

Volume

**11**

**TRAINING MANUAL  
FOR  
PARTICIPATORY GENDER  
MONITORING AND EVALUATION  
OF LOWER LOCAL GOVERNMENT  
PLANS AND BUDGETS**

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Last but not least, this manual would still not have materialized without the inputs from AFARD staffs, particularly the team of trainers who reviewed the draft materials during the mock presentation. They gave locally sensitive perspectives that enriched the review of final version of this manual.

We are hopeful that the manual will serve the intended purpose.

Alfred Lakwo  
**PROGRAMME OFFICER**

# ABOUT THE MANUAL

## Introduction

From April 2006 AFARD has been implementing a project ‘Engendering Services Delivery and Accountability in Decentralised Local Governments in Nebbi District’. This project is co-financed by EU-GoU Civil Society Capacity Building Programme and AFARD. It aims at ensuring that ‘local governments in Nebbi district provide gender sensitive and equitable services to the community’.

To achieve this goal, this manual is designed to guide the training of Women Council Executives (WCEs) and selected local government officials in Participatory Gender Monitoring and Evaluation (PGME).<sup>1</sup> This training is a follow-up of the initial Gender Responsive Planning and Budgeting (GRP) that was conducted to enhance the capacity of women to effectively participate in the FY 2006/07 decentralized planning processes.

From this training, it is hoped that WCEs, local government personnel and other stakeholders can effectively ‘track’ decentralized development processes to ascertain that local governments are gender responsive both in their planning and budgeting processes and the outcomes therefrom.

It is therefore our wish that through this manual, stakeholders with interest in engendered development can take a move through facilitating, participating, and advocating during the various planning and budgeting stages for not only the inclusion of women in the development process but also remaining committed to their plights. Adopting such a rights based development approach will provide men, women, boys and girls in Nebbi district with equal opportunities for the realization of their full potentials and human dignity.

## Objectives of the manual

This manual is designed to provide a guide for conducting the PGME training. The manual contain reference materials to guide the facilitators during the course of the training of women council executives and local government officials.

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<sup>1</sup> The inclusion of local government officials emanated from the just demand by the various Sub county Chiefs and Chairpersons that their exclusion would deny them the knowledge and skills requisite for responding competently and appreciating women’s and gender issues in decentralized development.

## Issues contained in the manual

The manual contain the following issues:

Unit/Question	Topic
1. What about the training?	Introduction to the training
2. What is it?	Defining Participatory Gender Monitoring and Evaluation
3. Why is it important?	Purpose of Participatory Gender Monitoring and Evaluation
4. Who must be involved in Participatory Gender Monitoring and Evaluation	Actors involved in Participatory Gender Monitoring and Evaluation
5. When is Participatory Gender Monitoring and Evaluation done?	Participatory Gender Monitoring and Evaluation Timing
6. What does Participatory Gender Monitoring and Evaluation look for?	Indicators for Participatory Gender Monitoring and Evaluation
7. How is Participatory Gender Monitoring and Evaluation done?	Tools for conducting Participatory Gender Monitoring and Evaluation
8. To what use is Participatory Gender Monitoring and Evaluation put?	Utilization of Participatory Gender Monitoring and Evaluation information
9. How did we perform?	Training Evaluation

## Users of the manual

This manual is a facilitation guide. It is designed for use by AFARD team of PGME Trainers. However, this manual can also be used as a handy reference material by other people with interest in engendered local government development processes, namely: Women Council Executives, Local government officials, NGOs/CBOs, Local Councils, and Local leaders.

# INTRODUCTION TO THE TRAINING



<b>Session objective</b>	At the end of the session, participants will be able to: <ol style="list-style-type: none"> <li>1. Know one another.</li> <li>2. Align their expectations with training objectives and have their fears allayed.</li> <li>3. Know more about AFARD and EU CSO CBP.</li> </ol>
<b>Topics</b>	<ul style="list-style-type: none"> <li>▪ Participant introduction</li> <li>▪ Expectations and fears</li> <li>▪ About the training</li> <li>▪ About AFARD &amp; EU CSO CBP</li> </ul>
<b>Methodology</b>	Question and answer
<b>Time</b>	15 minutes
<b>Materials</b>	Flip chart/manila papers, marker pens, masking tape

## 1.1 Introduction of Participants

### Procedure:

This unit on introduction involves knowing one another. It is about the introduction of facilitators and participants.

- Welcome participants to the workshop.
- Introduce the team of trainers.
- Request each participant to introduce herself/himself by mentioning the name and title/position of her/his responsibility.
- After accomplishing the above, let the participants write their names on masking tapes and stick them on their chests to enhance memory.
- Request the Chairperson or Sub County Chief to officially open the workshop.

## 1.2 Expectations and Fears

### Procedure:

- Put two flip charts on the wall.
- Request two people to volunteer to write down responses to the question to be asked. Give these two people different markers (colors) - Green for expectations and Red for fears.
- Ask the participants to answer the question, 'what were the expectations and fears you had when you received the invitation for this training?'
- Let the volunteers record the responses as they are being given.

- After all is done, display the two response flip charts and proceed to 1.3.

### 1.3 Workshop objectives

#### Procedure:

- Introduce the workshop objectives.

The overall training objective is, *'enhanced knowledge and skills of Women Council Executives and local government officials in PGME in Nebbi district.'* This is reflected by the focus of the training on:

- *Building skills of WCEs and LLG officials in M&E from a gender sensitive point of view.* In itself, it responds to the knowledge and skills gap among WCEs which in turn limit their active involvement in M&E of LLG investments. The rubric has been 'M&E are technical issues that can only be handled by LLG technocrats' and 'M&E are political issues given that donor funds are allocated for them'.
- *Reflection and lesson sharing.* That many people will be involved in the training (as well as in the actual M&E process) means that different perspectives will be brought on board. As such, collective views are discussed, agreed upon and pursued.

- Compare the workshop objectives with the participants' expectations.
- Allow for discussion on the workshop objectives and expectations and fears and make clarification where possible.
- After all is done, both the participants' expectations and fears and the workshop objectives should be pinned in a corner of the wall to be used later as part of the evaluation at the close of the workshop.
- Also discuss the fears and together develop strategies of how to overcome them.
- Agree on administrative issues (such as time, phone handling, meals, and allowances, etc).

### 1.4 About AFARD and EU CSO CBP

#### Procedure:

- With the help of a write-up on the programme (see the brochures and annex 1), provide a brief about AFARD (who it is, what it does, who it works with, and what its thematic foci are).
- Do as above for EU CS CBP (its goal, objectives, activities, and funders).

# DEFINING PARTICIPATORY GENDER MONITORING AND EVALUATION

## UNIT 2

<b>Session objective</b>	At the end of the session, participants are able to explain what PGME is.
<b>Topics</b>	<ul style="list-style-type: none"> <li>▪ Concept of participation, gender, monitoring and evaluation</li> <li>▪ Participatory gender monitoring and evaluation</li> </ul>
<b>Methodology</b>	Brain storming, question and answer, lecture
<b>Time</b>	15 minutes
<b>Materials</b>	Flip chart, marker pens, masking tape,

### 2.1 Concepts of participation, gender, monitoring and evaluation

#### Procedure

- Ask participants of what they think the following concepts mean –
  - Participation
  - Gender
  - Monitoring
  - Evaluation.
- Explore a summary view in order to merge PGME as one term in itself.

Refer to the below key highlights:

#### 1. Participation

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

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

#### 2. Gender

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

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

### **3. Monitoring**

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

*Thus, simply stated, monitoring is about keeping an open eye to collectively track the planning and budgeting processes and outcomes for gender responsiveness.*

### **4. Evaluation**

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

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

## **2.2 Participatory gender monitoring and evaluation**

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

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

This definition carries the following core issues:

▪ <i>A process</i>	Inherent herein is that PGME is not a snapshot event that is done once and for all. Rather, it is conducted throughout the different stages of the planning and budgeting cycle.
▪ <i>Joint tracking</i>	Herein emphasis is on the fact that PGME is not done by one individual or institution as is the case now with technical and political monitoring. It is done collectively by different actors with stakes in engendered local government planning and budgeting processes and outcomes.

<ul style="list-style-type: none"> <li>▪ <i>Mutually agreed upon</i></li> </ul>	<p>This means that PGME is based on a meaningful understanding among different stakeholders on how things are to be done. This understanding includes how planning and budgeting ought to be done, targets to be reached, actors to be involved, and how accountabilities should be delivered.</p>
<ul style="list-style-type: none"> <li>▪ <i>Commitment</i></li> </ul>	<p>Commitment goes beyond adherence to the principles and regulations regarding the LG planning/budgeting processes to real action to ensure that planned results are also achieved.</p>
<ul style="list-style-type: none"> <li>▪ <i>Engendered planning and budgeting results</i></li> </ul>	<p>PGME strives for gender equity in planning and budgeting processes, budget allocation and disbursements, accountability issues, and the general orientation of such undertaking in promoting gender equality.</p>

# PURPOSE OF PARTICIPATORY GENDER MONITORING AND EVALUATION

## UNIT 3

<b>Session objective</b>	At the end of the session participants are able to discuss the importance of PGME in local government development processes.
<b>Topics</b>	<ul style="list-style-type: none"> <li>▪ What is a gender responsive budget?</li> <li>▪ Why do gender responsive budgeting?</li> <li>▪ Why conduct PGME?</li> </ul>
<b>Methodology</b>	Presentations, question and answer
<b>Time</b>	15 minutes
<b>Materials</b>	Flip chart, marker pens, masking tape,

### Procedure:

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

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

### For the Facilitator's wrap-up

#### 3.1 What is Gender Responsive Budgeting

Gender budget, also called women's budget, should not be misconstrued as having a separate and specific development budget for women. It is about having a gender-sensitive budget. It is a statement used to refer to **the processes of assessing ex-ante or ex-post, in a gender disaggregated manner, a government budget in view of its impact on different groups of women and men, basing on an existing contextual gender relations.** Impliedly, gender budgeting is one of the ways of gender mainstreaming in development processes and it is about equality of access to public sector expenditure.

*Gender responsive budgeting is about ensuring that government budget is based on the needs of and equitably benefit both women and men.*

### 3.2 Why Do Gender Responsive Budgeting

Poverty has been recognized to have a 'female face'. The term 'feminization of poverty' is used to express the larger share of multiple poverty indicators that females have compared to males. With such development inequalities between women and men, gender budgeting facilitates the realization of gender equality (as a goal of development) through gender equity (in the development processes). In this way, gender responsive budgeting is done in order to:

- *Promote equitable share of public resources between women and men.* As resources are allocated based on gender relations in the LLG, it will enhance (i) responsiveness of the public sector to strategic and practical gender needs, and (ii) equity in benefit sharing from public sector expenditures.
- *Observe laws and regulations.* Uganda is a signatory state to laws like CEDAW (Convention for Elimination of Discrimination Against Women). As such, gender budgeting enables the government to fulfill such laws and conventions about eliminating gender inequalities. In this way, gender budgeting enhances women's and human rights.
- *Ensure accountability and transparency in services delivery.* The fact that government services are consumed by its constituency means that those services (i) must be offered in conformity with their needs, (ii) and in a more participatory manner. Doing so makes gender budgeting a means for promoting transparency on the part of policy makers in resource allocation outside the norm of 'leaders know it all'.
- *Advocate and lobby political support for gender equality.* Where gender inequality has been observed, demanding for gender budgeting is a way of by bringing to light gender inequality and how that inequality is perpetuated.

### 3.3 Why conduct a PGME

PGME has been defined as a *process of joint tracking of mutually agreed-upon commitments (procedures, targets, resources, and outcomes) to ensure engendered planning and budgeting results.*

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

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

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

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

# ACTORS INVOLVED IN PARTICIPATORY GENDER MONITORING AND EVALUATION

## UNIT 4

<b>Session objective</b>	At the end of the session, participants are able to list at least 3 key actors involved in PGME in the LLG planning cycle and explain their respective roles.
<b>Topic</b>	Stakeholders involved in LLG planning processes
<b>Methodology</b>	Brain storming, question and answer, lecture
<b>Time</b>	20 minutes
<b>Materials</b>	Flip chart, marker pens, masking tape, copy of LLG planning and budgeting cycle

### Procedure:

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

### 4.1 Analysis of stakeholders and their interests and roles

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

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

#### Facilitator's note

With reference to this particular EU-funded project, when the FY 2006/07 LLG plans are under implementation, the following actors will be involved:

- **AFARD as the organization responsible for the project implementation.** This is because AFARD is accountable to EDF-GoU for the funds invested. It must show value for money for the investments made in this initiative. However in doing so, AFARD may from time to time receive support from CEFORD (the Intermediary Organisation) and EU-Programme Desk (Capacity Building desk).
- **LLGs as services delivery points.** LLGs are expected to comply with the laws of Uganda<sup>2</sup> especially in respect to gender issues. They need to reaffirm their commitments right from planning to implementation and provide ample feedback on their services delivery. By so doing, they account to their constituencies.
- **The WCEs.** These are the mandated representatives charged with championing women issues at various levels of governments. They should ensure that they do not only effectively participate in ensuring that women's concerns are included and attached to resources centers in budget allocation but also that funds are disbursed for such concerns as planned.
- **The Women Councilors.** As the eyes and ears of women within the LLG decision making structures, women councilors play a vital role in ensuring that they effectively fulfill the mandated roles for which they were elected.

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

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<sup>2</sup> See MoLG (August 2006), Assessment Manual of Minimum Conditions and Performance Measures for Local Governments. Herein it is stated that there are numerous laws and guidelines that LLGs must conform to, namely among them are the Local Governments Act, Finance and Accounting Regulations, and the National gender policy. These laws conform to the Constitution and other human rights statutes.

# PARTICIPATORY GENDER MONITORING AND EVALUATION TIMING

## UNIT 5

<b>Session objective</b>	At the end of the session, participants are able to identify when PGME can be done in the LLG planning and budgeting cycle.
<b>Topics</b>	<ul style="list-style-type: none"> <li>▪ LLG planning cycle</li> <li>▪ When PGME is best done</li> </ul>
<b>Methodology</b>	Brain storming, question and answer, lecturette
<b>Time</b>	20 minutes
<b>Materials</b>	Flip chart, marker pens, masking tape, copy of LLG planning cycle

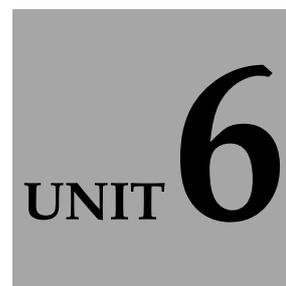
### Procedure:

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

### 5.1 Analysis of the planning cycle timing

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

# INDICATORS FOR PARTICIPATORY GENDER MONITORING AND EVALUATION



<b>Session objective</b>	At the end of the session, participants are able to enumerate at least one indicator for any five key stages of the LLG planning cycle.
<b>Topics</b>	<ul style="list-style-type: none"> <li>▪ What are indicators?</li> <li>▪ Gender responsiveness indicators in LLG planning and budgeting cycles.</li> </ul>
<b>Methodology</b>	Brain storming, question and answer, lecturette
<b>Time</b>	45 minutes
<b>Materials</b>	Flip chart, marker pens, masking tape, copies of the LLG plan

## 6.1 Indicators

### Procedure:

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

### **Facilitators’ note**

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

In the situation of the WCEs however, the situation is abit more complex because the dimensions they are interested in are more diverse. For instance they may want to ensure:

- *That what was required to be done was done.* For instance, women wanted more money allocated for water sources say from Ushs 1 million to Ushs 3 million. This is called *process indicator*. It can be of inputs to be used or outputs to be realized.
- *That change has occurred in how things are done.* For instance, while initially budget conferences were only attended by Councilors, now,

however, even other women and the WCEs attend. This is called *change indicator*.

- *That benefit has been realized from something.* For instance, with more money utilized for water sources, women now have ample time to attend community meetings without the hustle of 'I have to spend more time to go and fetch water'. This is an example of an *impact indicator* because it reveals the actual changes in the life of the beneficiaries.

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

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

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

## **6.2 Gender-responsiveness indicators in LLG planning and budgeting processes**

What we have noted above is about what indicators are and what they should do. However, this must be linked to gender-responsiveness question so that the aim of engendering services delivery by local government planning and budgeting processes can be achieved.

It is this last aspect that led to the development of gender-responsiveness indicators. The table below shows these indicators that are user-friendly, they capture budget management processes and outcomes, and also trace the entire planning processes.

Gender-responsiveness indicators in LLG planning and budgeting processes

Cycle	Stages	Critical indicators	Source of information	Method of data collection	Frequency	Actor	Use
Budget Planning	Mobilization	1. WCE identified core women's issues at all levels before LG planning meetings	Minutes of WCE	Documentary review	Annual	WCE	Pursue specific gender needs in the budget
	Village planning	2. Proportion of women to men participating in village planning meeting	Attendance list with PDCs i/c planning	Documentary review	Annual	WCE	Mobilize women to participate in the planning processes so that they can echo their needs
	Parish planning	3. Proportion of women to men participating in parish planning meeting	Attendance list with PDCs i/c planning	Documentary review	Annual	WCE	
	Sub county planning	4. Proportion of women to men participating in sub county budget conference	Attendance list with sub accountant	Documentary review	Annual	WCE	
		5. WCE held meeting with sub county Sectoral committees	Minutes of WCE	Documentary review	Annual	WCE	Push for women's needs
	Plan approval	6. Proportion of women to men participating in sub county budget approval meeting	Attendance list with sub accountant	Documentary review	Annual	WCE	Witness the fairness of the budget
		7. Sectoral plans have gender disaggregated targets	Approved plan	Documentary review	Annual	WCE	Policy commitment to engendered development
		8. Plans and budgets have affirmative action consideration	Approved plan & budget	Documentary review	Annual	WCE	
		9. Budgets have explicit gender responsiveness statements	Approved budget	Documentary review	Annual	WCE	
		10. Aggregate budget allocated for services Vs administrative sectors	Approved budget	Documentary review	Annual	WCE	Policy translation into budget commitment
		11. Intra-sector allocation for services Vs administrative costs	Approved budget	Documentary review	Annual	WCE	
	12. Share of budget allocated for affirmative action	Approved budget	Documentary review	Annual	WCE		

<b>Budget implementation and accounting</b>	Plan feedback	13. LLG have popular version of their plans	Sub county chief	Observation	Annual	WCE	Measure of feedback process
		14. LLG provided WCE with a copy of the approved plan/budget	Copy of plan/budget	Observation	Annual	WCE	
		15. LLG communicated about approved plan/budget to lower units	Copy of the communication	Observation	Annual	WCE	
		16. LLGs communicated about approved plan/budget to WCE	Copy of the communication	Observation	Annual	WCE	
	Execution	17. LLG provide WCE with details of cash inflows/outflows	Disbursement reports	Observation	Quarterly	WCE	Engagement in resource management
		18. WCE involved in expenditure allocation	Committee reports	Interview	Quarterly	WCE	
		19. Aggregate budget disbursed for services Vs administrative sectors	Expenditure ledgers	Documentary review	Quarterly	WCE	Trace commitment to approved plans and budget
		20. Intra-sector disbursement for services Vs administrative costs	Expenditure ledgers	Documentary review	Quarterly	WCE	
		21. Share of budget disbursed for affirmative action	Expenditure ledgers	Documentary review	Quarterly	WCE	
	Follow-up and reporting	22. WCE met Sectoral committees to follow disbursements	Minutes of WCE	Documentary review	Quarterly	WCE	Hold leaders accountable
23. Progress reports include gender disaggregated data		Plan review reports	Documentary review	Quarterly	WCE	Measure progress made	

Source: Lakwo, A. (2006). Local Government Gender-responsiveness Audit Tool.

# TOOLS FOR CONDUCTING PARTICIPATORY GENDER MONITORING AND EVALUATION



<b>Session objective</b>	At the end of the session, participants are able to explain how they can track PGME indicators in the LLG planning cycle.
<b>Topics</b>	<ul style="list-style-type: none"> <li>▪ Tools for conducting PGME</li> <li>▪ How to use the tools</li> </ul>
<b>Methodology</b>	Brain storming, question and answer, lecturette
<b>Time</b>	30 minutes
<b>Materials</b>	Flip chart, marker pens, masking tape, copies of approved LLG plan and budget, Committee reports, Progress reports, Expenditure ledgers

## 7.1 Tools

### Procedure:

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

### **Facilitators’ note**

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

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

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

Below is how each of these tools can be used.

## 7.2 How to use PGME tools

Cycle	Stages	Critical indicators	Source of information	Method of data collection	How to use the tool
Budget Planning	Mobilization	1. WCE identified core women's issues at all levels before LG planning meetings	Minutes of WCE	Documentary review	<ul style="list-style-type: none"> <li>* From the chairperson WCE, ask for a copy of their pre-planning minute</li> <li>* Verify whether or not they identified core women's issue</li> <li>* Also verify whether or not they communicated to lower WCEs</li> </ul>
	Village planning	2. Proportion of women to men participating in village planning meeting	Attendance list with PDCs i/c planning	Documentary review	<ul style="list-style-type: none"> <li>* From the PDC i/c planning get a summary of planning attendants</li> <li>* Calculate the percent of women who participated</li> </ul>
	Parish planning	3. Proportion of women to men participating in parish planning meeting	Attendance list with PDCs i/c planning	Documentary review	<ul style="list-style-type: none"> <li>* From the PDC i/c planning get a summary of planning attendants</li> <li>* Calculate the percent of women who participated</li> </ul>
	Sub county planning	4. Proportion of women to men participating in sub county budget conference	Attendance list with sub accountant	Documentary review	<ul style="list-style-type: none"> <li>* From the PDC i/c planning get a summary of planning attendants</li> <li>* Calculate the percent of women who participated</li> </ul>
		5. WCE held meeting with sub county Sectoral committees	Minutes of WCE	Documentary review	<ul style="list-style-type: none"> <li>* From the i/c planning in the LLG get a summary of planning attendants</li> <li>* Calculate the percent of women who participated</li> </ul>
	Plan approval	6. Proportion of women to men participating in sub county budget approval meeting	Attendance list with sub accountant	Documentary review	<ul style="list-style-type: none"> <li>* From the i/c planning in the LLG get a summary of planning attendants</li> <li>* Calculate the percent of women who participated</li> </ul>
		7. Sectoral plans have gender disaggregated targets	Approved plan	Documentary review	<ul style="list-style-type: none"> <li>* From the sub county chief of the LLG get a copy of the approved plan</li> <li>* Look at sector analysis in problem statement, target setting and monitoring plan</li> <li>* Ascertain whether or not they contain gender blind, neutral or sensitive analysis</li> </ul>
		8. Plans and budgets have affirmative action consideration	Approved plan & budget	Documentary review	<ul style="list-style-type: none"> <li>* From the sub county chief of the LLG get a copy of the approved plan and budget</li> <li>* Look at affirmative action in approved priority project list</li> <li>* Ascertain whether or not the approved budget have allocations for those priorities</li> </ul>

Cycle	Stages	Critical indicators	Source of information	Method of data collection	How to use the tool
		9. Budgets have explicit gender responsiveness statements	Approved budget	Documentary review	<ul style="list-style-type: none"> <li>* From the sub county chief of the LLG get a copy of the approved budget</li> <li>* Verify if the budget statement contains explicit gender responsiveness statements</li> </ul>
		10. Aggregate budget allocated for services Vs administrative sectors	Approved budget	Documentary review	<ul style="list-style-type: none"> <li>* From the sub county chief of the LLG get a copy of the approved budget</li> <li>* Compute the budget allocation for services sectors (education, health, agriculture, community development, environment and technical services)</li> <li>* Compute the budget allocation for administrative sector (management support and finance, councils and planning)</li> <li>* Compute the percent for services and administrative sectors</li> </ul>
		11. Intra-sector allocation for services Vs administrative costs	Approved budget	Documentary review	<ul style="list-style-type: none"> <li>* From the sub county chief of the LLG get a copy of the approved budget</li> <li>* Compute the Sectoral budget allocation for services sectors (education, health, agriculture, community development, environment and technical services) in terms of recurrent and development cost</li> <li>* Compute the sector budget allocation for administrative sector (management support and finance, councils and planning) in terms of recurrent and development cost</li> <li>* Compute the percent for recurrent and development budget allocation for services and administrative sectors</li> </ul>
		12. Share of budget allocated for affirmative action	Approved budget	Documentary review	<ul style="list-style-type: none"> <li>* From the sub county chief of the LLG get a copy of the approved budget</li> <li>* Compute the budget allocation for affirmative action</li> <li>* Compute the percent of affirmative action from the total budget</li> </ul>
Budget implementation and accounting	Plan feedback	13. LLG have popular version of their plans	Sub county chief	Observation	<ul style="list-style-type: none"> <li>* Ask (evidence)the sub county chief whether or not they have a popular version of their approved plan and budget</li> </ul>
		14. LLG provided WCE with a copy of the approved plan/budget	Copy of plan/budget	Observation	<ul style="list-style-type: none"> <li>* Ask (evidence)the Chairperson of sub county WCE whether or not they have a popular version of their approved plan and budget</li> </ul>
		15. LLG communicated about approved plan/budget to lower units	Copy of the communication	Observation	<ul style="list-style-type: none"> <li>* Ask (evidence)the sub county chief whether or not they communicated to lower units about the approved plan and budget</li> </ul>
		16. LLGs communicated about approved plan/budget to WCE	Copy of the communication	Observation	<ul style="list-style-type: none"> <li>* Ask (evidence)the sub county chief whether or not they communicated to WCE about the approved plan and budget</li> </ul>
	Execution	17. LLG provide WCE with details of cash	Disbursement reports	Observation	<ul style="list-style-type: none"> <li>* Ask (evidence)the sub county chief whether or not they have copies of budget inflows and outflows</li> </ul>

Cycle	Stages	Critical indicators	Source of information	Method of data collection	How to use the tool
		inflows/outflows			
		18. WCE involved in expenditure allocation	Committee reports	Interview	* Ask WCE whether or not they are involved in expenditure allocation
		19. Aggregate budget disbursed for services Vs administrative sectors	Expenditure ledgers	Documentary review	* From the sub accountant of the LLG get a copy of the approved budget and expenditure ledger * Compute the actual budget disbursed for services sectors (education, health, agriculture, community development, environment and technical services) * Compute the actual budget disbursed for administrative sector (management support and finance, councils and planning) * Compute the percent of disbursement for services and administrative sectors
		20. Intra-sector disbursement for services Vs administrative costs	Expenditure ledgers	Documentary review	* From the sub accountant of the LLG get a copy of the approved budget and expenditure ledger * Compute the Sectoral actual budget disbursed for services sectors (education, health, agriculture, community development, environment and technical services) in terms of recurrent and development cost * Compute the sector actual budget disbursed for administrative sector (management support and finance, councils and planning) in terms of recurrent and development cost * Compute the percent disbursement for recurrent and development budget for services and administrative sectors
		21. Share of budget disbursed for affirmative action	Expenditure ledgers	Documentary review	* From the sub accountant of the LLG get a copy of the approved budget and expenditure ledger * Compute the actual budget disbursed for affirmative action * Compute the percent disbursement of affirmative action from the total budget disbursed
	Follow-up and reporting	22. WCE met Sectoral committees to follow disbursements	Minutes of WCE	Documentary review	* Ask the chairperson WCE for a minute of their meeting with Sectoral committee on budget disbursement
		23. Progress reports include gender disaggregated data	Plan review reports	Documentary review	* From the sub county chief, obtain a copy of quarterly progress report * Look through the various sectors for gender disaggregated data in the reports for outputs and outcomes * Ascertain whether or not they contain gender blind, neutral or sensitive analysis



# UTILIZATION OF PARTICIPATORY GENDER MONITORING AND EVALUATION INFORMATION



<b>Session objective</b>	At the end of the session, participants are able to explain how PGME generated information can be used.
<b>Topics</b>	<ul style="list-style-type: none"> <li>▪ Experiences with LLG M&amp;E</li> <li>▪ Reporting and Feedback</li> <li>▪ Using PGME findings</li> <li>▪ Steps for utilizing PGME findings</li> </ul>
<b>Methodology</b>	Question and answer, lecturette
<b>Time</b>	15 mins
<b>Materials</b>	Flip chart, marker pens, masking tape, copies of progress reports on LLG plan and budget, Committee reports

**Procedure:**

- Refer to copies of approved LLG plan, committee reports, progress and reports of the LLG where the workshop is being held.
- Ask participants to explain their experiences with M&E of their LLGs.
- Finally, take them through their answers with the notes below.

**8.1 Experiences with LLG monitoring**

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

- Ask the participants to discuss the challenges they have met in monitoring of LLG activities.
- Ask them also to identify possible solutions.
- Use the results to allow for sharing of experiences of the possible realities participants are likely to meet in the future.

Experiences of M&E in LLG

Challenges encountered	Recommendations (for the future)

## 8.2 Reporting and feedback

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

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

Sample of a PGME report

Planning and budgeting stage	Issue (gender-responsiveness indicators)	Agreed upon target	Current state (at the end of period)	Comment

## 8.3 Using PGME findings<sup>3</sup>

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

- To track whether or not AFARD-EDF-GoU project is on track.
- To track local government responsiveness to gender issues.
- To advocate and lobby LLG for gender-responsiveness.
- To advocate other development actors to support gender-responsiveness.
- To compare between LLGs and inter-sector gender responsiveness.

## 8.4 Steps for utilizing PGME findings

A basis has already been set in kick-starting the engagement between WC and LLG through (i) skills training in gender-responsive planning and budgeting; and (ii) facilitating women's participation in the planning processes of LLG where resources are shared. These processes feed into the LLG planning and budgeting

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<sup>3</sup> For Local Government see MoLG (December 2003), Project Monitoring and Evaluation. Participant's Handbook Higher Local Government. Kampala.

processes and outcomes of the FY 2006/07 – the approved plans and budgets of the various LLGs.

Below are the suggested steps for collecting data and using PGME findings:

1. Develop a clear and easy to use template for capturing data from various sources but in line with the agreed upon indicators. This will make every data collector use a uniform format that makes comparison over time easy.
2. Build alliance with AFARD, DLG and women councilors to ensure that you know as and when funds have been received from MoFPED, disbursed to, and accounted for by, the various LLGs. This will break the 'purposeful information denial strategy' by the different data holders.
3. Together with women councilors visit the information source centre to fill in your template. Ensure that in doing this you are friendly and use the right channel to doing things! Often time data holders deny information because they are 'protocol friendly'.
4. Compile a brief report on the findings which should be comparative. Use the target set as the basis to compare what was to be and what is.
5. Share this report among yourself and discuss it as WCE so that you can have a commonly agreed upon position. Make sure you do not blow the 'cat out' as it will offend the resource controllers and/or prepare them for quick defense that at times be disastrous for the future relations between the WCE and LLG.
6. Collectively approach the LLG power centers, especially the SCLG Executives or the Sub County Chief/Senior Assistant Administrative Officers. An organized meeting is better so that you can seek for explanations on issues that are not clear.
7. Approach the women constituency be it with good or bad outcomes of the deliberation either to report progress made or solicit collective view on issues that requires 'exerting pressure on the LLG'.
8. Should you fill dissatisfied, contact the District Women Council Officer, District Gender Officer, and the Chief Administrative Officer for more clarifications.
9. At the worst, the District Woman Member of Parliament should be involved.

# TRAINING EVALUATION

## UNIT 9

<b>Session objective</b>	At the end of the session, participants are able to assess whether or not they met their expectations as well as the relevance of the training.
<b>Topics</b>	Participatory assessment
<b>Methodology</b>	Brain storming, question and answer, lecturette
<b>Time</b>	30 minutes
<b>Materials</b>	Flip chart, marker pens, masking tape, copies of approved LLG plan and budget, Committee reports, Progress reports, Expenditure ledgers

### Procedure

- Pick and pin on the wall the flip chart containing participants' expectations and using a Q&A method go through all the expectation and get explanations of achievement for each expectation
- Lastly, let the participants comment on the various aspects of the training like mobilization, venue, duration, facilitators skills, their facilitation, etc.

## Annex of key data collection tools

1: About AFARD and EU Civil Society Capacity Building programme

### **PROJECT NAME: ENGENDERING SERVICE DELIVERY AND ACCOUNTABILITY IN DECENTRALISED LOCAL GOVERNMENTS IN NEBBI DISTRICT**

**PROJECT GOAL:** Local governments in Nebbi district provide gender sensitive and equitable services to the community

#### **Project objectives**

The key objectives of the project are:

1. Women Councils leaders have increased knowledge and skills in gender planning and M&E, and advocacy/lobbying.
2. Effective participation of women in local government budget/planning increased.
3. District and sub county local governments are transparent and accountable to their constituents in general and to women in particular.

#### **Project beneficiaries**

- Women Council of Nebbi district who will be capacitated to perform their due roles
- The women of Nebbi who will benefit from engendered budgets
- The people of Nebbi who will benefit from transparent and accountable governance

#### **Key activities of project**

- ✚ Capacity Assessment for Women Council members
- ✚ Training 544 members of Women Council in gender responsive planning and budgeting, participatory gender M+E, and advocacy and lobbying.
- ✚ Mobilization of women to participate in local government planning process
- ✚ Facilitating Women Council members to participate to participate in the planning
- ✚ Use of various IEC tools like print media, radio, and drama to communicate the plight of women
- ✚ Participatory monitoring of local government programmes
- ✚ Advocacy and lobbying of various levels of local governments
- ✚ Documentation of best practices

#### **The 9<sup>th</sup> EDF CS capacity Building Program**

This is the first large scale funding for civil society, though government and reflects government's attempts towards diversifying service delivery and providing space for civil society in national policy dialogue.

Its overall objective is to make government and donor policies and programmes increasingly responsive to demands of the more vulnerable sections of the population. The specific purpose is to enable CSOs to engage effectively with government, donors, the private sector and donor agencies in the development process.

#### **Expected results:**

1. Institutional development: Participating CSOs and networks more accountable and representative and there is improved coordination and networking amongst them.

2. Empowerment: Local populations particularly the more vulnerable groups in selected districts empowered through CSO activities and become increasingly involved in resource planning and monitoring
3. Advocacy: CSOs improve their capacity to advocate and lobby on issues affecting the poor.
4. Appropriate Service Delivery: CSOs improve capacity to deliver services appropriate for the poor.

The programme management has a four tier structure consisting of : the National Authorising Officer; The Programme Advisory Board, The Civil Society Steering Committee; and Programme Management Unit with the following addresses:

### **About AFARD**

The Agency for Accelerated Regional Development is a legally registered indigenous NGO based in Nebbi district but with a regional outlook and outreach

Vision: A West Nile region with a population that is prosperous, healthy and informed.

Mission: To contribute to shaping the minds of people towards a situation where local people take a lead in development and the marginalized groups are included in all development processes:

### **On-going programs and funding sources:**

- 1: **Food Security:** A 2-year project supporting 30 groups in Panyango and Erussi in Nebbi district to attain food security (Tudor Trust UK)
2. **HIV/AIDS:** The Lakeshore Aids Initiative Project is changing knowledge, attitude and practice related to HIV/AIDS and building community capacity to cope in Dei Fishing Village, Nebbi district (DCI- Embassy of Ireland- Uganda)
3. **Water and Sanitation:** Provision of boreholes, public toilet and community education and capacity building for sustained improvement in water and sanitation in Dei Fishing Village, Nebbi district (DCI- Embassy of Ireland- Uganda)
4. **Support to 2000 Orphans and Vulnerable Children and 1079 families** that host orphans through scholastic materials, vocational training, income generating assets, agriculture in Wadelai, Erussi, (and soon 8 other Sub counties) in Nebbi district implemented jointly with CARITAS Nebbi (funded by UNICEF)
5. **Support for 200 Orphans and vulnerable children** through income generated from fishing in Dei fishing village (Canadian Embassy, Kampala)

## 2. Attendance list

Name of Subcounty	Name of Parish			
Name of villages	# men	# women	Total	% women

## 3. BUDGET/EXPENDITURE ANALYSIS BY SECTOR

No	SECTOR	Approved (a)	Actual (b)	Variance (c=b-a)	% Actual from planned = (b/a)*100%
1	Management Support Services**				
2	Finance and planning**				
3	Education and Sports				
4	Production and marketing				
5	Health and environment				
6	Community Based Services				
7	Technical services and works				
	<b>Totals</b>				

\*\* denote administrative sectors

## SECTOR REVIEW PERFORMANCE

Sector	Approved budget			Actual budget		
	2004/05 (000)			2004/05 (000)		
	Developm't	Recurrent	Total	Developm't	Recurrent	Total
Management Support Services						
Finance and planning						
Education and Sports						
Production and marketing						
Health and environment						
Community Based Services						
Technical services and works						
<b>Totals</b>						

## Affirmative action budget and plan analysis

Sector	Proposed affirmative activity	Budget provision	Actual allocation	Key beneficiaries by number (gender) and categories		Where activity was implemented (villages)
				Male	Females	

**TABLE 1: PRESCRIBED LOCAL GOVERNMENTS PLANNING AND BUDGETING SCHEDULE**

	Activity	When to be done	Who are involved	Expected output
1	Dissemination of policy and planning guidelines	30 <sup>th</sup> September	District and ministries	Circulars sent to LLGs
2	Consultative meeting on: <ul style="list-style-type: none"> <li>• Implications of policy guidelines</li> <li>• Planning and budgeting processes</li> <li>• Participation of development partners in the process and areas of complementarities between government and partners</li> <li>• Indicative planning figures by all actors</li> </ul>	1 <sup>st</sup> week of October	LLG executive committee, LG TPC, Development partners (CSO, NGOs)	<ul style="list-style-type: none"> <li>• Synchronized plan and budget process</li> <li>• IPFs declared by all partners including CSOs</li> <li>• Consensus built</li> </ul>
3	Dissemination of consultative meeting-planning and budgeting programme	2 <sup>nd</sup> week of October	SCC/TC	<ul style="list-style-type: none"> <li>• Circulars on P&amp;B sent to LLC</li> <li>• Harmonized approach, process and timeframe</li> </ul>
4	Community (village and parish) level consultations	2 <sup>nd</sup> week of October	Village and parish councils	• Community priorities identified
5	Consolidation and submission of community proposals and plans to LLG	2 <sup>nd</sup> week of November	Parish Chief, parish councils, PDCs	• Community proposals consolidated and submitted
6	Planning and budgeting conference to review performance and agree on priorities	15 <sup>th</sup> November	Council, TPC, Development partners	• Priorities agreed upon by a wide spectrum of the stakeholders
7	Consolidation and costing of LG priorities	3 <sup>rd</sup> week of November	TPC secretariat	• Priorities costed and consolidated
8	Discussion of LG draft plans and estimates	15 <sup>th</sup> March	Sectoral committees	• Synchronized draft plan and budget
9	Consolidation and incorporation of sectoral committee recommendations	March-April	Executive committee	• Recommendations incorporated into draft plan and budget
10	Consolidation and preparation of LG three year draft plan and annual estimate	30 <sup>th</sup> May	TPC secretariat	• Final three year draft plan and annual estimate in place
11	Presentation of LG three year plan and budget estimates to council for approval	15 <sup>th</sup> June	Finance secretary/ Speaker	• Plan and annual budget approved
12	Dissemination of information in plan and budget to HLG and LLCs	30 <sup>th</sup> June	SCC/TC	• Formal submission of approvals and recommendations to HLG and LLC
13	Plan and budget implementation	Continuous/monthly	PMCs, LCIII, LCII, LCI	• Plan and budget implemented
14	Plan implementation reviews	Quarterly	Councils, CSO, TPC	• Reviews done

Source: MoLG, 2004. Harmonized Participatory Planning Guide.