making judgment about the commitment agreed upon earlier on.

4. Evaluation

Evaluation is an assessment of performance at a point in time with a focus on relevance, effectiveness, efficiency, consistency, impacts and sustainability.

Therefore, evaluation is a snapshot assessment done for the purpose of making judgment about the commitment agreed upon earlier on.

Participatory Gender Monitoring and Evaluation

After looking at the different definitions above, it can be said that PGME of the local government plan and budget is:

A process of joint tracking of mutually agreed-upon commitments (procedures, targets, resources, and outcomes) to ensure engendered planning and budgeting results.

This definition carries the following core issues:

• ***A process***	Inherent herein is that PGME is not a snapshot event that is done once and for all. Rather, it is conducted throughout the different stages of the planning and budgeting cycle.
• ***Joint tracking***	Herein emphasis is on the fact that PGME is not done by one individual or institution as is the case now with technical and political monitoring. It is done collectively by different actors with stakes in engendered local government planning and budgeting processes and outcomes.
• ***Mutually agreed upon***	This means that PGME is based on a meaningful understanding among different stakeholders on how things are to be done. This understanding includes how planning and budgeting ought to be done, targets to be reached, actors to be involved, and how accountabilities should be delivered.
• ***Commitment***	Commitment goes beyond adherence to the principles and regulations regarding the LG planning/budgeting processes to real action to ensure that planned results are also achieved.
• ***Engendered planning and budgeting results***	PGME strives for gender equity in planning and budgeting processes, budget allocation and disbursements, accountability issues, and the general orientation of such undertaking in promoting gender equality.

7.2 Purpose of PGME

Procedure:

- Refer the participants to reflect on the training on Gender Responsive Planning and Budgeting which they attended in the recent past as they answer the following questions.
  - ◊ What is gender responsive budgeting?
  - ◊ Why monitor gender responsive plans and budgets?

Answers to these questions will help them answer the key question of this session- Why conduct PGME?

Wrap-up note:

Therefore, PGME is conducted in order to achieve the following:

- *Ensure that approved plans and budgets are actualized.* The approved plans and budgets are simply agreed upon intentions/commitments. Living up to such commitments is another thing. PGME checks the link between such approved and actual commitments.

- *Ensure compliance with the laws and regulation.* Gender insensitive budgets have been developed in spite of existing laws and regulations. PGME thus strives for compliance.

- *Improving accountability and transparency*: It is a known fact that LLGs and WCEs do not account to their constituencies. Women lose most from this given that their needs are excluded during government planning and when it comes to actual spending, they are also kept in darkness. PGME makes more women to know what their LLGs are engaged in and with what results. To do so, the PGME (i) assesses the planning and budgeting processes; (ii) measure progress in the commitments made; and (iii) tally progress made against set objectives, targets and seeks explanations where possible.

In sum, PGME ensures that development processes and outcomes are engendered as women's voices and needs are factored in, and ways and means are in place to ensure they are taken into consideration not just on paper but also in practice. As such, PGME ensures the actualization of gender mainstreaming in LLG development planning processes.

7.3 Actors involved in undertaking PGME

Procedure:
- As an introduction to the session, ask participant to list the various stages of LLG planning and budgeting processes.
- Display a copy of the LLG planning and budgeting cycle drawn earlier on the wall.
- Ask them again to identify all the stakeholders whose participation is actually required at each stage.
- Ask them the stakes (interests) of each of the stakeholders.
- Then ask them about the roles of those stakeholders.
- Finally, ask them to identify the lead person among the different actors who is held responsible for implementation of the activities at each stage.

Stakeholder analysis

Planning and budgeting stage	Stakeholders	Stakeholder roles	Stakeholder interests
Mobilization			
Village planning			
Parish planning			
Sub county budget conference			
Sub county sectoral committee meetings			
Plan approval			
Plan feedback			
Plan/budget execution			
Follow-up and reporting			

- After reviewing who has what interest in the planning and budgeting cycle, point out that the essence of PGME is to ensure that all these stakeholders are involved in the tracking processes so that they can safeguard their interests.

Facilitator's note

With reference to this particular project, when the FY 2009/10 LLG plans are under implementation, the following actors will be involved:

- **AFARD as the organization responsible for the project implementation.** This is because AFARD is accountable to EC for the funds invested. It must show value for money for the investments made in this initiative.
- **LLGs as service delivery points.** LLGs are expected to comply with the laws of Uganda[1] especially in respect to gender issues. They need to reaffirm their commitments right from planning to implementation and provide ample feedback on their services delivery. By so doing, they account to their constituencies.
- **The Women leaders.** These are the mandated representatives charged with championing women issues at various levels of governments. They should ensure that they do not only effectively participate in ensuring that women's concerns are included and received funds in budget allocation but also that such funds are disbursed for such concerns as planned.
- **Civil society organizations.** As the eyes and ears of the poor generally, they are a crucial development partner whose presence adds weight to the exercise.
- **Community leaders.** Gender inequalities are facts of life in all social setting. Having such leaders – religious, traditional, and opinion widen the arena for initiating the process of holding the wider community accountable for gender equality.

In this way, PGME of engendered plans and budget is not simply project oriented. Rather it is institutionalized in LLG functioning and owned by all stakeholders.

7.4 Timing PGME

Procedure:

- Present a copy of the LLG planning and budgeting cycle drawn before.
- Recap once again on the LLG planning and budgeting cycle.
- Ask participants to list the sub activities in the various stages.
- Ask them again to state the start and end time of each stage and sub activities.
- Finally, point out that PGME is done as a follow-up activity to ensure that things are done as planned. So, mark the end time for the various stages as when PGME is to be done.

Timing when PGME should be conducted

Planning and budgeting stage	Sub activities	Start time	End time	PGME time
Mobilization				
Village planning				
Parish planning				
Sub county budget conference				
Sub county sectoral committee meetings				
Plan approval				
Plan feedback				
Plan/budget execution				
Follow-up and reporting				

1 *See MoLG (August 2006), Assessment Manual of Minimum Conditions and Performance Measures for Local Governments. Herein it is stated that there are numerous laws and guidelines that LLGs must conform to, namely the Local Governments Act, Finance and Accounting Regulations, and the national gender policy. These laws conform to the Constitution and other human rights statutes.*

7.5 Indicators to look for

Procedure:

- Present a copy of approved plan of LLG where the workshop is being held.
- Ask participants to define what the word 'Indicator' means in relation to LLG plan.
- Finally, introduce them to the term "gender responsiveness indicators" in the LLG planning and budgeting cycle.

Wrap-up notes:

Indicators are '***signposts that tells everyone about something'***. For instance, a school or hospital signpost that shows the observer that 'here is where a school or hospital is.' Even sellers of '*enguli'* (a local potent gin) put signposts where they are brewing so that customers can locate them easily.

In this project however, the situation is a bit more complex because the dimensions women leaders are interested in are more diverse. For instance, they may want to ensure:

- *That what was required to be done was done*. For instance, women wanted more money allocated for water sources say from Ushs 1 million to Ushs 3 million. This is called *process indicator*. It can be of inputs to be used or outputs to be realized.
- *That change has occurred in how things are done*. For instance, while initially budget conferences were only attended by Councillors, now, even other women and the WCEs attend. This is called *change indicator.*
- *That benefit has been realized from something*. For instance, with more money utilized for water sources, women now have ample time to attend community meetings without the hustle of 'I have to spend more time to go and fetch water'. This is an example of an *impact indicator* because it reveals the actual changes in the life of the beneficiaries.

Therefore, the different attributes about indicators require us to be specific about what should be monitored. This specificity is necessary because indicators will measure the changes occurring in the specific issue we have selected. In this way monitoring will ensure that progress is tracked precisely, feedback and accountability given timely and remedial actions are taken promptly (a management function) hence cost-effectiveness is achieved.

To achieve these demands, there is need for prioritizing the following:

- Critical indicators i.e., the few indicators selected among many, when successfully tracked will yield the greatest impact in relation to women's influencing of decisions about resource allocation and actually getting a fair share of the resources.
- User-friendly indicators i.e., those that are easy to understand and collect.
- Performance-related indicators i.e., indicators that measure progress made in terms of outputs outcomes/impacts.

7.6 Tools used in undertaking PGME

Procedure:

- Get a copy of approved LLG plan, committee reports, progress reports, and expenditure ledgers of the LLG where the workshop is being held.
- Ask participants to define what they understand by the term 'Tools' in relation to LLG plan.
- Finally, introduce them to the various tools as spelt out in the Indicator list (under the column '**source of information and method of data collection'**).

Wrap-up note

Tools can be referred to as '***what helps us to collect the data that we need in order to ably tell what is happening with our planning and budgeting processes and outcomes'***. In project management terms tools are called 'means of data collection'.

From the gender-responsiveness indicator list adapted from Local Government Gender-responsiveness Audit Tool, the key tools are:

- Documentary review using agreed upon checklist.
- Observation to find evidences supportive of documents.
- Interviews to confirm whether or not a required indicator is met.

7.7 Utilization of PGME findings

Procedure:

1. Ask participants to explain their experiences with M&E of their LLGs detailing:
   - How it is organized
   - How the reports are produced
   - How the reports are shared for the information of all
2. Finally, take them through their answers with the notes below.

Experiences with LLG monitoring

In LLGs politicians receive periodic allowance for routine monitoring but not all do the work. Neither do they write comprehensive reports. Being unsystematic given that no clear M+E plan is in place, many people are excluded.

PGME Reporting

After collecting the various data within the mutually agreed upon time, it is important to prepare a brief but clear report. This report must show the exact findings from the data collection.

Further, the report must be shared timely among the various stakeholders so that the findings can be used to inform decision-making processes about what is working well or not according to the initially mutually agreed upon commitments.

Below is a PGME reporting format:

1. Title of the report;
2. The project(s) that was/were monitored;
3. Who participated and when;
4. What were actually found on the group – progress of work and deviations;
5. What challenges requires immediate attention; and
6. What solutions are deemed fit

Using PGME findings (Report feedback)

This monitoring tool aims at meeting two objectives. First, it is a tool for tracking the project performance towards the intended goal. Second, its result should provide a general status of the LLG gender-responsiveness. As such, the results from the M&E are to be used for the following:

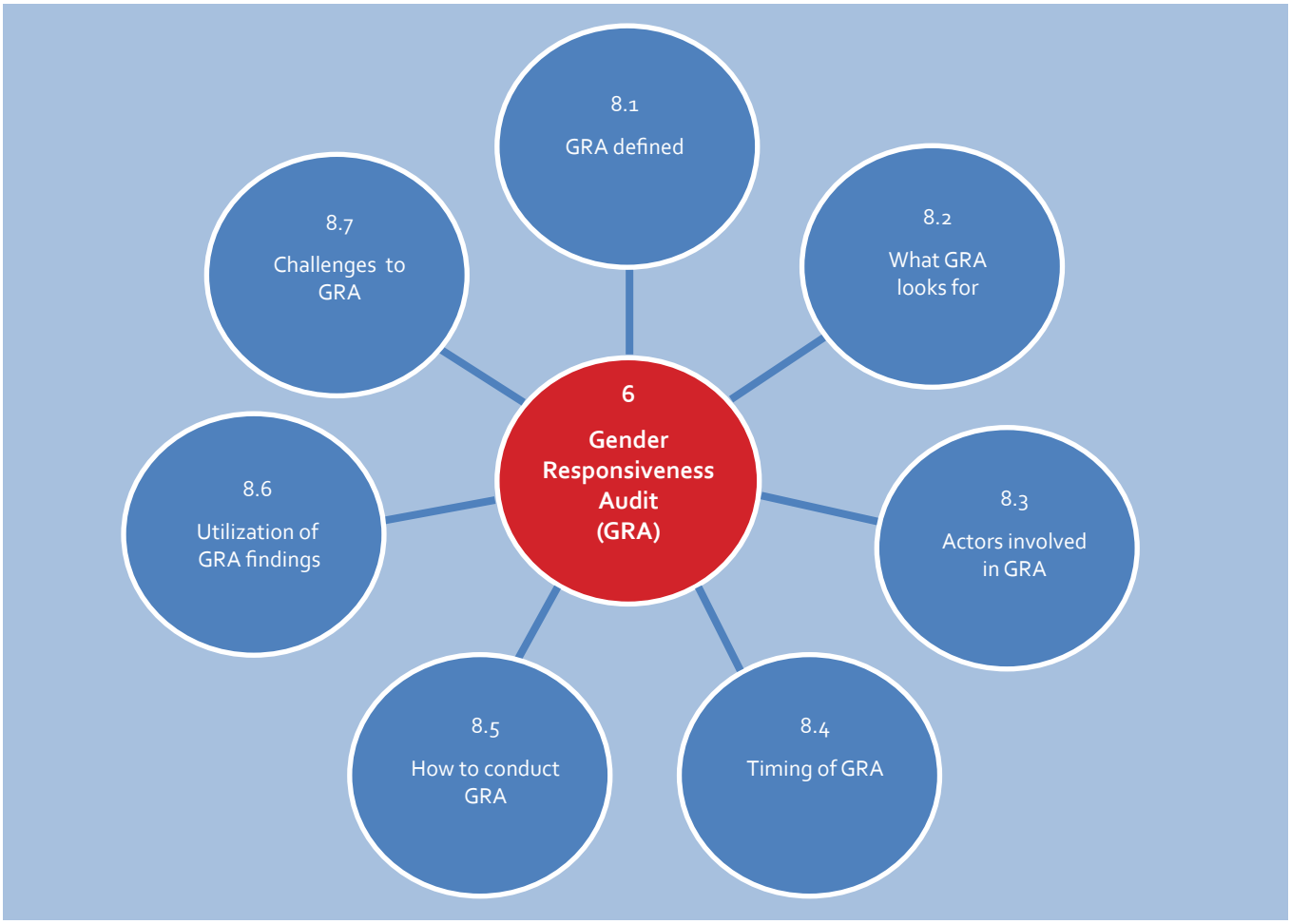
- *To assess whether or not the project is on track*. This project aims at creating change in how local government planning and budgeting processes and outcomes are managed. Through PMGE, it will be able to show whether or not such changes are occurring;

- *To track local government responsiveness to gender issues*. That local governments are receiving funds to deliver services, PGME helps in exposing whether or not women and men are equally benefiting from the poverty resources that LLG receives;
- *To advocate and lobby LLG for gender-responsiveness*. PGME also provide vital evidence critical for advocacy work; and
- *To persuade other development actors to support gender-responsiveness*. Should the PGME report indicates that gaps exists that warrant attention, this will call for not necessarily from government but also through soliciting support from other actors.

Module 6

GENDER RESPONSIVENESS AUDIT

Module Structure



Session objective	At the end of the session, participants are able to: • *Explain what GRA is.* • *State at least 2 reasons why GRA must be conducted* • *List at least 3 critical actors important in undertaking GRA* • *Elaborate on at least 3 uses of GRA findings*
Topics	See module structure
Methodology	Brain storming, question and answer, lecturrete
Materials	Flip chart, marker pens, masking tape, manila cards
Time	4.5 hours

8.1 Gender Responsiveness Audit (GRA) defined

Procedure:
Ask the participants to explain:
1. What is an audit?
2. Why are audits conducted?
3. Who are involved in conducting audits?
4. How do they audit?
5. What challenges did you experience with audit exercises?

Wrap-up notes:

Note from the onset that LLG officials are used to only 2 types of audit – financial audit and of recent performance audit. These audits are conducted by outsiders mainly from the district local government. It is therefore important to emphasize the importance of GRA as an internal audit exercise.

The GRA is an Accountability Audit that is concerned with 'Participatory Gender Budget Tracking.' It is an internal and periodic exercise that explores how a given LLG is committed to gender equality in its decentralized development. While traditionally gender audit looked at the distribution and allocative efficiency of government budgets, GRA broadly explores the processes and outcomes of the entire planning and budgeting cycle tracking participation, resource allocation, budget disbursement, and reporting from a gender perspective.

In this way, GRA tracks the entire decentralized poverty resources management while ensuring that decentralization policy brings engendered services delivery. Through routine 'tracking' of decentralized development processes, gender responsiveness can be assessed from how local government planning and budgeting processes as well as the outcomes in the form of approved plans and budgets take into consideration and explicitly commit to gender equality. Beyond the approved plans and budgets, the actual adherence to such commitments during the budget implementation and accounting are also followed. Such a comprehensive 'tracking' is vital because experiences reveal that often times, planning processes may be well done but the implementation dictated by 'cash budget' and 'committee manipulation' hampers the realization of hitherto approved gender responsive plans and budgets.

8.2 What GRA looks for

As a method to participatorily track gender budgeting in local governments, the GRA explores gender equality issues as are required by the Constitution, Uganda Gender Policy, and the planning and budgeting guidelines. It underpins the fact that decentralized development is only a product of people's participation, voice and accountability.

To achieve this objective, GRA uses:

a) *Indicators to assess LLG planning and budgeting processes.* The focus here is on how needs were assessed and programming done. The guidelines require that the processes are participatory, use gender analytical tools, and should be people responsive. Thus, women's participation as well as their pursuance of identified and agreed upon needs are given due attention. The eventual outcome should be a gender responsive plan and budget.

b) *Indicators to assess plan and budget implementation and accounting.* At this stage, funds received from all sources are disbursed for translating plans into procuring goods and services, which the people needed. It is expected that resources should be spent as per the targets agreed upon and any revision is done participatorily without losing track of the commitments made towards gender issues. Equally, the monitoring, review and reporting of progress resulting from the funds utilization are assessed for adherence to the promises made.

See below for the GRA Indicators

GRA indicators

Cycle	Stage	Critical indicators	Source of information	Method of data collection	How to conduct the assessment	Use
Budget Planning	Mobilization	1. Women leaders (WLs) identified core women's issues at all levels before LG planning meetings	Minutes of Women leaders	Documentary review	* From the chairperson WLs, ask for a copy of their pre-planning minute. * Verify whether or not they identified core women's issue. Also verify whether or not they communicated to lower WLs * *If an issue is identified score 1 otherwise 0.*	Evidence of women council effectiveness Pursue specific gender needs in the budget
	Village planning	2. Proportion of women to men participating in village planning meeting	Attendance list with PDCs i/c planning	Documentary review	* From the PDC i/c planning get a summary of planning attendants * Calculate the percent of women who participated * *For proportion equal to 50% or more score 1 otherwise 0*	Mobilize women to participate in the planning processes so that they can echo their needs
	Parish planning	3. Proportion of women to men participating in parish planning meeting	Attendance list with PDCs i/c planning	Documentary review	* From the PDC i/c planning get a summary of planning attendants * Calculate the percent of women who participated * *For proportion equal to 50% or more score 1 otherwise 0*	
	Sub county planning	4. Proportion of women to men participating in sub county budget conference	Attendance list with sub accountant	Documentary review	* From the PDC i/c planning get a summary of planning attendants * Calculate the percent of women who participated * *For proportion equal to 50% or more score 1 otherwise 0*	
		5. WLs held meeting with sub county Sectoral committees	Attendance list with sub accountant	Documentary review	* From the i/c planning in the LLG get a summary of planning attendants * Calculate the percent of women who participated * *If they did score 1 otherwise 0*	Push for fairness of budget allocation
	Plan approval	6. Proportion of women to men participating in sub county budget approval meeting	Minutes of WLs	Documentary review	* From the i/c planning in the LLG get a summary of planning attendants * Calculate the percent of women who participated * *For proportion equal to 50% score 1 otherwise 0*	Push for women's needs
		7. Sectoral plans have gender disaggregated targets	Approved plan	Observation	* From the sub county chief of the LLG get a copy of the approved plan * Look at sector analysis in problem statement, target setting and monitoring plan * Ascertain whether or not they contain gender blind, neutral or sensitive analysis * *If so score 1 otherwise 0*	Policy commitment to engendered development
		8. Plans and budgets have affirmative action consideration	Approved plan & budget	Observation	* From the sub county chief of the LLG get a copy of the approved plan and budget * Look at affirmative actions in the approved priority project list * Ascertain whether or not the approved budget have allocations for those priorities * *If so score 1 otherwise 0*	
		9. Budgets have explicit gender responsiveness statements	Approved budget	Observation	* From the sub county chief of the LLG get a copy of the approved budget * Look at the budget statement if it contains explicit gender responsiveness statements * If so, score 1 otherwise 0	
		10. Aggregate budget allocated for services Vs administrative sectors	Approved budget	Documentary review	* From the sub county chief of the LLG get a copy of the approved budget * Compute the budget allocation for services sectors (education, health, agriculture, community development, environment and technical services) * Compute the budget allocation for administrative sector (management support and finance, councils and planning) * Compute the percent for services and administrative sectors * *For allocation equal to 50% or more score 1 otherwise 0*	Policy translation into budget commitment
		11. Intra-sector allocation for services Vs administrative costs	Approved budget	Documentary review	* From the sub county chief of the LLG get a copy of the approved budget * Compute the Sectoral budget allocation for services sectors (education, health, agriculture, community development, environment and technical services) in terms of recurrent and development cost * Compute the sector budget allocation for administrative sector (management support and finance, councils and planning) in terms of recurrent and development cost * Compute the percent for recurrent and development budget allocation for services and administrative sectors * *For allocation equal to 90% or more score 1 otherwise 0*	
		12. Share of budget allocated for affirmative action	Approved budget	Documentary review	* From the sub county chief of the LLG get a copy of the approved budget * Compute the budget allocation for affirmative action * Compute the percent of affirmative action from the total budget * *For allocation equal to 5% or more score 1 otherwise 0*	

Cycle	Stage	Critical indicators	Source of information	Method of data collection	How to conduct the assessment	Use
Budget implementation and accounting	Plan feedback	13. LLG have popular version of their plans	Sub county chief	Observation	* Ask (and see it)the sub county chief whether or not they have a popular version of their approved plan and budget * *If so score 1 otherwise 0*	Measure of feedback process
		14. LLG provided WLs with a copy of the approved plan/budget	Copy of plan/ budget	Observation	* Ask (and see it)the Chairperson of sub county WCE whether or not they have a popular version of their approved plan and budget * *If so score 1 otherwise 0*	
		15. LLG communicated about approved plan/ budget to lower units	Feedback report	Observation	* Ask (and see it)the sub county chief whether or not they communicated to lower units about the approved plan and budget * *If so score 1 otherwise 0*	Engagement in resource management
		16. LLGs communicated about approved plan/ budget to WLs	Feedback report	Observation	* Ask (and see it)the sub county chief whether or not they communicated to WCE about the approved plan and budget * *If so score 1 otherwise 0*	
	Execution	17. LLG provide WLs with details of cash inflows/ outflows	Disbursement reports	Observation	* Ask (and see it)the sub county chief whether or not they have copies of budget inflows and outflows * *If so score 1 otherwise 0*	Trace commitment to approved plans and budget
		18. WLs involved in expenditure allocation	Committee reports	Interview	* Ask WLs whether or not they are involved in expenditure allocation * *If so score 1 otherwise 0*	
		19. Aggregate budget disbursed for services Vs administrative sectors	Expenditure ledgers	Documentary review	* From the sub county chief of the LLG get a copy of the approved budget * Compute the actual budget disbursed for services sectors (education, health, agriculture, community development, environment and technical services) * Compute the actual budget disbursed for administrative sector (management support and finance, councils and planning) * Compute the percent of disbursement for services and administrative sectors * *For allocation equal to 50% or more score 1 otherwise 0*	
		20. Intra-sector disbursement for services Vs administrative costs	Expenditure ledgers	Documentary review	* From the sub county chief of the LLG get a copy of the approved budget * Compute the Sectoral actual budget disbursed for services sectors (education, health, agriculture, community development, environment and technical services) in terms of recurrent and development cost * Compute the sector actual budget disbursed for administrative sector (management support and finance, councils and planning) in terms of recurrent and development cost * Compute the percent disbursement for recurrent and development budget for services and administrative sectors * *For allocation equal to 90% or more score 1 otherwise 0*	
		21. Share of budget disbursed for affirmative action	Expenditure ledgers	Documentary review	* From the sub county chief of the LLG get a copy of the approved budget * Compute the actual budget disbursed for affirmative action * Compute the percent disbursement of affirmative action from the total budget disbursed * *For allocation equal to 5% or more score 1 otherwise 0*	
	Follow-up and reporting	22. WLs met Sectoral committees to follow disbursements	Minutes of WLs	Documentary review	* Ask the chairperson WLs for a minute of their meeting with Sectoral committee on budget disbursement * *If so score 1 otherwise 0*	Hold leaders accountable
		23. Progress reports include gender disaggregated data	Plan review reports	Documentary review	* From the sub county chief, obtain a copy of quarterly progress report * Look through the various sectors for gender disaggregated data in the reports for outputs and outcomes * Ascertain whether or not they contain gender blind, neutral or sensitive analysis * *If so score 1 otherwise 0*	Measure progress made

The 23 detailed indicators above are categorised into four GRA focus as below:

Gender responsiveness audit focus

Focus	Indicators # in assessment tool
1. Participation of women in the budget cycle	2, 3,4, 6
2. Women leaders' effectiveness	1, 5, 18, 22
3. Local Government plan and budget responsiveness	13, 14, 15, 16,17, 23
4. Local Government transparency and accountability practices	7, 8, 9, 10, 11, 12, 19, 20, 21

8.3 Actors involved in GRA

- **AFARD as the organization responsible for the project implementation** because it is accountable for the funds invested.
- **LLG as services delivery points** because they are expected to comply with the laws of Uganda especially in respect to gender issues and good governance.
- **Women leaders** who are the mandated representatives of grassroots women and are allowed to speak for them. They champion women issues at various levels of governments thereby ensuring that women's concern are included and attached to budget allocation but also that funds are disbursed for such concerns as planned.
- **Civil society organizations** as the eyes and ears of other community members so that Poverty Resources Management promotes responsiveness and accountability to all poor people, women inclusive.
- **Community leaders.** Accounting for gender equality is a responsibility of all actors in a given LLG. The presence of traditional, religious, and opinion leaders provide a leverage for checking both LLG and community gender responsiveness.

8.4 Timing GRA

It is preferred that GRA is done twice a year:

- At the middle of the LLG financial year to assess the progress made half the year.
- At the end of the LLG financial year to review annual progress and chart new ways for the next financial year.

8.5 How to do GRA

To finish a GRA exercise, the following should be done:

- **Preparatory phase**:
  - ◊ Put a team from the diversified stakeholder above and define their Terms of Reference.
  - ◊ Establish a budget line for the team operation.
  - ◊ Orient the team on the GRA dynamics and tools.
  - ◊ Schedule the exercise and communicate to the various offices concerned.

- **Fieldwork phase**:
  - ◊ Conduct the assessment for one day.
- **Reporting and feedback**:
  - ◊ Review the findings.
  - ◊ Write a report and discuss the basic draft.
  - ◊ Organize a feedback workshop which explores the appropriate remedial actions.
  - ◊ Write a final report for submission to the LLGs and DLG.

Methods of data collection

The following data collection methods are prudent:

- Documentary reviews: Is done for all available documents related to lower local government commitments to gender equality and adherence to regulations especially in line with the indicators for planning and budgeting (as well as accounting). This includes approved and revised plans and budgets, activity reports, and minutes of women leaders' meetings.
- Observations: To ensure that what are reported in the reviewed documents are true, observations of some documents like copies of vouchers, virement letters, and cash flow statements should be done and the figures used to cross-check what were stated in approved plans and budgets.
- Interviews: These should be held with the Sub county Chiefs, Accountants, and Sub county Women Leaders. The focus should be on the participation of women in the planning and budgeting processes and the effectiveness of Women Council structures.

Scoring results

Given that the Gender Responsiveness Status reveal the performance of a given local government in regards to gender budget issues, the identified indicators are scored in order to allow for both the audit focus and local government performance comparison. This is done by:

Step 1: Having each indicator scored on a 0 - 1 scores because either the local government does not meet (0 score) the requirement or it is (1 score).

Step 2: Summarizing the actual (observed) score for every local government and dividing it with the expected 23 scores that all local governments should have scored. The sum is then multiplied by 100% to get a local government Gender Responsiveness Score.

Step 3: Categorizing the Gender Responsiveness Score into Gender Responsiveness Status using the table below.

Gender responsiveness Status

Scale	Status
71-100%	**Gender responsive status:** Represents good performing lower local government that to a large degree are adhering to gender budgeting demand.
36-70%	**Fair gender responsive status:** Represents fairly performing lower local government that need added effort to improve on their responsiveness status
0-35%	**Non-gender responsive status:** Represents bad performing lower local government that need concerted effort in order to change their responsiveness status

GRA result analysis

GRA show 3 different results, namely:
(a) Gender responsiveness score by indicators.
(b) Gender responsiveness score by theme.
(c) Gender Responsiveness Status.

These are shown below:

a) Gender responsiveness score by indicators

Critical indicators	Score (0 or 1)
1. Women leaders identified core women's issues before LG planning meetings	
2. Proportion of women to men participating in village planning meeting	
3. Proportion of women to men participating in parish planning meeting	
4. Proportion of women to men participating in sub county budget conference	
5. WCE held meeting with sub county Sectoral committees	
6. Proportion of women to men participating in sub county budget approval meeting	
7. Sectoral plans have gender disaggregated targets	
8. Plans and budgets have affirmative action consideration	
9. Budgets have explicit gender responsiveness statements	
10. Aggregate budget allocated for services Vs administrative sectors	
11. Intra-sector allocation for services Vs administrative costs	
12. Share of budget allocated for affirmative action	
13. LLG have popular version of their plans	
14. LLG provided WCE with a copy of the approved plan/budget	
15. LLG communicated about approved plan/budget to lower units	
16. LLGs communicated about approved plan/budget to WCE	
17. LLG provide WCE with details of cash inflows/outflows	
18. WCE involved in expenditure allocation	
19. Aggregate budget disbursed for services Vs administrative sectors	
20. Intra-sector disbursement for services Vs administrative costs	
21. Share of budget disbursed for affirmative action	
22. WCE met Sectoral committees to follow disbursements	
23. Progress reports include gender disaggregated data	

Gender responsiveness performance by theme/Status

Theme	Expected (a)	Observed (b)	Score ((b/a)*100%)	Status colour
Women leaders effectiveness	4			
Women's participation	4			
LLG (plan/budget) responsiveness	6			
LLG transparency & accountability practices	9			
Overall performance	**23**			

8.6 Utilization of GRA

As an accountability tool that is built on routine monitoring of LLG poverty resources management, GRA findings are useful for:

- *Tracking whether or not the project is on track*. This project aims at creating change in how local government planning and budgeting processes and outcomes are managed. Through PMGE, it will be able to show whether or not such changes are occurring.
- *Tracking local government responsiveness to gender issues*. That local government are receiving funds to deliver services, PGME helps in exposing whether or not women and men are equally benefiting from the poverty resources that LLG receives.
- *Campaigning and lobbying LLG for gender-responsiveness*. PGME also provide vital evidences that are crucial for advocacy work.
- *Persuading other development actors to support gender-responsiveness*. Should the PGME report indicates that gaps exists that warrant attention, this will call for not necessarily from government but also through soliciting support from other actors.

Providing feedback on GRA findings

Once the GRA report has been finalized, it is important to provide a feedback on the findings in an information sharing meeting. This meeting should:

1. Start with Parish and Sub county Women Forum meeting. In this meeting"
   a. Discuss the result;
   b. Explore in-depth why setbacks were evident; and
   c. Develop advocacy strategies (see Module 4).
2. Be followed by a wider stakeholders' meeting where improvements are commended and gaps and solutions thereto are identified.
3. In the event that the required solutions are beyond the LLG scope or commitment, involve the District Women Council Officer, District Gender Officer, the Chief Administrative Officer; or even the District Woman Member of Parliament.

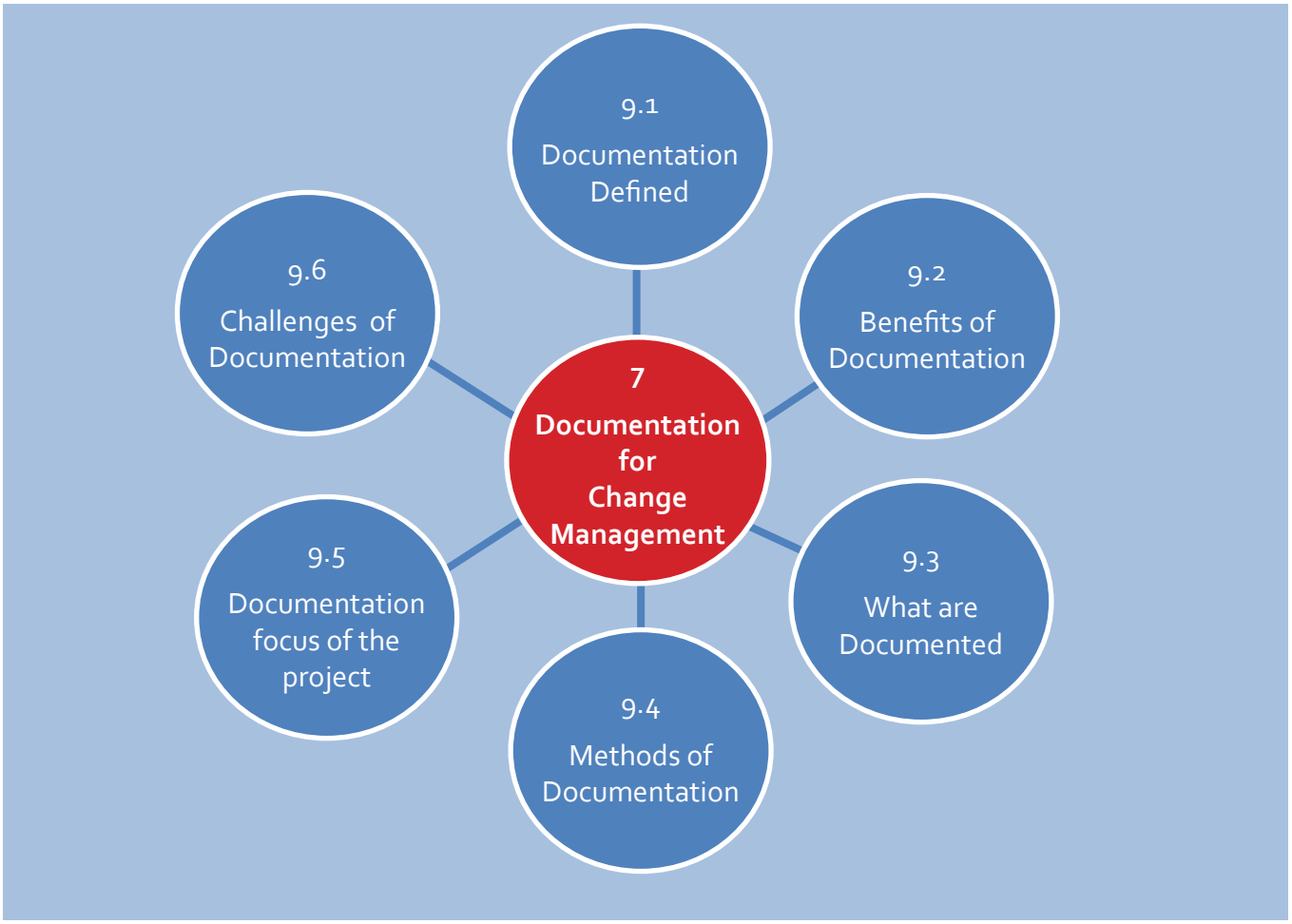
8.7 Challenges to GRA

- Denial of access to information.
- Weak team spirit.
- Inadequate utilization of information.

Module 7

DOCUMENTATION FOR CHANGE MANAGEMENT

Module Structure



Session objective	At the end of the session, participants are able to: • Explain what documentation is. • State at least 3 reasons why documentation is important • Describe the documentation project • List at least 4 issues they will document in this project
Topics	See module structure
Methodology	Brain storming, question and answer, lecturrete
Materials	Flip chart, marker pens, masking tape, manila cards
Time	3 Hours

9.1 Documentation defined

Procedure:
Ask participants to explain:
1. What is documentation?
2. Why do we document?
3. What should we document?
4. How do we document?
5. What are the drawbacks to documentation

Wrap-up note:

Documentation is an objective-driven regular and systematic process of collecting, analyzing, using, storing and (in some cases) updating vital information (data) that is essential to the attainment of an organization's purpose (objectives).

Critical in the above definition are:

- ***Information collection:*** This involves the gathering of information as per the need (objective) using many appropriate and complementary methods (interviewing, observation, pictures, and reviews of past information, etc).
- ***Information analysis:*** This is simply a process of giving meaning to the various raw data that has been collected. It involves the interpretation and packaging the information in a format that the intended users can consume adequately.
- ***Information utilization:*** Once information has been packaged, utilization then deals with ensuring that the information finally reaches out to the intended stakeholders at the right time. Thus, it has more to do with information dissemination.
- ***Information storage*** deals with safety and ensuring re-usage of the information documented
- ***Updating Information*** handles bringing in necessary changes that might have occurred during the

Therefore, documentation for change management is primarily about the production of valuable information that can be used to account for and or improve intervention management. It is about providing evidence of events that occurred concerning a problem and how the events helped or not to change the status quo. Lessons learnt would provide a key guide as to whether replication is either possible entirely, possible with adjustments or not entirely.

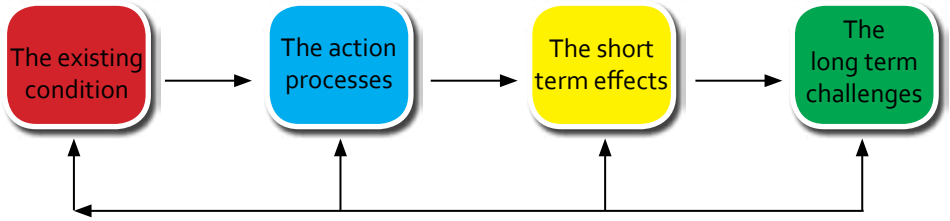
9.2 Benefits of documentation

Among the many benefits of documentation are:

- Avoiding loss of information from human memory (allowing for follow-up).
- Provision of evidence of what is happening and what has happened and with what changes (instrument of monitoring, evaluation and accountability).
- Reduces cost of duplication of information management
- Promotes cross-learning and collaboration between inter-agency
- Enhances resource mobilization and fundraising
- Is a source of advocacy information

9.3 What are documented

The documentation process



As is indicated above in the diagram above, documentation tracks 3 management stages:

- Process documentation – Here the concern is on the description of:
  - ◊ What was the situation?
  - ◊ What exactly took place?
  - ◊ Why did it take place?
  - ◊ How did it take place?
  - ◊ Who (men and women and of what status) were involved?
- Outcome documentation – Attention here is given to an analysis of:
  - ◊ What effects did occur from the various processes described above.
  - ◊ Clarity is needed on the causal relationship between the events and the effects. For instance, because of the training, women leaders can now analyse the budget allocation ratios between Administrative and Social Services Sectors.
- Impact documentation – This is the final stage where long term changes are provided. It is concerned with a cause-effect analysis of:
  - ◊ The long lasting changes in knowledge, practices and attitudes that both processes and outcomes were able to produce.

9.4 Methods of documentation

There are many methods of documentation, namely:

- Written documentation in the forms of books, magazines, newsletters, and reports, etc;
- Audio-visual documentation in the form of radio, audio-tapes, video, and TV presentation; and
- Still photo documentation.

9.5 Documentation focus of the project

For the purpose of this project, the documentation will focus, but not limited to the following:

Existing situation	Processes	Outcomes	Impacts	Lessons
The core problem that women and engendered development experienced	• Events that took place in the entire planning and budgeting cycle • List of issues raised by women • Issues raised by women that were adopted as priorities	• Women's participation • Women leaders effectiveness • LLG plan & budget responsiveness • LLG transparency & accountability practices	• Gender quality of life	• Challenges • Innovative solutions • Best practices

9.6 Challenges to documentation

To date many development work lack effective documentation because of the following:

- Poor writing culture
- The propensity to rely on personal memory
- Lack of focus on what to document
- Lack of documentation skills
- Non-consistent participation and follow-up of public events

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