



Gender Transformation & Empowerment

BASELINE REPORT ON CIVIC AND POLITICAL PARTICIPATION OF WOMEN LEADERS IN LOCAL COUNCIL FOR DEMOCRACY AND GENDER EQUALITY



2014

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PARTICIPATION OF WOMEN LEADERS IN LOCAL
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Acknowledgment

UWONET with great gratitude acknowledges the contribution of the women leaders in the program districts. Your insights were of great importance for planning and intervention. Special thanks go to the district leadership particularly to the information provided during the baseline.

To our district partners organisations, we are grateful because you create the change, to the team who put all this together, we say thank you. Last but not least, to our treasured partner, DAN CHURCH AID, we are sincerely grateful for the support over the years.

Table of Contents

Acknowledgment	ii
Acronyms	iv
SECTION ONE: BACKGROUND	1
Background	1
Introduction	2
Objective of the Baseline Survey	2
Methodology	2
Report Outline	2
SECTION TWO: FINDINGS OF THE BASELINE SURVEY	3
Capacity of civic and political leaders in the district in enhancing gender equality	10
Lessons Learnt and Best Practices	11
SECTION THREE: RECOMMENDATIONS	12
SECTION FOUR: CONCLUSIONS	13
ANNEXURES	14
Annex I: List of Documents Reviewed	14
Annex II: Baseline tool	14
RESPONSIBILITY IN THE DISTRICT I.E. COUNCILOR/CSO:	15

Acronyms

CAO	Chief Administrative Office
CDD	Community Driven Demand
CSO	Civil Society Organization
DCA	Dan Church aid
DCDO	District Community Development Officer
DEC	District Executive Committees (DEC)
FAL	Functional Adult Literacy
FGD	Focus Group Discussion
FOWODE	Forum for Women in Democracy
KADDAN	Katakwi Actor's District Development Networks
KII	Key Informant Interviews
M&E	Monitoring and Evaluation
MP	Members of Parliament
RDC	Resident District Commissioner
TAC	Iteso Coalition Against Corruption
UNFPA	United Nation Fund for Population Activities
UPE	Universal Primary Education
USE	Universal Secondary Education
UWONET	Uganda Women's Network
WDN	Women Democracy Group

SECTION ONE: BACKGROUND

Background

Since the passing of the 1995 Constitution of the Republic of Uganda, the Government has implemented several policies and programmes aimed at increasing participation of women in leadership. Under the National Objectives and Directive Principles of State Policy, Government designed policies such as Affirmative Action to redress gender imbalances in the community caused by history or culture. The policy has been incorporated into several laws in Uganda including the Local Government Act

The Local Government Act mandates the reservation of a minimum of a third of seats for women in all local council operations. This policy over the years is one of the factors that has accounted for the increase in the number of women taking leadership in Local Council.

However, the increase in numbers of the women leaders have not measured to the quality and effectiveness. There are considerable challenges that continue to hinder participation of women in leadership. Women are burdened with multiple domestic responsibilities that leave them with little or no time to peruse other interests such as politics. There is high literacy among the leaders which has affected the analysis skill hence low contribution in council and other decision making processes. Other challenges include; low self-esteems, limited economic and resource ownership among other.

It is against this background that UWONET with support from DCA is implementing a programme entitled; Strengthening Women's Civic and Political Participation and Engagement for Democracy and Gender Equality. The aim of the programme is;

- To increase representation and influence of women in leadership and decision making processes
- To strengthen capacity of civic and political duty bearers for gender responsiveness in decision making processes and structures
- To strengthen UWONET's institutional capacity to effectively deliver on gender quality and women's empowerment

Desirous of documenting baseline for the information for the programmes, UWONET commission a baseline survey.

Introduction

This is a report of a baseline survey conducted by Uganda Women's Network (UWONET) with support from Dan Church Aid (DCA). The baseline survey was conducted between the periods of October to December 2013 in the districts of Abim, Amuria, Katatkwi, Napak, Nakapiripirt and Moroto.

The target population of the survey were political and civic leaders of the district and Option leaders including; District CSO's, Chief Administrative Officer (CAO), Gender Officer, District Community Development Officer (DCDO), LCV chairperson, District Speakers and District woman councilors who are elected through popular vote to represent citizens in special women councilor constituencies.

Objectives of the Baseline Survey

The baseline survey focused at;

- i. Assessing the capacity and knowledge gap of women councilors in undertaking their mandate of legislation, oversight, representation and administration in and outside the council.
- ii. Identify Stakeholders/CSOs operating in the districts and their capacity to promote and advance issues of gender and women's right at the district level.
- iii. Assessing the capacity of civic and political leaders in the district in enhancing gender equality.
- iv. Make recommendation on strategies to address the identified capacity gaps strengthen to participation and influence of women in decision making processes in the districts.

Methodology

The team used both quantitative and qualitative approaches in conducting the survey. The specific methodologies used were; 10 Focus Group Discussion (FGD), 21 Key informant interviews (KII) review of documents of Affirmative action, Programme proposal and reports.

Report Outline

This report comprises of four sections, the introductory section which sets out the background information on the project, objectives of the survey, methodology and the report outline. An analysis section of the baseline is found in section II. Section III points out the way forward and recommendation on the challenges identified. The conclusions are in section IV.

SECTION TWO: FINDINGS OF THE BASELINE SURVEY

Capacity and Skills of the Women Councilors to participate and influence Council for gender quality

1. Composition of women in the district Council and District Executive Committees (DEC)

Table 1

District	Total number of councilors	Number of women councilors in the district council	Number of women in the District executive Committees	Number of women under direct elective positions
Abim	16	7	2	2
Amuria	22	9	1	0
Katakwi	22	9	2	1
Napak	17	7	2	0
Nakapiripirit	19	8	1	1
Moroto	16	8	3	0
Total %	57.1%	42.8%	36.7%	8.5%

From the table above, the composition of women in the district Council and DEC is low as to the total composition of the district Councils. The reasons asserted for this decline was because of the fact that majority of the women who participated in the last election are on affirmative action seats than directive seats. The gender Officer of Katawi district stated that 21 women participated in the 2011 election for district councillorship and 178 women contested in the Sub Counties. This means that only 42.8% of the women candidates registered for the election were successful for district councillorship.

Given the background that UWONET and partners in 2011 took initiatives to identify and train women candidates, if a similar initiative is to be undertaken for the 2016 election, it's advisable that the current women councilor whose capacities have been enhanced be encouraged to

contest for direct elective or Parliamentary seats to limit competition with in-coming councilors. This will not only increase the numbers of women in leaders but also the quality of the women leaders.

Most districts have stuck to the Local Government Act provision that require the District Executive Committees (DEC) to have at least one woman which is one of the explanations for the limited representation of women in the District committees. The other reasons for the low composition of women councilors in the Executive were found to include: women fear competing with the men in council for positions of leadership, they are intimidated, shy and lack confidence, majority have low levels of education and cannot articulate issues. A woman councilor in Amuria district informed the UWONET team that men prefer giving the women soft committees like gender, production as compare to Finance, health, education and the women are happy with such positions. In Abim district, the women reported that in some S/C the elders decide on who should stand in the area who in most cases are men supported. They requested that the issue of being unopposed and comparative campaign need to be analyzed. The implication of the limited numbers and participation of women in the committee have affected gender sensitive budgeting. For example in Napak district, it was reported by the Community Based Officer that the district allocates only one million shilling to celebrate Women's day.

2. Trainings opportunities provided to the women leaders

Beside the Local Government inductions that were conducted in 2011, the women councilors in most of the districts have had the privileges of being trained by NGOs like FOWODE, UNFPA, TAC, and ACTION AID, KADDAN, UWONET and ACFODE. However, councilors from the districts of Napak and Nakapiripirit have not had other trainings beside the inductions by the Local Government.

The content of the trainings by the NGOs mainly focused on campaign and election management skills, roles and responsibilities of councilors and council business. However, other important skills like budget reading and understanding the budget cycle was limited, making of ordinance and by-laws, formation and functionality of the caucuses, understanding, responding and managing Gender Based Violence were noted as relevant to increase participation of the women leaders in council.

It is recommended that any other training to the women councilors should focus on the on the gaps identified. However, districts of Napak and Nakapiripirit should be given comprehensive trainings.

Other alternative approaches to balance the two new districts are to plan for joint activities. This will provide a platform of exposure to the women, experience and information sharing which will foster mentorship of the leaders.

3. Specific skills needed to increase participation and influence of women in Local Council

The leaders noted during the Baseline survey that there are specific skills gaps that continue to undermine the performance of women councilors including: use of new tools of communication to enhance their research and networking, lack of knowledge on caucuses and their objectives and outputs, monitoring and evaluation, gender budgeting and gender mainstreaming, gender analysis and making input in council from a gender perspective, making ordinances, how council business is conducted, Gender based Violence . The leaders stated that women councilors require refresher training on Rules of Procedure, roles and responsibilities of councilors, good governance and accountability, leadership and council procedures laws, resource Mobilization and sustaining social movement.

4. Level of knowledge and understanding of Government programmes and policies.

On a positive note, the leaders in some districts noted that they were familiar with laws such as the Local Government Act, Constitution, Children's Act, They directly participate in government programmes like UPE, USE PH care, Road Fund, District Livelihood Support Programme (DLSD) Local Government Service Delivery Programme (LGMSD), NAADS, Community Driven Demand (CDD) and Functional Adult Literacy (FAL).

In other districts, the women expressed knowledge on Government programs. However, they were less knowledgeable of government policies and laws. The level of knowledge on laws and government policies and programmes was limited to and mainly by the top district authorities like the Chief Administrative Officers (CAOs), Resident District Commissioner (RDC), Local Council V (LC5) chairperson, Gender officers.

The women councilors requested for basic council laws such as the Council Procedures, the Constitution, the Local Government Act and the Local Council Court Act to enable them understand their right in Council, understand Local Government operations and overcome the challenges of contributing in council with evidence in council.

5. Multiparty politics and women in Local Council

Political differences have greatly affected the participation of women in the council. According to one woman councilor from Nakapiripirit district local council, majority of women councilors came to council through NRM party ticket and make up the majority in council. Their views are therefore greatly considered unlike those from other parties. "For example, when a person from another party speaks, most times her views may not be written in the council minutes.

6. Balancing public and private life

The women noted that in most cases they are challenged with balancing public and private roles. That there are women councilors who are facing domestic violence and this has affected their performance in council due to their low attendance of Council meeting and voting on resolutions and motions. The women leaders said council meetings sometime take too long and the spouse of the women don't understand hence causing GBV and affecting active participation in council.

7. Existence of functional women caucuses

The districts of Abim, Amuria, Katakwi and Moroto have district women caucuses unlike Napak and Nakapiripirit district. The district women caucus in Katakwi is the strongest caucus in the Iteso and karamonja region. In April 2013, the women councilors in Katakwi district caucused and were elected to chair all council committees. The women have used their position in the committees to draft time table for all council meetings which was not the case before, they have influenced passing of by-laws in the villages and S/Counties for example on alcohol consumption in Katakwi Town council. They also ensure that detail monitoring report are produced and shared with the lined department. The women stated that before taking over committees, women were not attending council meetings, council meetings were not consistent yet the financial year was ending. By March 2013, only three meetings had been held. The law requires for 6 meetings to be held in a year. The women influenced

and streamlined the meetings. Currently the council performance has tremendously improved since women took leadership of the committees.

In Abim district, the caucus was formed but it is not functional because of disunity. However, caucuses at S/County level are more functional. They caucuses were formed at lower levels to strengthen linkage between the women at district level and sub/county level. The women councilors' realized that they needed S/C support of the lower councils to address the various gender challenges.

Through caucusing in Katakwi district, the women have moved motions in Council on issues such as compulsory feeding of children in schools, increased budget to 1.5m from 800,000 for ambulance fuel on maternal health case per quarter, drafted ordinance on post-harvest handling and food security, increased facilitation of 500,000 to doctors operating in hard to reach locations. These motions are being implemented by the district leadership.

In Abim district, the women leaders noted that the caucus has enabled the voices of the women to be heard especially on poor service delivery. E.g, Abim hospital where the health in-charge was very rude, unfriendly to the women, the women leaders caucused and sought for the transfer of the health in-charge. In Alerak S/C, the health unit was very dirty and unhygienic for the women. The caucus organized and cleaned the unit, brought out rubbish of about 3 boxes, photos were taken and the health in charge was very embarrassed. The health Centre is now clean and user friendly to the women.

The women leaders in Abim and Katakwi district attributed success of the caucuses to; holding meetings prior to every council meeting, re-arranged selection of committee members basing on knowledge and understanding of the issues of the committees, numerous training attended by UWONET, have male alliances, the women are not looking at party colors and united amidst difference in political ideology.

There were crossing cutting challenges mentioned by the women leaders that have persistently hindered the caucuses. These were high demands from the communities to pay sitting allowances, transport, drinks and food whenever the women call for meetings. Thus the women hold

few meetings in the community and less updated on issues that the caucuses can work on.

The women said the wider area and limited council facilitation for the women leaders have affected monitoring and dissemination of information to the communities. In Amuria district, 2 women councilors represent 3 Sub Counties and are given the same council facilitation like the male councilors representing one S/County. The facilitation for meeting are gender insensitive for example no consideration for baby sitters

The 'pull me down' syndrome which portrait that women are not capable of managing and working with each other. There is also the divide and rule by national leaders on the women in council is hindering unity and commitment of the women leaders.

Stakeholders/CSOs operating in the districts and their capacity to promote and advance issues of gender and women's right at the district level.

Composition of CSOs in the districts working on women's right issues

District	Number of CSOs working in the district	No of CSOs working on women's issues
Abim	16	3
Amuria	14	4
Katakwi	16	4
Napak	5	1
Nakapiripirit	6	1
Moroto	21	5
Total Percentage	76.9%	23.1%

It's important to note that few formal CSOs in the district are working on issues of women and gender equality. However, there are unregistered Community Based Organizations in the districts such as Mother Union, Prayer Groups, Clan Groups, Women's SACCO and farming groups. These groupings can be formalized to provide women with platforms to engage and participation in decision making.

The existing CSOs in some districts are engaged in Monitoring of services delivery, advocacy, and provision of legal aid, community sensitization and mediations. Capacity of the CSOs can be enhanced to understand gender and gender analysis so as to integrate gender in their existing work plan/programming

8. Coalition building and Networks in the districts

The districts have district networks and coalition that bring NGOs together. There are quarterly coordination meetings in the districts of Moroto and Katakwi. These meetings are used to share information between the CSOs and strategy on emerging challenges. However Networks in districts such as Abimand Nakapiripirit are still in infancy. Abim District NGO forum was formed in October 2013 but NGOs do not attend meetings called. The commitment to subscribe to ideology of the network is not appreciated by all members. Nakapiripirit district has also formed a coalition which is less than one year old. It was recommended that for the networks to mature and impact in the region, members need to understand the concept of network building and local mobilization. Leadership structure of the network should be streamlined to accommodate participation of all CSO in the district.

The district based CSOs members cited unfair competition—inability to compete for funds with NGOs at national level. The criteria and requirement for the successful proposal is limited to the local NGO. They recommended practical skill in technical proposal writing and understanding current issues such social accountability. Other recommendation was that the National NGO Forum through its mandate of coordination to advocate for basket funding of NGOs to ensure that both district based, national and international NGOs get funding under different categories.

9. Joint platform between women CSOs and Women councilors

There is limited network or common platform between the women councilors and women in CSOs. The women leaders work independent of each and this has affected information flow, collective advocacy. Its only women leaders from Katakwi and Abim district who participate in advocacy with CSOs.

The women stated poor mobilization and multiparty politics—as some of the reasons for the failure of coordination between women in political and civic leadership. Other reasons include the fact that women in CSOs

speak out the truth and this does not please the women in politics. Those women in politics are there to promote party interests while the CSOs are focused on service delivery. The difference in ideology of work has hindered collective participation between the women leaders. The women councilors said CSOs do not respect or even involve them in their work. They claim that they have already informed L.CIV

UWONET can facilitate joint training for women CSOs and women councilors on building coalitions to harmonize the misconception between the parties

Capacity of civic and political leaders in the district in enhancing gender equality

The capacity gaps of the district technical staff deferred from district to district. Some districts such as Moroto, Katakwi and Abim has had training on gender and gender mainstreaming. However, the districts of Napak, Nakapiripirit and Amuria district demonstrated limited understanding of gender and gender mainstreaming.

The RDC of Napak district stated that the main challenge of the district is understanding gender and gender responsive budgeting. That there are many gender needs in the communities but the district returns money every financial year to the Ministry of finance.

He informed UWONET that there are high incidences of land grabbing. Most affected are the widows and orphans who do not understand their land right. The community is also have limited understanding of the law of inheritance

He also requested that the district technical staff be trained on gender, gender analysis and gender responsive budgeting. Other skills required are monitoring and Evaluation, budgeting and planning, prevention and response to Gender Based Violence. The civic leaders from other districts requested to be trained on social accountability, policy formulation and Government programmes.

The Representative of the CAO in Abim district noted that the project is relevant to the region but cautioned UWONET that the activity on candidate identification should be handled with care as it may disorganize those at district and the current councilors.

Lessons Learnt and Best Practices

- i. Regional trainings; this will provided the women leaders with opportunities for cross learning, networking, experience sharing, awareness creation and establishing good and bad practices.
- ii. Importance of building alliances with male councilors; this lesson underscores the importance of networking, lobbying, confidence and self-esteem. Without these skills it is difficult to get support for one's motions in addition to being effective.
- iii. Importance of formal education in enhancing women councilors' leadership capacities; during the consultations it was noted that the women councillors who had a minimum of Ordinary level education were articulate and were chosen as leaders of their caucuses. This observation was echoed by the district Speakers of Moroto.
- iv. "The level of education for majority of the women councilors is a challenge– this affects their interpretation of legislations and discussion of legal provisions in council sessions"
- v. If not well managed, caucuses can inhibit the growth of less competent women councilors. The tendency within the caucus could be to continually rely on a caucus leader or specific caucus members to raise motions within council.

Recommendation: To avoid such a situation UWONET should advise caucuses to present motions on a rotational basis. In so doing, every caucus member gets an opportunity to present a motion and those that are weak can learn from their eloquent colleagues. Other caucus members can take on a peer review role to their colleagues and point out strengths and weaknesses of their colleague after a council session.

The informal/ unregistered women groups can be formalized to provide women leaders with platforms to engage and participation in decision making.

UWONET can strengthen capacity of the district CSOs and district NGO networks that are already engage in service delivery, monitoring of Government programmes and advocacy to incorporate gender and women's right into their work plan.

SECTION THREE: RECOMMENDATIONS

- The following are the recommendations that can be used by UWONET to enhance participation and influence of women leaders in local council
- UWONET should consider other capacity building approaches such as partnership development, exchange visits and using members of parliament as resource persons. Local NGOs can provide information to councilors, provide additional support to skills development and respond to emerging challenges within their means.
- Exchange visits to districts that are performing well can be undertaken. The visits would be undertaken with the objective of identifying good practices which can be used to improve the leadership capacities of the councilors. The councilors should be supported to develop strategies on how the information collected from the exposure visits will be used. Monitoring councilors' use of skills from the exchange visits would be taken on by the partner CSOs.
- Current and former MPs in the project districts can act as resource to the women councilors through experience sharing on challenges women in leadership face and how they have been overcome. The experience sharing can adopt a focus group discussion approach to allow for free flow of ideas.
- Follow up activities such as refresher courses, monitoring should be undertaken after training and after 4 or 5 council sessions which is sufficient time to identify persisting capacity gaps. In order to make tailor made activities it will be necessary to assign either the Speaker or one of the technical district personnel such as the gender officer to monitor the councilors' participation using a tool which is informed by the topics covered in the training program. For example, where training was undertaken on council procedures, the tool should give guidance on specific council procedures to be monitored and identify strengths, weaknesses and suggest areas for further training.

SECTION FOUR: CONCLUSIONS

This is the concluding section of the report which contains the overarching recommendations as well.

The project has the potential to enhance the leadership capacities of women leaders. However, the consultations have shown that mere presence of women in local governance on its own is insufficient to transform local governance structures. Additional supportive measures such as availability of resources to fund interventions to realise women's human rights and a supportive working environment, are needed to make local governance structures gender responsive. Women leaders need to become conversant with the district budget making process and programmes. Partnership with the MoLG should be explored for purposes of sustaining interventions to strengthen capacities of councillors.

ANNEXURES

Annex I: List of Documents Reviewed

WDG position paper on gender issues for electoral reforms

Training Manual for Women Councilors by UWONET

Democracy and the Challenge of Change: A Guide to Increasing Women's Political Participation, National Democratic Institute for International Affairs, http://www.ndi.org/files/Democracy_and_the_Challenge_of_Change.pdf

Opportunities and Challenges of Women's Political Participation in India: A synthesis of findings from selected districts in India, International Center for Research on Women and UN Women, 2012

Annex II: Baseline tool

BASELINE TOOL FOR ASSESSING WOMEN'S CIVIC AND POLITICAL PARTICIPATION IN THE DISTRICTS OF ABIM, AMURIA, KATAKWI, NAPAK, NAKAPIRIPIT AND MOROTO

Uganda Women's Network (UWONET) with support from Dan Church Aid (DCA) is implementing a 4 years programme entitled; Strengthening Women's Civic and Political Participation and Engagement for Democracy and Gender Equality in Teso and Karamoja sub regions. The programme sets out to strengthen and exploit the potential of institutions and others stakeholders involved in strengthening women's active participation in leadership and decision making. The need to address socio-cultural and political factors which hamper effective participation of women in public decision making, electoral and democratic processes for national development is a core goal of this action.

Basing on the above information, UWONET is conducting a baseline data collection which will inform interventions under the programme. As a key stakeholder in the district, UWONET is seeking your assistance to provide information regarding women's civic and political participation in the district.

The information collected will be analysed and shared with you/ the district in the course of the programme implementation.

DATE:

DISTRICT:

RESPONSIBILITY IN THE DISTRICT I.E. COUNCILOR/CSO:

Guiding questions

Objective1: To increase representation and influence of women in leadership and decision making processes.

Output: Knowledge and skills of women leaders to effectively participate in councils and other decision making spaces enhanced.

What is the composition of women in the district council?

.....
How many women hold positions in the district council Executive? Please mention the positions held by women

.....
How many women have moved a motion in the current council and what was the focus?

.....
How many motions moved and resolutions passed so far in the current council focusing on advancing gender equality?

.....
What are some of the challenges women in council are experiencing while executing their roles and obligations as leaders? (probe for challenges in knowledge, information and skills if not well elaborated)

.....
Have the district women councillors been trained before? By who and when and how long were the trainings?

.....
What topics were covered in the trainings?

.....
How have the previous trainings supported women to executive their leadership roles and obligations better?

If there is going to be any other initiative to enhance women's capacities for effective leadership, where should the focus be and why?

.....
Is there a caucus for women councillors in the district?

.....
rs that prompted formation of this caucus?

.....
What is the agenda/goal/plan of this caucus?

.....
What are some the achievements women councillors have registered in executing their leader roles and are attributable to the caucus?

.....
What are some of the challenges facing the caucus? (both internal and external)

.....
good strategy that can assist women councillors to execute their leader roles better and why?

.....
Output: Increased number of women standing for elective positions

In the previous elections, how many women candidates in the district contested for the various political elective positions at Sub County, District and Constituency?

.....
In the previous elections, how many women in the district, contested for the various political elective positions at Sub County, District and constituency during the different political party primaries?

.....
What are some of the factors generally influencing women's participation in politics?

What are the existing opportunities for actors to engage on some of the negative factors that impede women's participation in politics and how?

.....
Output: Active women CSOs advocating and engaging decision making processes and structures for gender responsiveness.

How many CSOs in your district are working on women's right and gender equality issues

.....
What are some of the specific actions that the CSOs are undertaking to advance women's rights and gender equality in the districts? (Probe for policy advocacy and engagement initiatives if not mentioned?)

.....
What are some of the key achievements CSOs have registered in the district in the recent past in influencing decision making at lower and district local government level for the advancement of gender equality and women's rights?

.....
What are some of the major challenges CSOs in the district are facing in influencing decision making (policy advocacy) for the advancement of gender equality and women's rights

.....
What are some the trainings that have been conducted for CSOs to enhance their decision making (advocacy) initiatives (probe for gender trainings?)

.....
What are some of the improvements in CSOs engagement/advocacy particularly in the area of gender equality that are attributed to those previous trainings?

.....
If there is to be any other capacity building initiative for CSOs where should the focus be and why?

.....

Is there any joint platform (formal or informal) in the district for joint action between CSOs and women councilors?

What have been some of the achievements on addressing gender and women's right issues in the district as a result of joint action between women councilors and CSOs

What challenges do women councilors and CSOs encountered in their joint advocacy?

What can be done to ensure councilors and CSOs in the district work more closely to influence service delivery?

Objective 2: To strengthen capacity of civic and political duty bearers for gender responsiveness in decision making processes and structures

2.1. Output: knowledge and skills of political and civic duty bearers' enhanced for gender responsiveness.

What is your understanding of gender?

Have you ever received any training on gender? If yes by who, when, for how long?

What were the specific areas of focus in this training?

What are some of the changes you have effected in your work as a result of this training

If there is going to be any training on gender, what should be the specific areas of focus and why?

With support from



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