



Gender Transformation & Empowerment



A HANDBOOK FOR WOMEN COUNCILORS

Enhancing the leadership roles of women local councilors

WOMEN'S DEMOCRACY NETWORK
Empowering Women to Lead
Uganda Chapter



Acfode

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Foreword

Local government is important to the development of communities and for the maintenance and delivery of services in Uganda.

It is the duty of Government complemented by various actors including Civil Society Organizations (CSOs) to ensure that local councillors have the relevant skills and knowledge to effectively perform their roles and responsibilities.

With over 75% turn-over of district councillors in 2011 and with evolving regulations to improve governance and service delivery at community level. Councilors should receive orientation on a regular basis to ensure that they are updated with the required knowledge and skills in order to be effective in performing their roles and responsibilities.

This handbook is written for the Women's Democracy Group (WDG) as it embarks on skill development for women councillors. It contains topics which are pertinent to enhancing the performance of women councillors.

WDG encourages women councillors to use this handbook as a resource tool to assist them in providing effective representation in local government.

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Acronyms/Abbreviations

ACFODE:	Action for Development
CEDAW:	Convention on Elimination of all Forms of Discrimination against Women
CEWIGO:	Center for Women in Governance
CDOs:	Community Development Officers
CSOs:	Civil Society Organizations
DGF:	Democracy Governance Fund
ECOSOC:	Economic and Social Council
FORODE:	Forum for Women in Democracy
GDD:	Gender Disaggregated Data
LCs:	Local Councils
NAADs:	National Agricultural Advisory Services
PWDs:	People with Disabilities
SMS:	Short Message Service
UWONET:	Uganda Women's Network
WDG:	Women's Democracy Group
WDN-UGANDA CHAPTER:	Women's Democracy Network–Uganda Chapter
UDHR:	Universal Declaration of Human Rights
UNDP:	United Nations Development Programme
UWOPA:	Uganda Women's Parliamentary Association

Introduction

Local Councillors are from diverse backgrounds and bring different and valuable skills to the role. Despite this, very few new councillors have extensive knowledge of the system of local government, how a council works or the full range of their roles and responsibilities.

Regardless of this, councillors are expected to make important decisions on behalf of their communities and take responsibility for those decisions. Those decisions often involve significant use of public resources, assets including natural resources.

Some councillors may need skills development in areas that are unfamiliar to them. These may include skills in understanding council meeting procedures, the rules of debate or interpreting financial statements, to name just a few.

A number of councillors may have specific needs or require assistance. For example, for women councillors whose electorate is not clearly defined, but who are expected to represent women may require skills in ensuring that the issues that affect women and men are analyzed to guarantee plans, budgets and programs that are sensitive to the needs of men and women.

Apart from the skills and knowledge needs of new councillors, experienced councillors sometimes find it challenging to keep abreast with changes to the legislative and policy context of local government as well as changes to a council's policies and procedures.

No matter what the individual circumstances of the councillors on a council is, their role is an important one and their responsibilities are wide-ranging. They therefore require assistance from both government and CSO actors to enhance their roles by providing the necessary skills and knowledge for this purpose.

This Handbook seeks to help women councillors to ensure that they have every opportunity to clearly understand their roles and responsibilities and to develop the skills and knowledge to perform their job well and in the best interests of the community they represent.

The Handbook provides information for councils to assist with the development and implementation of councillor induction and continuing professional development programs.

About the Guide

The Guide is divided into three parts.

Part 1 provides the International, Regional and National legal framework that supports women's participation in politics.

Part 2 provides the Roles and Responsibilities of District Women Councillors.

Part 3 provides specific skills and knowledge for councillors on various topics that are useful to enhance their performance.

It is acknowledged that councils have councillor induction programs in place and a number have continuing professional development programs. It is also recognised that local needs and circumstances vary as do the skills and needs of individual councillors.

This handbook is designed to be used flexibly by councils. It includes:

- ◆ Legal environment which supports women's participation in leadership;
- ◆ Roles & responsibilities of district women councilors; and
- ◆ Skills and knowledge required by women councilors to enable them perform their roles and responsibilities effectively including: Communication skills; Understanding gender and gender dynamics; gender budgeting, gender accountability, gender analysis, gender mainstreaming and gender equality; Advocacy; Making Ordinances, Moving Motions, Point of Order, Point of Information; Chairing committee meetings; Monitoring and Evaluation and Women Caucuses.

PART I:

INTERNATIONAL, REGIONAL AND NATIONAL LEGAL FRAMEWORK THAT SUPPORTS WOMEN'S PARTICIPATION IN POLITICS

1.1. International Legal Framework

1.1.1. Universal Declaration of Human Rights

In 1948, the United Nations adopted the Universal Declaration of Human Rights (UDHR). The UDHR in Article 21 provides in part for the right of everyone to take part in the government of his/her country either directly or through freely chosen representatives. As a part of the international community, Uganda has adopted national laws that enable both men and women to be elected as representatives of the people and for citizens to vote for their leaders.

1.1.2. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 1979

In 1985, Uganda adopted the CEDAW. When a country signs and agrees to abide by an International Law, it is required to develop national laws to implement its provisions and to report on its progress with regard to implementation of the law.

The CEDAW in Article 7 calls upon States parties “to take all appropriate measures to eliminate discrimination against women in the political and public life of the country”.

At its sixteenth session (1997), the Committee on the Elimination of Discrimination against Women adopted general recommendation 23 regarding the participation of women in political and public life. It emphasized that States parties should ensure that their constitutions and legislation complied with the principles of the Convention and that they were under obligation to take all necessary measures, including temporary special measures, to achieve the equal representation of women in political and public life.

Uganda through the Constitution of Uganda and electoral laws has a defined legal framework to enhance the equal participation of men and women in political life.

1.1.3. Beijing Platform for Action, 1995

The Fourth World Conference on Women, held in Beijing in 1995, drew attention to the persisting inequality between men and women in decision-making. The Beijing Platform for Action reaffirmed that women's persistent exclusion from formal politics, in particular, raises a number of specific questions regarding the achievement of effective democratic transformations, in practice. It undermines the concept of democracy, which, by its nature, assumes that the right to vote and to be elected should be equally applied to all citizens, both women and men. The absence of women from political decision-making has a negative impact on the entire process of democratization.

The Beijing Platform for Action emphasized that "women's equal participation in decision making is not only a demand for justice or democracy, but can also be seen as a necessary condition for women's interests to be taken into account. Without the perspective of women at all levels of decision-making, the goals of equality, development and peace cannot be achieved." (Para 181)

The Beijing Platform for Action defined two strategic objectives in its critical area of concern on women in power and decision-making:

- ◆ To ensure women's equal access to and full participation in power structures and decision making
- ◆ To increase women's capacity to participate in decision-making and leadership

Uganda is a state party to the international conventions on women's rights and is expected to abide by the provisions of the laws its party to. It is also expected to report on progress being made with regard to the participation of men and women in decision making. CSOs like WDG member organizations assist government in realizing the legal provisions on women's participation in politics by monitoring the progress government is making with regard to promoting equality for men and women in decision making and by conducting capacity building for women councillors in order to enhance their roles and participation in decision making.

1.2. Regional Instruments on women's participation in politics

1.2.1. Optional protocol to the African Charter on Human and Peoples' Rights

Article 9 of the Optional Protocol to the African Charter on Human and Peoples' Rights urges parties to the protocol to take specific positive action such as enacting laws that clearly provide for and encourage the participation of women in the political life of their countries on equal footing with men. The Protocol urges individual countries like Uganda which has signed it to put in place/adopt national laws to ensure that in the selection of Mayors, District Councillors, Ministers, Commissioners, Executive appointees, Parliamentarians or President of the Republic, that women are represented equally with men for each of these elections.

Uganda has adopted legislation and made policies as seen in Section 1.1.3. to enhance women's participation in political and public life.

1.3. National laws on women's participation in politics in Uganda

Uganda's efforts to enable women to participate in public life are based on Article 38 of the Constitution of Uganda that provides the right to every Ugandan citizen to participate in the affairs of government, individually or through his or her representative. Every Ugandan also has the right to participate in peaceful activities to influence the policies of government through civic organizations. Article 33(4) specifically guarantees this right and provides that women shall have the right to equal treatment with men and equal opportunities in political, economic and social activities.

The Constitution also enshrines affirmative action for women and all other groups of persons that have been marginalized through historical processes in Article 32(1) for the purpose of redressing imbalances, which exist against them. To increase the participation of women in the political affairs of the state at local council level, Article 180 (2) (b) of the Constitution of Uganda states that one third of the membership of each local government council shall be reserved for women.

Some political parties have adopted quotas in their Constitutions to enhance women's participation in politics.

1.4. Why more women in politics: Rationale, numbers, and beyond numbers

- ◆ **Rationale/Reasons**—Both practitioners and scholars agree that it is of utmost importance to have equal numbers of women and men in political office because of the following reasons:
- ◆ **The justice argument**—women account for approximately half the population of their countries and therefore have the right to be represented as such.
- ◆ **The experience argument** – women's experiences are different from men's and need to be represented in discussions that result in policy-making and implementation. These different experiences mean that women 'do politics' differently from men.
- ◆ **The interest argument**—the interests of men and women are different and even conflicting and therefore women are needed in representative institutions to articulate the interests of women.
- ◆ **The critical mass argument**—women are able to achieve solidarity of purpose to represent women's interests when they achieve certain levels of representation.
- ◆ **The symbolic argument**— women are attracted to political life if they have role models in the arena.
- ◆ **The democracy argument**—the equal representation of women and men enhances democratization of governance in both transitional and consolidated democracies.

PART 2:

ROLES AND RESPONSIBILITIES OF DISTRICT WOMEN COUNCILLORS

Adapted from WDN-Uganda Chapter Manual for training women councillors (2011); Local Government Act, Constitution of the Republic of Uganda and WDG report from pre-visits to 50 districts of Uganda (2013)

2.1. Why is local government important?

Local government is a key institution responsible for serving and representing the interests of the electorate. Section 9 of the Local Governments Act, CAP 243 makes local council as the highest political authority within the area of jurisdiction of a Local Government. Council has legislative and executive powers exercised in accordance with the Constitution and Local Governments Act, CAP 243. Only Ugandan citizens qualify to be members of Local Government Councils.

According to Article 180 (2) (b) of the Constitution of Uganda, one third of the membership of each local government council shall be reserved for women. **This provision does not stop women from contesting for directly elected seats in council.**

2.2. Roles and Responsibilities of Women Councillors

Part II of the Local Government Act provides for the roles and responsibilities of district local councillors. Despite the general roles that councillors play as enumerated in the paragraphs below, women councillors by nature of their sex are expected to make a substantive difference in the lives of women as they play their roles and functions. In order to be effective they must acquire skills and knowledge on how to mainstream gender and promote gender equality in local government planning, budgeting, analysis and related processes that impact development. **Part 3 of the handbook provides detailed guidance on this.**

The roles of women councillors are dependent on a number of factors including the committee on which they serve. For instance a woman councillor may belong to the executive committee. Her roles will include:

- ◆ Participate in initiating and formulating policies for approval of the Council;
- ◆ Participate in overseeing the implementation of the Government and Council's policies and monitor and co-ordinate activities of non-governmental organizations in a District;
- ◆ Participate in monitoring the implementation of Council programmes and take remedial action where necessary;
- ◆ Recommend to Council any persons to be appointed members of District Service Commission, Local Government Public Accounts Committee, and District Land Board or any Boards, Commissions or Committees that may be created;
- ◆ Receive and solve problems or disputes forwarded by lower Local Government Councils;
- ◆ At the end of each year, consider and evaluate the performance of the Council against approved work plans and programmes.
- ◆ Carry out any other duty as may be authorized by Council or any law.

Section 22 of the Local Government Act provides for Standing Committees (Working Committees) of council. Standing committees are established under the Local Government Act and enable Council to perform its roles and functions. Standing Committees are assigned different functions and responsibilities in specific sectors e.g. Health and Education, Finance and Planning, Administrative Services, Production and Works among others. A woman councillor may belong to a standing (working) committee of council. Her roles will include:

- ◆ Monitoring and evaluating performance of sectors under their functional responsibilities;
- ◆ Receiving budgets of department under their responsibility and recommending for their integration into council budgets;
- ◆ Scrutinize monthly expenditure returns, quarterly reports so as to recommend appropriate action by Council;
- ◆ Review bills for bye-laws presented to the council and make appropriate recommendations to council;

- ◆ Review members' motions and make appropriate recommendations to council; and
- ◆ Receiving budgets of department under their responsibility and recommending for their integration into council budgets.

Each individual councillor also has roles that she must play while in council. These include:

- ◆ Maintaining close contact with the electoral area and consulting the people on issues to be discussed in council.
- ◆ Presenting people's views, opinions and proposals to the Council. Councillors do not only present their own opinions but also what the electorate is saying.
- ◆ Attending Council sessions and Committee meetings.
- ◆ Meeting the people in the electoral area regularly.

Despite the clearly enumerated roles of elected councillors in the Local Government Act, women councillors face unique challenges as enumerated by political and administrative leaders with whom WDG conducted face to face interviews in the 50 districts of Uganda in 2012–13. The challenges include:

- ◆ Inferiority complex and lack of confidence, low self-esteem, low funding for constituency servicing and high expectations of the electorate with regard to meeting private citizen challenges like school fees. This challenge scored 100% following analysis of reports from pre-visits conducted by WDG in 50 districts of Uganda.
- ◆ The women councillors also lack skills in lobbying and advocacy which scored at **94%**;
- ◆ The low literacy levels, failure to speak English the language used in councils and its effects on women councillors as they perform their roles as enshrined in the Constitution and Local Government Act of Uganda and limited knowledge of the rules of procedure of council scored **89%**.
- ◆ Lack of skills in planning and budgeting and lack of knowledge on government policies was rated at **79%**.
- ◆ Lack of knowledge on their roles and responsibilities scored **74%**.

Other skills needs identified by district administrative and political leaders and selected women councillors included: public speaking, lack of skills in gender mainstreaming and gender budgeting, lack of knowledge on

PART 3:

SKILLS AND KNOWLEDGE REQUIRED BY WOMEN COUNCILLORS TO PERFORM THEIR ROLES AND RESPONSIBILITIES EFFECTIVELY

making ordinances, lack of access to research and new tools of information to enhance their contribution to decision making, poor communication and debating skills, lack of knowledge of the rules of procedure of council among others.

3.1. Communication

Effective communication is a cornerstone for a successful democracy. It develops partnerships, informs planning, budgeting and policy development and ultimately improves service delivery.

The community (citizens) expect that the local government will keep them informed about programs, services, their rights and obligations, benefits, challenges in service delivery and decisions the local government is making on their behalf on a regular basis.

The community also expects government to listen: to find out their views, priorities, needs and expectations. It expects communication that is understandable and takes into account the needs of the diverse population.

In order for councillors to be effective in external communication with the citizens and other stakeholders, their internal communication must be effective. Internal communication can be enhanced by the local council developing a communication plan. The local government communication plan will form the basis for which they communicate and highlight the roles of the councillors and administrative local government staff in effecting the plan. The local government must be clear on what its desired outcomes are for improving internal communication.

Objectives of communication

Objectives for communication are important in developing a communication plan. Objectives also play a key role in monitoring and evaluation.

As a councilor, you must ask yourself why you are communicating. Is it:

- ◆ To raise awareness of a planned or pending issue/initiative/change
- ◆ To change attitudes and behaviour
- ◆ To maximize compliance e.g. of a new law
- ◆ To encourage use of or familiarity with government products or services
- ◆ To gain the support or buy in of stakeholders
- ◆ To boost morale
- ◆ To encourage social cohesion/community spirit, tolerance or to help a widely supported public policy
- ◆ To provide a mechanism for seeking and acting on feedback

Target audience

You must define who you want to reach with your message. You can define your target audience by assessing who will be affected by the issue/initiative/change.

Research

As a minimum conduct some desk research about the issue on which you intend to communicate and consult with key players.

Key messages

After doing some research you must determine the key messages that you want stakeholders to understand and act upon.

To develop your key messages think about whether you want to:

- ◆ Educate audiences—make them aware of an event or law change.
- ◆ Motivate audiences-encourage them to participate or provide feedback.
- ◆ Inform and reassure audiences-tell them about action that is being taken.

Examples of messages councilors may want to communicate

- ◆ Ensure that you wash your hands after using latrine, eat only hot food and keep all food covered to avoid cholera.
- ◆ NAADs funds are now available for women and youth groups. Go to your sub-county headquarters for more details.

The messages you plan to use must be consistent and used throughout the campaign. In our example, the message should be focused on reducing the spread of cholera and eradicating it from your sub-county.

The message should be framed from the perspective of the receiver NOT the sender. It should be brief, in simple language spoken and understood in the target area and relevant to your aim.

Communication strategy

This is what you are going to do to get your message across. What actions are you going to take? Who will do what in ensuring that the messages reach your target audience?

Communication methods

How are you going to get your message across to the target audience? Communication methods may include:

- ◆ **Media releases.** This is easy but not always effective. It's better to have a face to face interview with the media outlets through which you want your message communicated to the target audience.
- ◆ **Internet sites:** Consider the usage of internet in your area and use it according to information in this regard. It is an effective method because it's cost effective, reaches a wide audience particularly where coverage is high and can be used to engage the target audience in a discussion on the message.
- ◆ Pamphlets/brochures/fact sheets
- ◆ DVDs in areas where you plan to show a film/documentary to relay your message
- ◆ **Radio:** Effective for disseminating information fast particularly in rural areas where it's major tool of communication.
- ◆ **Community meetings:** Is a good way to ensure two way communications.
- ◆ **Focus group discussions:** useful for research and two way communication.
- ◆ **Email:** effective for relaying information but fair for enhancing communication.
- ◆ **Mailing lists:** In addition to your own mailing list, other partner stakeholders may have mailing lists that will enable your message to reach the target audience. Use this effectively.

- ◆ **Direct mail:** Letters to affected publics
- ◆ **Through opinion leaders:** use of opinion leaders is a good method for communication because it adds credibility to the message
- ◆ **Events:** Good for major announcements
- ◆ **Billboards:** Good for public advertisements
- ◆ **Public notices:** Effective in public places where a discussion of the message can ensue.
- ◆ **Special needs:** Always consider people with special needs in your community when communicating. You could use drama, interpreters for the deaf to ensure that they also receive the information and act on it.
- ◆ **Budget:** What is the cost of each action? This will determine the methods you use.
- ◆ **Monitoring and Evaluation:** Is critical for any communication campaign as it seeks to determine whether the strategies worked. Evaluation is also important for any government campaign because the funds used must be accounted for. Monitoring and Evaluation also enables the local council to improve and refine areas where performance was low.

3.1.1. Using new tools of communication to enhance leadership in local councils

- ◆ **Website:** Every local government must have a website which it regularly updates. Local government websites are key sources of information to the public on government plans, budgets, programs/services among others.
- ◆ **Social media:** Refers to a wide range of tools that enable people and organizations to communicate using the internet based technologies. It includes: email and instant messaging, face book, twitter and blogs among others. Social media enables two way communication enabling people and organizations to share information, pictures, audio or video in a snap shot. For communication to be effective social media must be integrated alongside traditional media like radio and community gatherings among others to increase outreach of information and feedback.

Why is social media important for local councillors?

- ◆ Social media allows local councillors to respond to issues from citizens in a fast and cheap manner.
- ◆ It can be used as a source of information to inform decision making. For instance if council is debating a matter and has not yet reached

a decision, views of citizens on the matter can be sought to inform decision making through social media.

- ◆ It enables them to communicate the decisions of council to the electorate
- ◆ It can be used to share information on arising issues...for instance if there is an outbreak of an epidemic like cholera, social media can be one of the tools used to inform the public about the outbreak and what they should do to prevent it. In places where there is no local newspaper, it can be an effective tool for local councils to communicate to citizens.
- ◆ Through social media messages can be sent to many citizens at one ago and feedback received instantly.
- ◆ It can be used to promote an event or activity in which the councillor seeks community participation.
- ◆ It enables instant communication at anytime from anywhere. You do not have to meet at a specific location for communication to take place.
- ◆ Social media allows council to publish its own message without relying on traditional media to edit and at times mis-represent the issues contained in the message.
- ◆ It can be used to direct citizens to source of information. For instance they can be directed to contact the NAADs coordinator of a sub-county for detailed information about NAADs resources and programs for a particular financial year.
- ◆ Citizens can use social media to inform councillors of specific problems, breakdown of a service or poor implementation of a service.

Councillors should keep in mind the following when using social media and SMS chat;

- ◆ Do not post erroneous information because once a message is sent it cannot be retrieved;
- ◆ Citizens expect you to respond immediately to their issues since social media can be used anywhere and at anytime. Doing so builds trust with citizens;
- ◆ Adopt a conversational and friendly tone when using social media. It will enable you to develop a good relationship with citizens on social media;
- ◆ Social media is particularly effective in reaching out to young people because they are the majority on it.

- ◆ Social media must be integrated with other forms of communication like community meetings and radio among others because not everybody has access to it.
- ◆ Use a platform for the purpose it was intended so as to maintain focus on the issues it addresses.
- ◆ Invite only relevant individuals to join a platform. If you are in an SMS chat group for councillors it might not be prudent to invite non councillors to the group.

3.1.2. Types of social media

Face book

What is Face book?

Facebook is a social utility that connects people with friends and others who work, study and live around them. The website was launched in February 2004, operated and privately owned. By January 2011, Facebook had more than 600 million active users. January 2009 Compete.com study ranked Facebook as the most used social network service worldwide.

Who can use Face book?

Any one above 18 years of age is free to join Facebook. Joining face book simply needs you to have an email address and yourself created password/pin word.

What can a woman councilor do with Face book?

Facebook is mainly a social networking/interaction site that enables one to;

- ◆ Meet with all kinds of people; friends, old schoolmates, professional associates, companies, businesses;
- ◆ Exchange information, photos and updates with the above categories of people;
- ◆ Join a debate on an issue;
- ◆ Ask for opinions and ideas about an issue. For instance if the council is going to discuss the budget and you want to find out what should be included as a priority in a district budget, you can post a question on your face book page and seek for ideas from the people who are on your face book page. They can give you ideas which you can then use to inform yourself and for debate on council;

- ◆ You can also use face book to link with organizations to which you subscribe. For instance WDN has a face book page. It is professional and can be used to seek for ideas on leadership and other related issues that make you effective.



How to join Face book:

Email

Practical guide on how to open an email address attached as Annex A to the handbook

Always develop etiquette when using email. Common things to do:

- ◆ Acknowledge receipt of an email by sending confirmation to the sender
- ◆ Respond to issues raised in the email systematically beginning from the first issue raised by the sender to the last;
- ◆ Ensure that your grammar is good;
- ◆ Remember that emails are saved and can be retrieved to substantiate future claims or facts.

How can one open an email address

- ◆ There are a number of free engines on which you can open your email address including: Yahoo, Hotmail, Gmail, Ymail, among others.
- ◆ All you need to open an email address is an internet connection. This can be done at an internet café in your trading centre. If you have access to a computer with internet in your office or home you can also use it to open an email address.
- ◆ You open one of the above search engines, and “Sign Up”.

- ◆ You will be asked for your details including: date of birth, first and last names, country, etc. It is easier to open an address with your name(s) as this will be easy for you to remember.
- ◆ An email address will have a secret word/number or both word and number that is known to only you. This helps you to keep your information private.

What can you do with an email address?

- ◆ One can write an email/ “letter” and communicate to persons of your choice;
- ◆ You can send pictures to persons of your choice;
- ◆ You receive information from anyone who knows your email address; and
- ◆ Request for information from anyone.

3.1.3. SMS chat

One of the new tools, cheap and effective methods for communication is the use of SMS. Anyone with a mobile phone can use SMS texting to communicate. As a woman leader you will belong to different groups and will need to communicate with them from time to time. SMS chat is an effective way of communicating within a group. It can be used to send information on any activity or to send a message to a group. For it to be effective one needs to be part of a chat group. A demonstration on how to join a chat group and to use SMS to communicate is shown below. For instance you can identify groups in your electorate who regularly meet on various issues like SACCOS, church groups, farmers groups, youth groups and women’s groups. Get the telephone numbers of their leaders and five other members in the group. Once you have an issue that you want the community to know about like an upcoming NAADs remission of funds to interest groups in your electorate, you can send out a group message to the identified interest groups stating in clear terms the issue. You could refer them to the sub-county headquarters for more information on the subject. Through the SMS you would have communicated exactly what you want them to do.

- ◆ SMS will ease your communication with the electorate by using the groups as conduits for information sharing. You can also use the SMS CHAT to collect information or organize a community activity like clearing wells or access road maintenance. SMS CHAT is a cheap method that enables you to reach many people at a minimal cost. The

important first step is to identify interest groups in your community who regularly have audience with the community, get their telephone numbers and include them on your SMS CHAT.

- ◆ During elections, SMS is an easy way of selling your agenda, reminding voters to vote for you, gathering their concerns among others.
- ◆ WDG is providing the councilors with the SMS chat function. Once a group is created, different members who subscribe to the group can receive messages sent out and also send out messages.

There are two chat groups;

- ◆ Local WDG chat group; which can be created at the district level. For instance one can have a WDGA (A for Arua)
- ◆ National WDG chatgroup; WDG

Instructions on how to use the group chat facility (using Arua as an example)

Task	Message Format(s)	Example
To join a group that has been created	JOIN [Groupname]	JOIN WDGA
To Post a message on a group	POST [Groupname] [Message]	POST WDGA Please be informed that information on NAADS applications is going to be out tomorrow at the council offices
To invite someone to the group	INVITE [Contact(s)] [GROUPNAME]	INVITE 0714256372,0712920498 WDGA
To retrieve all prior messages to the group	LIST MESSAGES [Groupname]	LIST MESSAGES WDGA
To read a particular message after retrieving messages	READ [MESSAGEID] [GROUPNAME]	READ 1 WDGA
To stop getting messages from a group	STOP [Groupname]	STOP WDGA

Task	Message Format(s)	Example
To count members in a group	COUNT [GROUPNAME]	COUNT WDGA
To be notified of activities occurring in the group you created or joined. E.g. when someone joins the group.	NOTIFY [GROUPNAME]	NOTIFY WDGA
To stop receiving notifications about the group	OFF [GROUPNAME]	OFF WDGA

After typing the message you send it to the short code 6040 e.g

To join the WDG Arua group, you would type; JOIN WDGA and send to 6040. In order for councillors to make effective use of the SMS and to ensure that the system does not clog but remains efficient, it will be necessary for them to identify influential women groups leaders and members, youth group leaders and members, religious leaders, media and opinion leaders whose mobile telephone numbers they can add to the group. That way whenever they want information or would like to send information that they know will reach various sections of the public, they can use the SMS chat to communicate. The responsibility for identifying influential groups or persons in your community will lie with you. Once you are part of the SMS chat, one message to the entire group is calculated as one cost. That means if SMS costs 50/=, even if you send a message to 100 people, it will cost you only 50/= because of the short code whose costs are paid for by WDG.

3.2. Public Speaking

Adapted from FOWODE's Guide to Winning Political Elections (2010) and UNDP's Handbook for Women Candidates (2010)

Excellent speech skills are essential for every politician. Speech is a councillor's most important tool to convince the electorate, colleagues and journalists.

According to the Webster dictionary 'Public speaking is the art of effective oral communication with an audience.'

3.2.1. Why is it important for a woman councillor to develop the art of communicating within the council and with her electorate?

- ◆ It leads to the development of personal confidence that promotes self-esteem;
- ◆ Politicians are supposed to be the voices for their electorate. An effective public speaker finds it easier to present the issues affecting her people in an organized manner; and
- ◆ Through public speaking a woman councilor contributes ideas which can promote the welfare of her electorate and society as a whole.

In order to become an effective public speaker, one must learn how to do *research, investigate issues, organize your materials, and present the materials effectively* to the audience in a manner that will either get them to act on the issues presented.

3.2.2. What does one need to do to be an effective public speaker?

- ◆ Be prepared and do research on the topic you intend to speak about.
- ◆ When communicating stay focused on your topic.
- ◆ Keep the message clear, simple and short and communicate it passionately.
- ◆ Use humour and share personal stories and examples.
- ◆ When standing ensure that you stand upright and make sure you are audible.
- ◆ Make eye contact with the audience.
- ◆ Be relaxed and confident.
- ◆ Be vivid when delivering the message.
- ◆ Be natural.
- ◆ Speak slowly and clearly.
- ◆ Repeat the message you want to get across repeatedly until the target audience identifies it from various messages that they receive everyday.

Being prepared: Guidelines for Thinking Ahead:

- ◆ Ask yourself: **Who? What? How? When? Where? Why?**
- ◆ **Who** are you speaking to? What are their interests, presuppositions and values? What do they share in common with others; how are they unique? Do research on your audience.

- ◆ **What** do you wish to communicate? One way of answering this question is to ask yourself about the 'success criteria'. How do you know if and when you have successfully communicated what you have in mind? Think about the objective of communicating the message.
- ◆ **How** can you best convey your message? Language is important here, as are the nonverbal cues discussed earlier. Choose your words and your nonverbal cues with your audience in mind. Plan a beginning, middle and end. If time and place allow, consider and prepare audio-visual aids.
- ◆ **When?** Timing is important here. Develop a sense of timing, so that your contributions are seen and heard as relevant to the issue or matter at hand. There is a time to speak and a time to be silent. 'It's better to be silent than sing a bad tune.'
- ◆ **Where?** What is the physical context of the communication in mind? You may have time to visit the room, for example, and rearrange the furniture. Check for availability and visibility if you are using audio or visual aids.
- ◆ **Why?** In order to convert hearers into listeners, you need to know why they should listen to you—and tell them if necessary. What disposes them to listen? That implies that you know yourself why you are seeking to communicate – the value or worth or interest of what you are going to say.
- ◆ Be concise. Be brief. Use short words and sentences. Where appropriate, support these with short, easy-to-understand examples, which help demonstrate your message.

3.2.4. The public speaker—Tips to keep in mind

- ◆ **Personal appearance:** When you are making a presentation everyone looks at you. You should be neat and smart. Do not put on bright colours. Avoid too much make up and flashy jewelry because these will distract your audience from your message. The focus should be on your message and not what you are wearing.
- ◆ **Body language:** Your body makes up 50% of your message. Make sure you stand straight with your feet slightly apart. Your arms and hands should be held near your waist. Do not put them behind you, akimbo or in your pocket. Avoid pointing fingers.
- ◆ **Eye contact:** Engage your whole audience by looking around the room at various intervals. This helps you see if they are listening to your message. If you feel nervous or shy look directly above them. They will be under the illusion that you are looking at them.

- ◆ **Facial expression:** Smile when the occasion demands it. At a funeral be sure not to smile when the mood is somber. Your facial expression should suit the occasion and be relevant to your message.
- ◆ **Voice:** Speak loudly so that everyone can hear your message. Vary the tone of your voice. Remember monotony creates boredom. Use pauses to stress important issues. Raise your voice and lower it, to put emphasis on your words.
- ◆ **Handling fear:** Everyone feels scared before they speak to people in public. This is normal. To address fear, think about the fact that the audience is comprised of human beings like you and they actually wish you well. If you prepare your message well and know your audience you will feel more confident. Before you make your presentation, do the following: visit the venue early so that you get used to the place; ensure that you know your topic and organize your talking points beginning from an introduction, body to a conclusion. Practice your presentation in front of peers or family and ask them to comment; Be smart so that you feel good about yourself. Start your presentation with a joke or a saying that ties in with the topic you wish to speak about. This will put you and the audience at ease.

3.2.5. Structure the speech

Once you have collected ideas for the speech, structure them and omit the unnecessary arguments. The following guideline could be used:

A) Opening:

- ◆ Start with an “ear-opener” - a personal story or a joke linking you to the audience (e.g. if you deliver a speech at your former university you could tell something about your student life; if you talk to a soccer team, tell a joke involving soccer players...). This will help you to get their attention and sympathies.
- ◆ Then, introduce the target audience to your subject (e.g. “today I want to talk to you about how and why council should allocate more resources to improve education in Oli division.”)

B) Body or main part:

- ◆ Pick three main arguments or issues to support the message of your speech. More than three will be difficult to remember for your audience. Collect examples or proofs to support these arguments. Include personal references and stories.

Example:

- 1. Argument:** Poor education situation in Oli division.
- 2. Argument:** Education, particularly of young girls is the key to a better future.
- 3. Argument:** Specific policies and financial priorities needed.

C) Ending

The end is the most important part of the speech. This is the part your target audience people will remember when they go home. Be sure to end with your strongest argument and repeat your main message in the last sentences.

PART 4:

ADVOCACY

Adapted from UWONET (2010) Advocacy Skills Training Manual and a presentation delivered by Sheila Kawamara Mishambi at a Training of Trainers Workshop for Women's Democracy Group Trainers on March 27, 2013 in Kampala-Uganda

4.1 What is Advocacy?

Advocacy refers to a process, initiated by citizens or groups of citizens, such as non-governmental organizations (NGOs), leaders and other groups to bring about change. Advocacy can also be defined as speaking up, drawing a community's attention to an important issue, and directing decision-makers toward a solution. Advocacy is working with other people and organizations to make a difference.

Women councillors should play a major role in bringing about change in their communities. This change may be in the health sector, in education, in agriculture, in increasing productivity and revenue among others.

When do we need advocacy?

- ◆ When the state is so strong that it goes unchecked.
- ◆ When the state is too weak to protect people from harm or help improve their lives.
- ◆ When the sense of mutual responsibility fails.
- ◆ In periods of religious or ethnic violence.

4.2. What are the types of advocacy?

Two broad types of advocacy can be distinguished: individual advocacy and systems change advocacy. Individual advocacy focuses on changing the situation for an individual and protecting her rights. Systems advocacy refers to efforts to change policy and practice at the local, national or international level, to change the situation for groups of individuals who share similar problems. While systems advocacy works to improve the

system to the benefit of individuals, it is a long-term approach to problem solving requiring sustained effort.

4.3. What advocacy instruments can one use to create the desired change?

- ◆ Elections; Mass mobilization; Civil action (including civil disobedience); Lobbying; Negotiation; Bargaining and Court actions.

In advocacy we: Question political power; Ask and provide answers to the question of who gets what; how much and how soon? Persuade and influence those with power to adopt and implement public policies in ways that will improve the lives of those with less conventional political power and are having fewer economic resources.

Advocacy aims at: Changing society's institutions by enabling justice and equality advocates to gain access and a voice in the decision making of such institutions; Changing the power relationships within and among those institutions.

Advocacy addresses: Unpopular Laws; Abusive Behaviour by Institutions and Individuals; Harassment and Threats to the Lives and Safety of Advocates by the State; Patterns of Exclusion and Discrimination; Disrespect for people's Humanity and Disrespect for a person's or Community's Identity – culture, race, ethnicity, symbols etc.

Steps for conducting effective advocacy

Step one: Defining the advocacy issue

- ◆ *What is the issue or the problem?* What do you want?
- ◆ *What do you need to know about the issue?* How are you going to find it out?
- ◆ *What is your vision of the desired change?* Whose lives would be improved and how?

Step two: Defining your advocacy objectives

What are your goals and objectives?

- ◆ Will it result in a real improvement in people's lives? Will it give people a sense of ownership of their own power? Will it be widely felt and deeply felt? Is it important enough and can it be achieved in the short term (Six months to two years)? Will it help to build sustainable

organisations and alliances? Will it create opportunities for women and other marginalized people to engage with power? Will it promote awareness of and respect for rights? Will it have a clear political and policy solution? Will it enable you to further your vision and mission? Will it link the local concerns to global issues? Will it be achievable and winnable?

Step three: Defining the target audience

- ◆ Who can provide the change you desire with your advocacy?
- ◆ *Decision makers*—Those that have the power or authority – formal and/or informal – to make or to block change
- ◆ *Pressure makers*—Those that have the power to influence or can pressure decision makers or other pressure makers so as to raise public opinion of an issue

Assessment of your opponents: Why do they oppose us? How actively will they oppose us? How much power do they have?—in terms of money, credibility, contacts, access; What levels of force are they likely to use against us? Is it life threatening? What are their organizational structures, policies among others. What are their agendas, strategies, and tactics? What will they do to challenge us? With whom do they have influence? Is there anything on which we might agree? If so, can we find a common ground on some issue and agree to disagree on others?

Step four: Diagnosis: What is possible and your capacity to engage in advocacy? Where is your group (organization) at the moment? What are your strengths and weaknesses? How broad and strong is your potential support? Do you have well placed allies? Does the leadership of the campaign have a strong sense of common purpose? Is the decision making amongst your team efficient and responsive? What resources can you rely on? Are your aims clear and achievable?

Step five: Action plan: What is being targeted: legislation? Policy? Administrative ruling? What points of access or leverage do you and your organization have? At what point in the process do you make your advocacy interventions?

Step six: Developing the message: Do you have a clear message that is carefully tailored for the audiences you want to influence? Is your message appealing to: what is right and your audience's self-interest.

Step seven: Messengers: Who are the most credible messengers for the various audiences you are targeting?–Are they experts or affected by the issue? How are you going to get them involved? What do these messengers need to have in order to convey effectively and confidently the necessary information?

Step eight: Collaborators: Which other organizations and groups are concerned with the same issue? What are the advantages and disadvantages of forming alliances or coalitions with each of them? Can you work with them? How can you get them into an alliance on this issue?

Step nine: Message delivery: What specific tactics are best for delivering the messages? Direct lobbying of policy makers? Media? Town Hall Meetings? Mobilizing the “grassroots?” Direct action (e.g. demonstrations, protest matches, circulating fliers)? Litigation/or court action?

Step ten: Other Audiences: Who are the likely beneficiaries of whatever you are trying to achieve? Should they and can they be recruited as allies and/or messengers? Who are the likely losers? What are likely to be the arguments of the opposition? What are your counter arguments?

Step 11: External Environment: What are the realities of the political context for doing advocacy? What are the political possibilities, limits and risks involved? What events in society at large are taking place which may affect the tactics and effectiveness of your strategy?

Step twelve: Timetable for action: When should the set objectives be achieved? When do certain tasks need to be completed? Who will do what and when?

Monitoring and Evaluation: In the course of implementation continuously monitor the effective of your strategy–what is not working and what resources do you need? Does the strategy still make sense or is irrelevant? Make the necessary changes whenever you hit a snag.

PART 5:

CHAIRING COUNCIL MEETINGS

Adapted from WDN-Uganda Chapter brief to local councillors (2012)

5.1 Tips for effective chairing of committee meetings

Prior to the committee meeting

- ◆ The dates for the committee meetings are set by the Speaker to council and communicated to all committee chairpersons. However, where it is deemed necessary. The chairperson of the committee can change the date of the committee meeting;
- ◆ The agenda for the meeting should be drafted by the chairperson of the relevant committee in consultation with the Head of Department whose report or issues will be discussed at that meeting. At the committee meeting the agenda is discussed with all the members of the committee prior to its adoption. The Clerk to council is responsible for taking minutes at the committee meetings.

During the committee meeting

1. **Promoting inclusiveness:** When chairing the meeting, the chairperson should ensure that all members regardless of their political affiliation get an opportunity to contribute to the discussions. Always remember that you are not chairing a party caucus meeting but a meeting of all political leaders who represent people regardless of their political party. It is important to keep in mind that the views of the electorate at such a meeting are represented by their elected representative.
2. **Being knowledgeable:** The chairperson should read widely on the topic that will be discussed in the meeting so as to gain confidence and knowledge on the agenda to enable her/him to effectively steer the meeting in the right direction.
3. **Being assertive:** The chairperson should be assertive and ensure that detractors are brought to order. Most people who are new to chairing

committee meetings are too lenient and can make a meeting drag on for hours without any outputs. Assertiveness is therefore important for the chairperson. Some chairpersons want everyone to have a say, wait for those who arrive late and so on. As a chairperson when you hold some members waiting for all committee members to show up even when the time for the meeting was communicated, when you let some members ramble off topic, you are being unfair to other attendees who have invested their time and have a right to expect that it will be used productively.

4. **Start the meeting on time:** Ensure that you begin meetings on time. It is your duty as the chairperson to promote a culture of being punctual by beginning on time. Let members know the committee culture on time keeping so that they keep time. Every meeting should have a start time and end time. It is okay to chat a bit prior to the meeting but not for more than five minutes into the meeting time. Time lost may affect the agenda as some items will be hurriedly dealt with because of getting outside the agreed meeting time.
5. **Steering the meeting in the desired direction:** The chairperson is in charge of steering the meeting in the right direction. She/he should ensure that the agenda is understood by all members so that their contributions are focused. Where the member's contributions are out of the order the chairperson can pose specific questions to guide the member's trend of thought and contribution.
6. **Get materials that will be used at the meeting out to members in advance.** The committee chairperson should work with the clerk to ensure that this is done. Copies of past minutes, written reports and background information on the agenda items should be in the hands of meeting attendees well in advance.
7. **Have an agenda and stick to it:** Every meeting should have an agenda distributed to all members in advance. The more specific the agenda items the more productive the meeting will be. An agenda like "Discuss health issues in the district" will attract several discussions without getting what you want out of the meeting. The agenda on health could read "Discuss challenges to the health sector in the district referral hospital and health center IVs and IIIs" Such an agenda is specific and will attract succinct responses. If you want to focus the discussion on an area, mention the area in the agenda.

8. **Know basic local council procedures:** The chairperson should know the rules of council and ensure that the rights of the minority are protected and council business is effectively discussed.
9. **Keep minutes:** Keeping minutes ensures that the decisions of the committee are carried out. They provide a record that others can look to in order to see what happened. They also provide legal protection to the committee.

5.2 What should the minutes contain?

- ◆ The group name e.g. the Minutes of the Production Services committee;
- ◆ The date and time the meeting was called to order;
- ◆ The location at which the meeting was held;
- ◆ The attendees including members. Guests and staff;
- ◆ The agenda as an attachment or as the second paragraph of the minutes;
- ◆ Motions made, who made the motion and the results of the motion (motion failed, passed, failed for lack of a seconder. If a roll call or show of hands vote was ordered
- ◆ The motion outcome should be included e.g. Motion passed with 10 yes, 6 no.
- ◆ Abstentions from a vote or if members do not vote for some reasons e.g. conflict of interest should be included in the minutes;
- ◆ Special notes e.g. a member wanting it on record that he/he voted no, should be included in the minutes;
- ◆ Action items should be included in the minutes e.g. the committee chairperson will present the report to council on....., send a copy of the report to the district chairperson etc should be included in the minutes;
- ◆ Other items the committee deems important;
- ◆ Written reports/information/financial report should be attached to the minutes to ease of reference by readers;
- ◆ The time the meeting adjourned should be recorded.

Minutes should be precise and should not include statements that were not part of the agenda unless they have a bearing on the outcomes of the discussions.

1. **End the meeting on time:** Schedule an end time for the meeting and as much as possible stick to it. This will encourage members to attend meetings and participate.

5.3 Points for the chairperson to note

- ◆ The chairperson of the committee should be innovative to ensure that the committee has business to discuss. Some committees in Parliament for instance with chairpersons who are not innovative have no business to discuss.
- ◆ The chairperson should not use his/her position to put forward his/her ideas to the exclusion of others or to dominate the meeting.
- ◆ Practice is key for effective chairing of committee meetings. Watch others and learn good practices.
- ◆ A good chairperson ensures that all the issues on the agenda are discussed within the allotted time, every one's views are heard and clear decisions are reached and the meeting starts and ends on time.
- ◆ CSOs should be invited by the chairperson in consultation with the clerk based on the issues that the committee intends to discuss.

All meetings have rules. For instance all those wishing to contribute do so through the chairperson. It may mean putting up one's hand and waiting for the chairperson to give you a turn, not interrupting other speakers, sticking to the items on the agenda, respecting other people's views e.g. not making faces and expressions that are disrespectful to the speaker at that material time, keep contributions short and to the point.

5.4 Some tips for involving all people;

- ◆ If several people want to speak, keep a list of who will speak first and in that order until the last persons;
- ◆ Stop people from talking for too long; Be firm and consistent about this but do not become aggressive. For instance you could say...Thank you for your contribution, you have raised some interesting points. I'm going to stop you there for the moment so that other members can comment on the issue.
- ◆ Give preferences to people who have not spoken before. Do it politely. For instance if a member has spoken several times and still has his/her hand up and you want to give an opportunity to a member who has not spoken yet, you could say. Odi i know your hand has been up but let me give an opportunity to Alang who has not yet spoken.
- ◆ Give everyone an opportunity to contribute. If some members are quiet in the meeting ask for the views on the issues being discussed in order to draw their participation in the meeting. For instance you could say...

Does anyone else have some thoughts on this issue? Or is there anyone who has not spoken yet and would like to say something?

- ◆ Make sure you do not ignore those whose hands are up at the expense of those interrupting;
- ◆ Listen carefully to what everyone is saying;
- ◆ Make sure the members in both the ruling and opposition parties get a chance to make their views heard. Remember, you are not chairing a party caucus meeting but a committee meeting that among others plans for the whole electorate regardless of their affiliation. As tax payers, the public expects you to be objective and ensure that all ideas that are for the common good are heard and adopted regardless of who raises them i.e. ruling party or opposition member.
- ◆ Make sure members who are expressing minority or unpopular views do not get shut down by other colleagues. Encourage the member contributing to finish saying what they were communicating before the interruption(s). At times if an issue is unpopular with the majority they may not want to hear what a member is saying on the issue.
- ◆ It is always important to get feedback from those who attended the meeting on how it went.

5.5 Tips for summarizing the action points and reaching a decision

The chairperson is responsible for steering the meeting towards reaching a decision. It is common for members to keep wondering off and fail to reach a decision. The tips below can help the chairperson to get members to reach a decision.

- ◆ Listen carefully to the discussions and jot down a few points;
- ◆ At the start of the meeting, remind members what the issues for discussion are and the issues on which decisions need to be made;
- ◆ See if you can pull the points the people are discussing and suggest a constructive way forward;
- ◆ If there are two to three different points of view on an issue, summarize them and present them clearly to the members to enable them agree on which point (s) to adopt;
- ◆ Before you move on to the next item, go over what has been agreed upon. This will check that the members all agree on an issue.

- ◆ Before you move to the next item agree on who will ensure that action is taken on the issue at hand. This will ensure that at the next meeting the person responsible is reporting on the action that he/she took on the issue.
- ◆ Don't assume that silence means members are agreed on an issue. Check with them by posing relevant questions before finally adopting the decision.

5.6 Tips for dealing with difficult people in the meeting

There may be people in the meeting who want to dominate and only be the ones to talk; others may continuously interrupt speakers while some may get into heated discussions. As the chairperson you are responsible for ensuring sober discussions in order to achieve the objectives of the meeting. The following tips are useful in dealing with such people.

- ◆ Remind members of the rules agreed on at the beginning of the meeting on how it will be conducted. This means that you will have to agree on the rules of how the meeting will run at the beginning. Get members to all agree on the rules.
- ◆ Be firm and consistent when reminding them of how to behave at the meeting. Use the rules agreed upon for the meeting to guide you;
- ◆ When a member keeps repeating what he/she has already said assure them that their point has been noted and turn back to the rest of the members to enable the discussion to go on;
- ◆ If a member is constantly criticizing the views of others ask them to give their suggestions/proposals on the issue. For instance you could say. what suggestions do you have of how this matter could be addressed?
- ◆ If a member fails to listen to you, turn to the other members and ask them for suggestions on how to proceed with the meeting e.g. do you members want to spend more time on this discussion or move on to the next item on the agenda? This will make it clear to the person that all other members want to move on with the meeting and not just the chairperson.
- ◆ We hope you have learnt a few skills to enable you effectively chair your next meeting! Practice will make you perfect...therefore practice...practice...practice

PART 6:

GENDER

*Adapted from Ministry of Gender, Labour and Social Development
Guidelines on Gender Budgeting for Local Governments and Forum for
Women in Democracy*

Gender: This refers to the socially and culturally constructed differences between men and women; as distinct from sex which refers to their biological differences. The social constructs vary across cultures and time. Gender has effects on the welfare of men and women, girls and boys. It should therefore be understood and processes for addressing negative social constructs of society should be adopted by local councillors in order to promote equal opportunity and equity for boys and girls, women and men. There are a number of gender concepts councillors should be abreast with to ensure that principles of fairness in the planning, budgeting, monitoring and evaluation of government programs positively impact males and females in society.

6.1. GENDER BUDGETING

WHAT IS GENDER BUDGETING

Gender budgeting is a practice/ approach of allocating resources taking into consideration the different needs, interests and constraints of women and men. It also involves disaggregating and analyzing government expenditures and revenues according to their different impacts on different categories of women and men, boys and girls. Gender budgeting involves an analysis and understanding of the situation of different categories of men and women, boys and girls to determine the gender gaps/ inequalities and setting appropriate interventions in Development plans and budgets to address them.

The key guiding questions include;

- i. What is the current situation of men, women, boys and girls in terms of benefits, needs, interests, and constraints?
- ii. Are women and men's needs, interests and constraints equally addressed? Who benefits and how?

- iii. What hinders or constrains women, men, boys or girls from accessing or benefiting from the set interventions?
- iv. What interventions can be undertaken to address the constraints?
- v. Have adequate resources been allocated for the planned interventions to address the gender gaps?
- vi. Do the proposed development plans or any other programmes reduce, leave unchanged or widen the prevailing gender gaps?
- vii. Who bears the actual burden imposed by the local revenues?
- viii. Is the quality of services assessed in ways that take into account the needs and interests of and constraints faced women, men, boys, and girls and disadvantaged groups?

6.1.1. IMPORTANCE OF GENDER BUDGETING

- ◆ It assists to promote equity, equality, efficiency and transparency in the budget process including the realization of social, economic and cultural rights and good governance.
- ◆ Gender budgeting offers a practical way of evaluating local government's inaction or action and the progress made towards gender equality by focusing on the weight of government's financial commitment to attached programmes and their impact on the lives of women.
- ◆ Use the budget as a tool to consciously ensure that local governments and other government institutions focus on marginalized and disadvantaged groups such as women, youth, people with disabilities (PWDs) and people living with HIV/AIDS.

6.1.2. Steps to promote gender budgeting during programme identification

- i. The Community Development Officer (CDOs)/sector/departmental Heads should conduct a situational analysis and generate Gender Disaggregated Data (GDD) about the areas of focus. This is to assist in making informed decisions during programme. Understanding the situation at hand, the most important priority needs, concerns and issues that need attention, provide guidance identification of appropriate interventions. Possible sources of data can be the National Household surveys, Uganda Poverty Participatory Assessments (UPPAP), National Census Report, District/Sub-county development plans and Sub-County performance reports, village stakeholder consultations among others.

Compile and share the generated data (GDD) with all the officials that are participating in the programme design.

- ii. Analyse the previous/on-going interventions to ascertain who is benefiting and the constraints that may hinder females and males from accessing the benefits of the interventions as well as the gender gaps.
- iii. Articulate or define the key gender issues for each of the core programme areas. At this stage the key questions that should be addressed include among others;

Sector/ Departmental Format for Gender Budgeting

Sector/ Departmental/ Programme/ Project	Data/Facts	Identified problems/needs	Identified gender gaps/issues	Proposed interventions	Budget	Budget source

6.1.3. Gender budget performance measures

Gender budgeting performance measures have been developed to guide the formulation and implementation of gender sensitive budgets. In order to undertake a gender budgeting exercise, measures on what constitutes a budget that takes into consideration females and males' needs and interests are needed. Therefore a gender responsive plan and budget should have the following key elements.

A) Situation Analysis

- ◆ Situation analysis (facts and figures) about men and women, boys and girls including other disadvantaged groups. It should bring out the situation on current well being, needs/problems, constraints, interventions, hindrances to benefiting from the interventions, remedies.

b) Needs and Problem Identification

- ◆ Women and men's needs and constraints faced defined
- ◆ Special interventions to address gender issues proposed.
- ◆ Gender gaps in benefits identified in the each sector
- ◆ Interventions to address the gaps in benefits

- ◆ Expected impact (outputs and outcomes) of the programmes on men and women, girls and boys for each sector.

c) *Prioritisation of Investments/ Interventions*

- ◆ Key gender issues for each of the PPAs defined
- ◆ Gender analysis of the proposed interventions
- ◆ Gender responsive and gender specific interventions put in place with adequate resources allocated
- ◆ Resources for the implementation of the gender responsive and gender specific interventions allocated
- ◆ Expected outputs and outcomes of the interventions on gender clearly defined.

d) *Budget Allocations*

- ◆ Percentage of the sector budgets on gender related interventions.
- ◆ Resources for the gender responsive and gender specific interventions earmarked,
- ◆ Budget targets for promoting gender equality,
- ◆ Likely impact of the budget on females and males clearly defined
- ◆ Percentage share of salary expenditure that goes to females and males.
- ◆ Representation and participation of all stakeholders especially the special interest groups (SIGs) in the planning and budget process.
- ◆ The actual funds released to address the set gender related interventions.

e) *Institutional Arrangement*

- ◆ A Sub County Gender Budget Taskforce (GBT) in place and participating in the planning and budget processes,
- ◆ Gender- Disaggregated Beneficiary Assessment (GDBA) undertaken as part of the previous year performance.
- ◆ A Gender-Aware Budget Statement produced as part of the Annual Budgets

6.2. GENDER MAINSTREAMING

Gender mainstreaming was established as a major global strategy for the promotion of gender equality in the Beijing Platform for Action from the Fourth United Nations World Conference on Women in Beijing in 1995. In addition, the ECOSOC agreed conclusions (1997/2) and 2006/36 established

some important overall principles for gender mainstreaming. Gender mainstreaming was adopted as a process for assessing the implications of legislation on men's and women's concerns and experiences.

Gender mainstreaming: “The ECOSOC conclusions of 1997/2 define gender mainstreaming as ...” the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated”. The ultimate goal is to achieve gender equality. In developing a municipality for example, a gender aware approach ensures that women and men obtain equal access to and control over resources and opportunities offered by the municipality. It ensures that the design, provision and management of public resources benefits both women and men.

6.2.1. How can gender be mainstreamed in local council plans, budgets and programs?

- ◆ Ask questions about the responsibilities, activities, interests and priorities of women and men, and how their experience of problems may differ
- ◆ Question assumptions about “families”, “households” or “people” that may be implicit in the way a problem is posed or a policy is formulated. Studies have shown, for example, that “people” respond to economic changes in gender-specific ways because gender is a major influence on their access to resources, responsibilities and alternatives. Research has also shown that resources are not necessarily distributed equitably among household members, nor is there equitable decision-making about the use of these resources.
- ◆ Obtain the data or information to allow the experiences and situation of both women and men to be analyzed. Sex-disaggregated data should be used at all times to gain a more informed understanding of an issue or situation and to allow gender differences and inequalities to be identified and addressed. For example, there is a better basis for developing agricultural policy and targeting extension programmes if there is information that goes beyond the number of “farmers” and what they produce. Disaggregating this data by sex, and asking questions about who produces what, would not only

provide information on the number of women and men farmers, but would also allow for assessments of whether there are differences and inequalities between women and men in the crops they produce and the work they do.

- ◆ Seek the inputs and views of women as well as men about decisions that will affect the way they live. There are often significant differences between women and men on priorities. For example, in a post-disaster situation women may place immediate priority on clean water and shelter while men may prioritize the re-establishment of economic activities. This is not to say that one priority should be privileged over another, but that there should be an awareness (obtained through specific investigation) of the potential differences between women and men so that all issues can be factored into an understanding of a situation. Since women's participation in decision-making is generally lower than that of men, specific strategies are generally required to ensure that women's voices are heard.
- ◆ Ensure that activities where women are numerically dominant (including domestic work) receive attention during the planning and budgeting processes. Although there has been increased recognition of the productive input of domestic and 'caring' work in recent years, these activities are still often overlooked, unmeasured and undervalued. Similarly, women's agricultural tasks and crops have also received less attention than those of men in policies and programmes to improve productivity.
- ◆ Avoid assuming that all women or all men share the same needs and perspectives. There are differences among women and among men that relate to class, religion, age, ethnicity and other factors. Women and men are not homogenous groups. It is important not to generalize across diverse populations, but rather to consider the ways that needs and perspectives of individuals are influenced by a range of factors, including gender.
- ◆ Analyze the problem or issue and proposed policy options for implications from a gender perspective and seek to identify means of formulating directions that support an equitable distribution of benefits and opportunities. Given gender differences and inequalities within societies, it cannot be assumed that women and men will have equal opportunities for participation or will benefit equally from development inputs. Special attention is needed to ensure that initiatives

are not assumed to affect all people in the same manner, as this could unintentionally increase gender inequality.

In order for gender mainstreaming to be realized women councillors must analyse the above issues to inform the proposals for mainstreaming.

6.3. GENDER EQUALITY

No society can develop successfully without providing equitable opportunities, resources, and life prospects for males and females so that they can shape their own lives and contribute to their families and communities.

6.3.1. How can gender equality be promoted in local councils?

- ◆ Evidence of gender inequality must be collected;
- ◆ Disaggregate data on various programs according to sex. For instance when analyzing data on education, segregate the number of girls and boys who attend school at various levels, their performance rates and develop solutions basing on challenges experienced by each sex;
- ◆ Analyze the district budget and its provisions for males and females programs and services. For instance if school toilets are going to be built for all primary schools in a selected sub-county what are the budgetary provisions for facilities that enhance attendance of school by girls? Are the separate toilets planned and budgeted for? Are there incinerators planned; what about buckets for girls toilets, water and sanitary provisions?
- ◆ The local councils must have base line information on the numbers of men and women, boys and girls benefiting from government programs and services in order to measure impact once budgets and plans of the district become gender sensitive.

6.4. GENDER ACCOUNTABILITY

PROMOTING GENDER ACCOUNTABILITY IN LOCAL GOVERNMENTS

Adapted from ACFODE's Handbook on Good Governance and Gender Accountability (2012)

1. **Gender disaggregated data** A very useful instrument that can provide all key actors in the accountability process- being citizens, providers and policymakers – with the necessary information to monitor service delivery are gender disaggregated data. In order to optimally allocate

and manage scarce resources, information is needed that enables local governments to know who needs what resources, when and where.

2. **Awareness on rights.** Making women more aware of their rights and developing capabilities including understandings of how institutions function and how to negotiate to promote change is necessary in promoting gender accountability.
3. **Getting more women in public office is a strategy for social inclusion and gender sensitive public services.** Getting women into the mainstream of public office and the bureaucracy is a vital part of engendering local governance. Although the presence of women in public office does not in itself guarantee that the interests of other women will be represented, their presence has a symbolic and practical value: they serve as important role models, which may permit and inspire other women to involve themselves in local governance. Where no women are willing to contest include affirmative action to encourage them. For instance when parish committees are being formed, ensure that a policy is formulated to include at least three women on the committee.
4. **Networking.** For women in civil society networking with women politicians and grassroots women is very important to bridge the differences and to lobby for gender and women's issues.
5. **Gender budgeting.** A gender analysis of budgets can contribute to an increased transparency of government budgets, it can make visible what resources and services are allocated to what sectors, and who benefits. The process of gender budgeting involves three main stages including;
 - a. Understanding the situation of men, women, boys and girls to identify their different needs-gender needs;
 - b. Analysing the budget objectives to determine whether they are in line with the real situation of women and men, boys and girls and other marginalized groups;
 - c. Analysing expenditures and revenues to see whether they address the situation of women and men and or they are in line with the policy guidelines (assuming the policy objectives are gender sensitive).

The gender budgeting process may be extended to budget implementation, monitoring and evaluation to make sure that needs of women, men and boys and girls are not left out along the way.

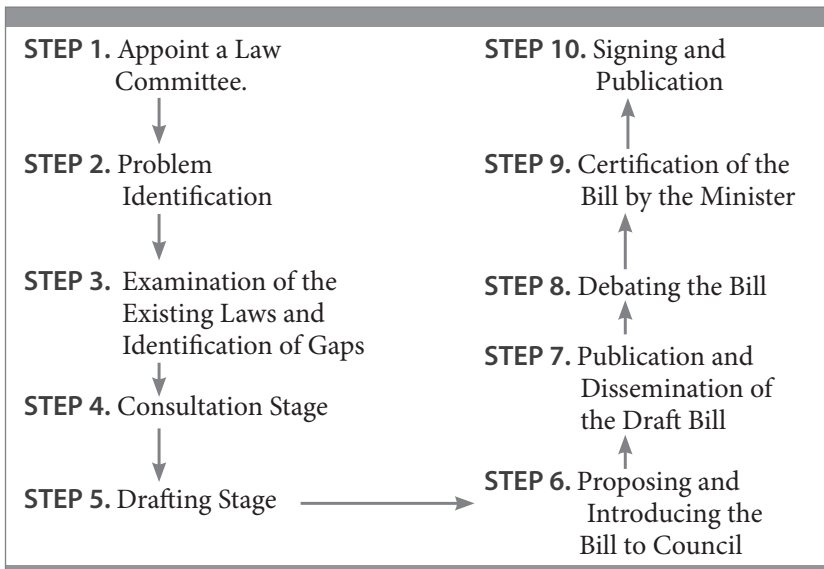
PART 7:

MAKING ORDINACES

An Ordinance according to the Local Government Act is a law made by a district and city council. An Ordinance may be made for a whole district or for a part of the district which makes it. An Ordinance of a district or city council should not contradict the Constitution and any law made by Parliament. The Ordinance should:-

- a. address local issues and not individual concerns;
- b. not duplicate or conflict with existing laws passed by the same council; and
- c. not include matters already adequately provided for by the Constitution or an Act of Parliament except for ease of reference.

It is also advisable that districts initiate sensitisation programmes on law making to encourage local participation in the process. This is the essence of decentralisation to bring power closer to the people. The chart below illustrates the process of making ordinances



It should be noted that a member of a district or city council may initiate a Bill for an Ordinance in the council; and a councillor may introduce a Bye-law in his or her council.

The Chart below further explains the process of Making and Ordinance at District Level

STEP 1	◆ The Committee is composed of 7 members including; the CAO as the Chairman, the Clerk to Council as the Secretary, a Legal Officer, a Coordinator of Community based services and 3 Co-op members, who might include a magistrate, State Attorney or Head of Department from the relevant field.
STEP 2	◆ The committee will also consider how the problem is being dealt with or tackled by the people affected. ◆ The Law Committee, with the help of the technical officers, will identify the problem that needs to be addressed by legal means, through interactions and consultations with the people affected.
STEP 3	◆ The Committee will carryout an audit of the existing Laws for the purpose of establishing whether there are Laws in place to deal with the problem identified to avoid duplication and conflict with the existing law. ◆ The Audit will also help propose a way forward in case there is no Law/ Ordinance to solve the identified problem.
STEP 4	◆ The Committee will then carryout consultations with the concerned stakeholders, organisations and relevant authorities on whether or not the Law will be successfully implemented. ◆ The Committee then writes a report to council with their findings, guiding principles, lead institution and the impact the law will have. Council then, sends the report to the department responsible.
STEP 5	◆ The department responsible will consult with the CAO and prepaer a summary of what the Bill should address, and later sends it back to the Committee, who with the department responsible, prepare a Draft Bill.

	◆ Then the Secretary (Clerk to Council) presents the Bill to the Council.
STEP 6	◆ When the Committee is satisfied with the Draft Bill, a motion is prepared containing the main issues and rationale of the Bill, which the Secretary forwards with the Bill to council for debate. ◆ If the motion is passed by majority vote, council publishes the Bill 14 days before commencement of its debate.
STEP 7	◆ This is an important step because, it allows the public to contribute and participate in the Law making process. ◆ The Dissemination is done through, news papers, pinning up copies in places of worship, markets, public noticeboards and on the outer office door of the District Council.
STEP 8	◆ After the 14 days of publishing and distributing the Bill to the councilors, the Council shall start debating the Bill.
STEP 9	◆ When the Bill is passed and adopted by council, it is forwarded to the Attorney General through the Minister of Local Government for certification. but, if the Minister, on the advice of the Attorney General is of the view that the Bill conflicts with the other Laws, within 90 days, it will be returned with comments for modification.
STEP 10	◆ After Certifying the Ordinance, five copies shall be signed by the Chairperson, making it a Law and distributed; ◆ One copy to the chairperson, one to the Speaker, one to the Minister responsible for Local Governments, two copies to the Attorney General, which one, will be published in the Newspapers.

Once an Ordinance is passed by council, it is enforceable by the Police, Courts and Local Government law enforcers.

The Police is an agency of the Central Government established by the Constitution and the Police Act and is responsible for maintaining law and order. In the process of ensuring maintenance of law and order the police is mandated to effect arrest in circumstances where they suspect that one is about to commit or has committed an offence and if they deem it

necessary, they carry out investigations and forward the outcome of their investigations to the DPP.

In Uganda, the hierarchy of Courts consists of the Supreme Court, Court of Appeal, High Court and sub-ordinate Courts which include Magistrates' Courts and Local Council Courts.

Local Council Courts ensure that the Ordinances are observed in their locality. These courts handle matters of a civil nature related to debts, contracts, assault or assault and battery, conversion, damage to property and trespass where the monetary value of the subject matters does not exceed 2,000,000/=.

The hierarchy of hearing and determining infringement of Ordinances and Bye-Laws is as follows:

- a. An infringement of a Bye-Law or Ordinance is reported to the Village Local Council Court and if one is dissatisfied with the decision can appeal to a Parish Local Council Court;
- b. An appeal from the decision of a Parish Local Council Court, lies with a town, division or sub-county Council Court;
- c. An appeal from the decision of a town, division or sub-county Council Court lies with the Chief Magistrate Court; and
- d. An appeal from the decision of the Chief Magistrate Court lies with the High Court, with permission of the Chief Magistrate Court or the High Court.

7.1. Moving Motions, Point of Order & Point of Information

7.1.1. Moving Motions

What is a motion?

A motion is a written proposal summarising key issues covered in the proposal. Business is brought before the Council by motions a formal procedure for taking actions.

Basic Guidelines for Moving motions in Council

1. Getting the Floor

When an individual member of the legislative body wishes to make a motion, the chair must first recognize the individual's right to speak.³

The individual may then make the motion, beginning with the phrase, “I move...”. Typically a second is then required; however, the council may choose in its adoption of council rules whether or not to require a second. The original purpose of the second was to assure minimum support for the issue, and theoretically on a local council, if even one member has interest then there is sufficient interest for the proposal to go forward. Keep in mind, however, that the second can be a useful tool, especially with larger councils. First of all, on a larger council, one member represents a smaller percentage of support for the motion, so the original purpose of the second may be invoked—to assure sufficient support of the issue. Further, on any size council the second can help to curb the forced consideration of an issue in which only one member shows interest. Without the use of a second, there is the potential for one member to repeatedly propose an issue that the rest of the council finds irrelevant. Thus, although not required, a second is highly suggested, especially in the case of large councils.

2. Discussion and Debate

After the motion (and second, if the council so chooses), the presiding officer repeats the motion and opens the floor to discussion of the motion. The maker of the motion speaks first, and the presiding officer allows proponents and opponents to alternate speaking if possible. A member who has not yet spoken has precedence over those who have already voiced an opinion. The presiding officer has the authority to end discussion if it becomes too personal or too long-winded.

3. Limits on Motions

A procedural motion is one that governs the way the meeting is conducted, whereas a substantive motion is a motion on a particular topic or issue. A member may only make one motion at a time. Ratification of an act is considered a substantive motion.

4. Voting Requirements

A quorum is necessary to conduct business and is generally defined as a majority of the membership of the council. Thus, the Local Government Act must first be consulted by the council in setting its voting requirements.

5. Passing a Motion

If a quorum is present, the chair can take a vote by asking for the “ayes” and “nays”. Approval of a motion is generally attained by a majority vote

(more than half) of all the votes when quorum is present, but the Local Government Act and council rules of procedure should be consulted, as it may provide otherwise. The council may choose to require a $\frac{2}{3}$ or other super majority approval vote for certain motions that tend to curb the rights of individuals to voice their opinions or make motions. Further, in the case of a motion to suspend the rules, a unanimous vote may be needed for certain actions. Reference to the rules of procedure in this regard is required. Although it is highly discouraged, however, a council does have a choice to allow abstention. The council rules should provide for how an abstention is to be treated.

6. Amending Procedure Rules

The council also needs to provide a process for amending its procedural rules.

A model of a motion is attached as **Annex B** to the handbook.

7.1.2. Raising point(s) of order and point (s) of Information

Adapted from an Article by Ann. G. Macfarlane (2008) titled “Who may raise a Point of Order”?

7.1.2.1. Point of Order

A point of order is a matter raised during consideration of a motion concerning the rules of parliament or local council procedure.

Explanation and Uses of a point of order

A point of order may be raised if the rules of procedure have been broken. Women councillors must therefore know the rules of procedure of their councils if they are to be effective in raising points of order. A point of order usually interrupts the councillor speaking during debate. The point has to be resolved business continues.

The normal way this happens is that a councillor makes a claim about the breakage of a rule of procedure. She seeks recognition and interrupts the councillor speaking. Once she has been given the floor, she says “I rise on a point of order”. The presiding chair replies...”state your point”. She then explains her issue.

The point of order calls upon the chair (speaker) to make a ruling. The chair may rule on the point of order or submit it to judgment of the assembly.

If the chair accepts a point of order, it is said to be sustained or ruled well taken. If not, it is said to be overruled or point not well-taken.

As an example if an ordinary motion were made and seconded, and then the presiding chair immediately called for a vote, it would be appropriate for a councillor to make a point of order. The point would be that the members have a right to discuss the motion before they vote on it. It's important for councillors to air their views in order for council to make a good decision. In such a case, the presiding chair should respond "the point is well taken" and then open the discussion.

A point of order must be made in a timely manner. Members must raise the point as soon as the offence occurs. If they fail to raise it immediately and other business takes place, it is then too late to raise it (with a few exceptions).

As always the presiding chair has the duty to maintain order and to ensure that standards of politeness and correct procedure are followed. It is important for presiding chairs to encourage members to speak up and establish a culture in which "point of order" is a useful tool for better council functioning.

7.1.2.2. Point of Information

Just like a "Point of Order", "Point of Information" is one of the meeting procedures every member and presiding chair should be aware of. A councillor may raise her hand and ask to make a "Point of Information" (or request information) when it is not her turn to speak. This can enable the councillor to speak when it is not her turn to do so (by putting up her hand and asking to speak) when it is not her turn to request more information on the matter being discussed, or to give more information on a matter being discussed.

7.1.2.3. Out of Order

When an individual is not sticking to the meeting procedures, being rude, interjecting or mis-behaving in some way, the presiding chair may rule him/her out of order.

7.1.2.4. Protection

A speaker who is being harassed when he/she is speaking can ask for Protection from the presiding chair.

PART 8:

MONITORING & EVALUATION

Adapted from UNDP handbook on Monitoring and Evaluation & District Participatory Planning and Budgeting Process (Puntland & State of Somalia, 2011)

Monitoring can be defined as the ongoing process by which stakeholders obtain regular feedback on the progress being made towards achieving their goals and objectives.

Evaluation is a rigorous and independent assessment of either completed or ongoing activities to determine the extent to which they are achieving stated objectives and contributing to decision making.

Monitoring and evaluation can help an organization extract relevant information from past and ongoing activities that can be used as the basis for programmatic fine-tuning, reorientation and future planning. Without effective planning, monitoring and evaluation, it would be impossible to judge if work is going in the right direction, whether progress and success can be claimed, and how future efforts might be improved.

8.1. Tips to keep in mind when planning and Monitoring and Evaluation

8.1.1. Engagement of stakeholders

Throughout all stages of planning, monitoring, evaluating, learning and improving, it is vital to engage stakeholders, promote buy-in and commitment, and motivate action. A strong results-management process aims to engage stakeholders in thinking as **openly and creatively** as possible about what they want to achieve and encourage them to organize themselves to achieve what they have agreed on, including putting in place a process to monitor and evaluate progress and use the information to improve performance.

8.1.2. Focus on results

Planning, monitoring and evaluation processes should be geared towards **ensuring that results are achieved**—not towards ensuring that all activities and outputs get produced as planned. What really matters are the development changes that occur as a result of programs being implemented in the district and lead to improvements in people's lives.

Local council outputs should, wherever possible, derive from district and national planning documents and be coordinated with and remain centred on supporting district and national objectives.

8.1.3. Focus on development effectiveness

Planning, monitoring and evaluation must focus on sustainability. Similarly, there is now a focus on gender in planning, monitoring and evaluation. Many projects and programmes often failed to achieve their objectives because there was little or no analysis of, and attention to, the differences between the roles and needs of men and women in society. Inequalities, discriminatory practices and unjust power relations between groups in society are often at the heart of development problems.

The same applies to the concept of community ownership of development programmes. There is greater pride and satisfaction, greater willingness to protect and maintain assets, and greater involvement in social and community affairs when people have a vested interest in something—that is, when they feel 'ownership'.

8.1.4. Financial resources

for monitoring and evaluation should be estimated realistically at the time of planning for monitoring and evaluation. While it is critical to plan for monitoring and evaluation together, resources for each function should be separate.

Monitoring and evaluation costs associated with projects can be identified relatively easily and be charged directly to the respective project budgets with prior agreement among partners through inclusion in the project budget or Annual Work Plan (AWP) signed by partners.

8.1.5. Human resources

These are critical for effective monitoring and evaluation, even after securing adequate financial resources. For high-quality monitoring and evaluation, there should be:

Dedicated staff time—For effective monitoring and evaluation, staff with required technical expertise in M&E should be dedicated for the function.

The technical staff at district level and the political leaders should involve the population in planning and in M&E. Participatory M&E involves the community not only in the monitoring and evaluation process, but in the design of the PM&E system, as well. In this way, the outcomes to be measured have a better chance of reflecting the real needs of the citizenry. Additionally, the presence of community members on the monitoring team allows for a credible partnership between local government and the citizens it serves.

Table 1: Example DDF monitoring framework – Unity District (Objectives 1-3)

This shows the starting point for each objective		This identifies how progress towards each	This identifies the desired progress at the end of each year.	This shows methods used to verify progress towards the targets and objective	
DDF Objective	Baseline	Indicators	Annual Targets	Means of Verification	Responsibility for data collection and update
Objective 1: Access to health services in the district has improved so that 80% of people have access to a health clinic within 1 day's travel.	50% of people have access within 1 day's travel.	No. of health centres No. of people accessing health centres.	Increase access by 6% each year for 5 years.	User survey/questionnaires at health centres.	Social Services department collect data from health centres and send to Planning Department for updating.

This shows the starting point for each objective		This identifies how progress towards each	This identifies the desired progress at the end of each year.	This shows methods used to verify progress towards the targets and objective	
DDF Objective	Baseline	Indicators	Annual Targets	Means of Verification	Responsibility for data collection and update
Objective 2: The road network has improved so that 80% of the district population can travel on improved roads and have road access to markets.	40% have access to improved roads	Distance (kms) of improved road.	Year 1,2,3 = 10% Year 4 & 5 = 5%	Maps, satellite images showing improved roads	Department of Public Works Provides information to Department of Planning about road improvements in the district.
Objective 3: Primary school enrolment has increased so that 90% of children in the district are enrolled in primary school (boys and girls).	50% overall enrolment (60% enrolment boys; 40% enrolment girls)	Net primary school enrolment	Boys increase by 6% each year. Girls increase by 10% each year.	Enrolment statistics.	Department of Planning to seek relevant information from Ministry of Education.

There is no artificially fixed time for elaborating the M&E framework, except that it should be done prior to implementing programme initiatives and as close as possible to when actual implementation starts.

PART 9:

WOMEN CAUCUSES

Ideas for this section are adapted from Leah Oliver's—Women's Legislative caucuses, FOWODE, UWOPA and WDN-Uganda Chapter's Brief on women caucuses (2011)

9.1. Creating a successful women's caucus-what it takes

9.1.1. What is a women's caucus?

A caucus is an exclusive meeting of the members of a party or faction for organizational and/or strategic purposes. A women's caucus is therefore an exclusive meeting of women legislators or councillors for organizational or strategic purposes.

In order for a caucus to be successful, it should be non-partisan taking positions only on issues of fundamental importance to women and its allies who may be youth, workers and people with disabilities. Membership should be voluntary and its members must be committed to make it work and should be guided by a clear purpose for it. The members do not all have to be women councillors. Some men who are in agreement with the caucus vision, mission and objectives should be allowed to apply and join as honorary members. The caucus must acquire skills and knowledge to enable it to mobilize necessary resources to change the situation of women within the council and women in their communities. For instance advocacy and networking skills will be key for the women in the caucus. They will also need to build their skills in conducting research and using information to advance the cause of women. The caucus will have to identify and work with partners who can build their skills and knowledge on various aspects relevant for their work. NGOs are good partners in this regard. In terms of resources the caucus will need information and human resource especially, which the caucus can use to advance an agreed agenda.

Success of the caucus can be seen through:

- ◆ Agreement of an agenda;
- ◆ Passage of gender equality legislation that promotes the agenda of the caucus and is advocated for by women legislators/councilors;
- ◆ Increased influence of the women's caucus which can be measured by legislation, budgets and plans influenced by women legislators of a caucus and passage of gender sensitive laws, policies and plans so as to ensure that men, women, boys and girls benefit equally and equitably from public resources;
- ◆ Increased election of women into positions of leadership in the council for instance as chairpersons of committees in the council.
- ◆ Maintenance of a non-partisan approach in advancing the rights of women councilors and women in general.

Some good practices the women's caucus can adopt can be gender dialogues. Gender dialogues were extensively used by the women's caucus in the Constituent Assembly during the making of Uganda's Constitution:

"As the work of the Constituent Assembly progressed, caucus members identified certain issues as fundamental to the interests of women, for example: utilizing gender neutral terminology throughout the Constitution and an explicit constitutional provision declaring equality between men and women under the law. To ensure that these and other similar principles were included in the new Constitution, the caucus held a series of "Gender Dialogues", to which they invited men and other non-caucus members such as experts in the particular issues under discussion. Whenever a position was taken in the dialogue, a brochure was issued to all C.A. delegates to inform them and lobby them for support. Gender dialogues were the basic tools used to build consensus and lobby for support, and they were a great success."

9.1.2. Why should women caucus?

- ◆ Women's caucuses in politics are usually created with the aim of increasing women's impact on political decisions. The decisions may be on laws, policies, budgets and programs. A women's caucus should study any proposed legislation, policy, budget and program to ensure that its gender sensitive. That means the women's caucus must have

skills in gender analysis in order to make interventions that will make the proposals gender sensitive.

- ◆ The women's caucus can be useful in identifying critical areas of political, economic and social concern for women and develop strategies and approaches to address them.
- ◆ Women caucuses can help provide the peer support necessary to promote gender equality legislation and policy agenda and capacity building.
- ◆ The women's caucus can be used to conduct research and provide data on the status of women and gender disaggregated data on issues that affect women's development including: demographics of women in the district including: age, marital status, education, women headed households among others; employment and earnings of women; poverty; leadership; violence and health among others. The data can be useful in reinforcing arguments to improve the status of women on various issues in the research.
- ◆ Unity is strength in the council. If women councilors have agreed to support a particular ordinance or issue that will have positive impact on women, it will pass more easily if they speak with one voice and from an informed perspective.
- ◆ The issues that affect women are usually similar especially within a similar social setting. It is therefore easier for women councilors to caucus on issues that affect women and push for change if they are to make a difference in the lives of women and girls.
- ◆ Women are usually marginalized even in leadership. The caucus can therefore provide them an opportunity to network and enable them speak from an informed perspective when pushing for an issue that concerns their interest group-women.
- ◆ Women's caucuses encourage collegiality (from colleague), participation and cooperation among elected women in legislatures.

The women's caucus in the writing of Uganda's Constitution known as C.A. achieved a number of things. The example below shows the importance of women caucusing.

“The women's caucus was able to expand the scope of affirmative action and ensure its inclusion in the 1995 Constitution of Uganda. Originally the NRM had decreed that one in every nine local council positions was to be held

9.1.3. What should the goals of a women's caucus be?

- ◆ To develop a network among women in or aspiring to positions of political leadership. The network can be used to ensure that women support each other to attain positions that both men and women are eligible for in council. For instance, chairs of committees. The network can be expanded to include groups like youth, persons with disabilities, workers and men who can become allies to support the women's agenda.
- ◆ To increase the numbers of women in positions of political leadership;
- ◆ To support and disseminate research on arising issues identified for advocacy by the caucus;
- ◆ To encourage members to provide leadership on issues discussed in council;
- ◆ To network with allies who may be representatives of the youth, disabled and workers to advance an issue(s) sensitive to the rights of women.

9.2. Women caucuses can be successful if the following issues are borne in mind:

In most cases a council will comprise of more than one political party. If this is the case it is important for the women councillors to think strategically to make the caucus succeed. The following questions must be answered as the caucus is being formed.

- ◆ What is the common ground shared with colleagues from other parties on important political and societal issues?
- ◆ Which policies can be implemented successfully in the given socio-political context and are acceptable to the dominant socio-political stakeholders?
- ◆ Who are the alliance partners in and outside the council- (civil society activists and media). How will the caucus make use of these partners to push its agenda?
- ◆ What measures both informal and formal can be used to create space for passage of policy interests?
- ◆ The caucus must strive to take a non-partisan approach in advancing its agenda. Uganda is currently a multiparty system of governance. It may therefore not be easy to advance the agenda. The caucus leadership has to constantly identify and articulate the caucus common agenda to counter partisan tendencies. That means in selecting the caucus

leadership the women in the caucus must ensure that they choose women who are consensus builders and can easily mobilize women and other allies to support a cause. The caucus must think of making the caucus activities including meetings enjoyable and beneficial to women in terms of information among others. Activities that offer publicity and permit a degree of relaxation and enjoyment is a welcome break for the women councilors. Relaxing activities also help to strengthen unity of purpose.

Once the caucus is formed the following considerations should be made.

1. The chairperson of the women's caucus can alternate yearly ensuring that both the ruling party and opposition get to chair the caucus in an alternate basis.
2. The caucus should develop a strategic plan and work plan to guide its interventions. The plan should highlight the agenda that caucus decides to push in a given period of time. The agenda is usually developed bearing in mind the main challenges that women, children and families are facing. For instance the main issues could be failure to access family planning, few water sources and domestic violence among others. It is important to note that the issues must be defined by the caucus and be addressed according to priorities.
3. The caucus should have clearly defined activities. The activities could range from:
 - ◆ Establishing and promoting legislative priorities---the legislative priorities arise from a challenge that is facing people which challenge has no legislation to address it. The legislative priorities/issues should be collectively defined by the caucus.
 - ◆ Providing leadership development opportunities for councilors. For instance by accessing opportunities that may be available through CSOs or government and selecting participants amongst the councilors bearing in mind those with the greatest needs for each specified opportunity;
 - ◆ Encouraging community and political involvement in an issue which the caucus is advocating for;
 - ◆ Creating task forces to undertake in depth research about an issue in order to inform the caucus on steps to take to address an issue that the caucus is pushing for;

- ◆ Hosting informal sessions to collect views from the electorate;
 - ◆ Holding press conferences on advocacy issues and arising issues that the women caucus wants to communicate to the electorate;
 - ◆ Raising money for a cause for instance improving the maternal health unit in the hospital. This can be done in partnership with well wishers and getting partners to support the cause;
 - ◆ Hosting events like the woman of the year. This can be decided by asking people to vote for the best midwife, best female teacher, best business woman of the year. A criteria should be developed to select the woman of the year and shared with the group that is selected to participate in deciding the winner. The ceremony is a formal event which should be fundraised for and hosted at the district.
 - ◆ The caucus can develop a book recognizing the women achievers of the district over a period of time. The book could be limited to councilors or other sectors depending on what the caucus decides.
 - ◆ Councilors should have activities in their sub-counties that make them interact with women. This could be by joining women's groups and ensuring that they use the platform to share information on critical issues and also collecting information from the women on what needs they have that require the attention of council.
4. The caucus should adopt free speech as a core principle during its meetings. The principle all members should be encouraged to adopt is that after the caucus meets and reaches a decision, all the women in the caucus must adopt it and not oppose it once its raised on the floor of council. The spirit of solidarity will strengthen the caucus and make its influence one to reckon with.

9.3. In order for the caucus to work the following should happen:

- ◆ Caucus members should identify their skills needs in order to attract the right support;
- ◆ The caucus should sell its needs to potential stakeholders who can provide the relevant support. For instance they can identify organizations that analyze laws in order to provide them with skills training; Media support can be attracted to provide them a platform to communicate with the public; invite experts to inform the caucus.

- ◆ The caucus can use non-members (especially men) to raise controversial issues;
- ◆ The caucus must meet regularly on clearly defined agenda;
- ◆ The caucus leaders should communicate regularly with the members. It is important to publish information particularly on issues on which you are seeking support;
- ◆ It must be bi-partisan so as to build consensus on issues that affect women regardless of their political affiliation;
- ◆ The caucus can be used as a vehicle to meet important stakeholders;
- ◆ It must have regular press conferences, radio talk shows so as to constantly be in touch with the interest groups that it represents;
- ◆ It must stay away from issues that are divisive;
- ◆ Members of the caucus must commit to supporting issues on council and stick to the caucus position;
- ◆ Identify decision makers whom the caucus can influence;
- ◆ Identify stakeholders who share similar objectives with the caucus and network with them to share information and resources;

Glossary

Act of Parliament: Is a law that has been passed by Parliament and assented to by the President.

Baseline: A baseline refers to a starting point, that is, the situation that exists at the time of starting a program, or other process that aims to improve the situation.

Bill: Is a proposal for a new law or a proposal to change an existing law that is presented before Parliament for debate.

Gender: This refers to the socially and culturally constructed differences between men and women; as distinct from sex which refers to their biological differences. The social constructs vary across cultures and time.

Gender sensitivity: is being conscious of the different situations and needs of women and men, throughout the decision-making process. It entails the ability to recognize the differences in perception and interests between males and females arising from their different social position and different gender roles.

Gender Accountability refers to showing justification, in a gender perspective, for course(s) of actions at individual, institutional/ organizational and governmental levels. It relates to being answerable and responsible for actions and decisions (policy formulation, planning & budgeting, public expenditure/ resource allocation, legislation, roles assignment and governance).

Gender mainstreaming: It is process of integrating/incorporating a gender equality perspective into the development process at all stages and levels. Gender mainstreaming is a strategy for the achievement of gender equality.

Gender analysis: analyses the trends and conditions in the lives of males and females and the gaps or inequalities between males and females. It also examines power relationships between males and females in several dimensions such as economic, social and political. It can be done at household, community, national, regional and international levels

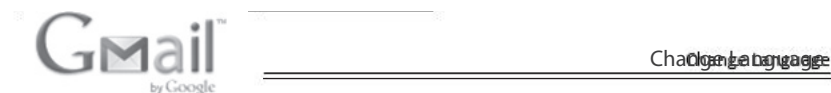
Gender Equality: refers to the ability of men and women, boys and girls to enjoy the same status and have equal opportunity to realize their potential to contribute to social, cultural, economic and political development.

Gender equity: Refers to fairness and justice in the distribution of resources, benefits and responsibilities in all spheres of life.

Statute: Is a written piece of legislation. An Act is a Statute. However Act is used in the formal title of a Statute.

Targets: Targets make goals, objectives and results specific with defined and measurable criteria for achievements and timetables.

Annex A: Practical guide on how to open an email address



Create an Account

Your Google Account gives you access to Gmail and [other Google services](#).

Get started with Gmail

First name:

Last name:

Desired Login Name: @gmail.com

Examples: [JSmith](#), [John.Smith](#)

Choose a password: [Password strength:](#)

Minimum of 8 characters in length.

Re-enter password:

☒ Stay signed in

☒ Enable Web History [Learn More](#)

Security question: If you forget your password we will ask for the answer to your security question. [Learn More](#)

Answer:

Recovery email:

This address is used to authenticate your account should you ever encounter problems or forget your password. If you do not have another email address, you may leave this field blank. [Learn More](#)

Birthday:

MM/DD/YYYY (e.g. "10/14/2011")

Word Verification: Type the characters you see in the picture below.



Letters are not case-sensitive

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Annex B: MODEL OF A MOTION

MODEL OF A MOTION
THE..... BILL 20.....
DISTRICT LOCAL GOVERNMENT
..... BILL 20.....
DRAFT BILL NO.....
MOTION

Mr. Speaker Sir,

In accordance with power conferred upon this council, by Section 38 of the Local Governments Act, Cap. 243, I (name)..... councilor of (place)..... seek to introduce to this council the (title)..... Bill on the (date) or soon thereafter.

MERITS:-

Mr. Speaker sir, making this Bill into an Ordinance has several advantages and added benefits to this council. These include;-

1. To create awareness in the population on their responsibility to pay other taxes other than the popularly known graduated tax and market dues;
2. To enable the council have data on rateable property which is long overdue;
3. To provide a conducive, friendly and enabling environment to enforce collection of local revenue from this source;
4. To enable the council pay off its domestic arrears and meet its financial obligations;
5. To enable the council improve on the quality of services it is rendering, and;
6. To further initiate capital development.

In consideration of these advantages among others not mentioned here, I propose that this council passes the Property Rating Bill for an Ordinance as presented.

Thank you very much, Mr/Madam.

Speaker.....

SECRETARY FOR GENERAL PURPOSES/COUNCILLOR

Adopted from a handbook developed by the Uganda Law Reform Commission on Making Ordinances and Bye-laws in Uganda (2010)

Annex C: Tips on Balancing Public and Private Roles

Tips for women councilors to enable them balance their public and private life

- ◆ Learn to let go of what you cannot do and do not promise to do something if you know you will not be able to do it
- ◆ Delegate some responsibilities but always remember that you are still responsible for ensuring that the delegated work is done well
- ◆ Ask God for guidance as you perform your roles in public and private life
- ◆ Have values that you live by. Let your values guide your work
- ◆ Learn to plan and manage your time. Make a daily to do list so that at the end of the day you evaluate it
- ◆ Learn to be on time for all the activities you plan to engage in and inform whoever wants you to participate in an activity about the importance of keeping time. If the event begins late and you were on time, ask to leave if your time for another activity is due
- ◆ Find time for socializing in the community. Remember you are a public figure
- ◆ Learn to use social media and new tools of communication to get some things done. For instance, typing your report on a computer and sending it by email can save you time and money (transport) to physically deliver a document
- ◆ Identify and employ help to enable you manage your public life
- ◆ Have principles by which you live by. For instance, you can communicate to constituents' appropriate times for meeting with you. Share a telephone number through which they can reach you
- ◆ Make time for your family
- ◆ Prioritize your activities
- ◆ Making your home space comfortable because it can contribute to making you relax after a long day
- ◆ If you are married or have a partner be open about your schedules and activities and be faithful to him

- ◆ Create time for yourself. This will enable you to reflect on your work and private life. You will also be in position to change what you do not like about your life if you regularly evaluate your life
- ◆ Learn to share roles and responsibilities with family members

COMMUNITY MONITORING AND SERVICE DELIVERY TRACKING TOOL

THE HEALTH SECTOR

Objective: To track and monitor availability and quality of services for women at health centers

Name of health facility.....

Address of the Health facility.....

Names of the monitoring team.....

Date of monitoring.....

A: Questions for Health Centre staff

1. How many staff are employed at the Health facility and what are their job titles?
2. What should be the number employed according to the national health standard
3. If there is a variance verify why
4. How often do the doctors, nurses and midwives come to health center?
 - a. Everyday
 - b. Once a week
 - c. Twice a week
 - d. Not at all

B: Questions on Drugs at the facility

5. Does this health centre have the required drugs?
6. Are the drugs enough and adequate
7. How long does the HC spend without drugs
8. Does the HC experience cases of un used drugs or drugs that have experience
9. Are drugs delivered on time?
10. Does the HC have the required drugs for maternal health?

C: Questions on maternal Health

11. Does the health centre have a maternity ward for delivering mothers? (Yes/no)
12. If yes, does the maternity ward have beds and how many beds?
13. Does the HC have adequate personnel to run the maternity ward?
14. How does the HC deal with delivering other mothers with complications?
15. Does the HC have a placenta pit?
16. Does the HC provide mama kits?
17. What other additional support does the HC provide to mothers?
18. Is there a labor suit
19. What type of equipment are available

D: Questions on family planning

20. Does the HC offer family planning services
21. What type of FP is offered?
22. Are men involved in FP services
23. What type of IEC and communication channels does the G+HC use for FP services
24. Does the HC provide immunization services?
25. Does the HC provide PMTC services
26. Does the HC provide Counseling Services?

E. Questions on Hygiene and Sanitation

27. Availability of a pit latrine
28. Availability of safe and clean water
29. Is the HC compound well maintained?
30. Does the HC have a kitchen?
31. Is the HC well lit at night?
32. Does the HC have enough support staff
33. Does the HC have dustbins and well labeled or marked

F: Questions on SGBV

34. How does the HC handle the SGBV victims
35. Does the HC have PEP services
36. Does the HC provide medical reports?
37. What other services does the HC provide for the SGBV victims

G: Questions on funds

38. What is the budget for the HC?
39. What is the PHC grant utilized?
40. What are the sources of income for the HC?
41. How much is received from government and how much is received from other sources
42. Does the HC generate any revenues of its own?
43. Does the HC receive funds in time (if not, what is the time lag)
44. Does the HC have specific budget lines for women's health?
45. Does the HC display its revenue and expenditure on the notice board for public viewing?
46. What was planned and what has been implemented? Is there any variance and if so why?

H: Questions on Governance

47. Does the HC have a HMC?
48. How often does it sit?
49. Are the HMC members aware of their responsibilities?
50. Does the HC have an approved budget?
51. Does the HC open on public holidays
52. When does the HC open n close?
53. How does the HC manage its planning and budgeting process?
54. Is the planning and budgeting process participatory?
55. Is there any customer care/ complaint mechanism at the HC
56. Are there any issues of corruption at the HC and how are they resolved

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About UWONET

Uganda Women's Network–UWONET, is an advocacy and lobby network comprising of 16 national women's organizations, institutions and 9 individuals. It was established in 1993 to provide space for collective engagement of organizations advocating for women's rights especially the eradication of gender based discrimination.

Vision

A Ugandan society free of all forms of gender based discrimination

Mission

To coordinate collective action among members and other stakeholders through networking, capacity building, resource mobilization, policy research and advocacy for the attainment of gender equality in Uganda

Project Supported by the

DGF Democratic
Governance
Facility

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