

Volume

9

**FACILITATOR'S MANUAL
FOR ADVOCACY ON
GENDER RESPONSIVE PLANNING AND BUDGETING FOR
LOWER LOCAL GOVERNMENTS
IN NEBBI DISTRICT**

Prepared by:

**Alfred LAKWO, Julius Amule OCAYA and Gilbert ONENCAN
Agency For Accelerated Regional Development
(AFARD)**

**Uringi Road, Opposite Nebbi District Local Government
Planning Unit Office**

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Table of Contents

ABOUT THE MANUAL	3
INTRODUCTORY REMARKS	3
WHY TARGET LOWER LOCAL GOVERNMENT.....	3
WHY A BUDGET APPROACH	4
ADVOCACY OBJECTIVES	4
TOPICS TO BE COVERED.....	4
INTRODUCTION TO THE WORKSHOP	5
INTRODUCTION OF PARTICIPANTS.....	5
PARTICIPANTS' EXPECTATIONS, FEARS AND WORKSHOP OBJECTIVES.....	6
WORKSHOP RULES	6
HUMAN RIGHTS AND GENDER RESPONSIVE BUDGETING.....	7
HUMAN RIGHTS	7
<i>Women's Rights in perspective</i>	8
<i>Development as a Human Right</i>	8
GENDER RESPONSIVE BUDGETING.....	9
<i>What is Gender Responsive Budgeting</i>	9
<i>Why Do Gender Responsive Budgeting</i>	9
<i>When To Do Gender Responsive Budgeting</i>	9
<i>How To Do Gender Responsive Budgeting</i>	10
LC III WOMEN COUNCILS: THE STRIDE THIS FAR	11
FORMAT FOR WC PRESENTATION	11
EXTRACT OF CHALLENGES TO THE REALISATION OF GENDER RESPONSIVE BUDGETING.....	11
GENDER ANALYSES OF SELECTED LLGS DEVELOPMENT PLANS AND BUDGETS	13
OVERALL BUDGET/EXPENDITURE ANALYSIS OF SELECTED LLGS	14
BY SECTOR 2004/05.....	14
SECTOR BUDGET ALLOCATION ANALYSIS: PEOPLE CENTREDNESS VS ADMINISTRATION	15
GENDER DISAGGREGATED EXPENDITURE BENEFIT ANALYSIS TOOL	16
AFFIRMATIVE ACTION ANALYSIS TOOL	16
LLG COMMITMENT PLANS.....	17
FORMAT FOR COMMITMENT PLAN	17
EVALUATION	18

ABOUT THE MANUAL

Introductory Remarks

This manual is primarily designed as a facilitator's advocacy tool to complement and enable the Women's Rights and Gender Responsive Budgeting (GRB) training objectives be realized. The prime motive for the development of this manual is to provide a quick guide during advocacy workshops on GR [planning] &B particularly in Nebbi district lower local governments.

It is our conviction that the effective use of this manual will lead not only to getting clear and workable commitments from LLG for GRP&B but also that LLG will be engaged and questioned to be accountable for such commitments. Also important is that this manual will facilitate the (re)birth and rejuvenation of a gender sensitive monitoring and evaluation framework beyond the usual blunt - "the people will monitor" M&E system. By so doing, LLG plans and budgets will probably be reoriented towards a sustained and accelerated rights based development in which men, women, boys and girls have equal opportunities for the realization of their full potential and human dignity.

GRP&B is a policy issue. It demands political action (which are sometimes divergent and based on conflicting interest, norms and [un]cherished values in the name of "serving the people") during resource allocation and utilisation. Aware of this, AFARD will play a "catalyst" role. This role should result into a change of the mindset where the voiceless are accommodated and heard within the arena of politically charged resource sharing and development process.

Why Target Lower Local Government

The targeting of LLG has not been accidental, rather one that builds on and takes advantage of their value addition in the development process. Such comparative advantage with higher local governments are witnessed in:

- The decentralization framework mandates LLGs to carry out resource mobilization and planning functions. These resources should be clinically directed and utilized for the promotion/improvement/expansion of the livelihoods of the constituent LLG community members-women, men, girls and boys-in a gender sensitive way.
- LLG also provide the most effective channel of reaching the prime "beneficiaries" of the mandated functions and missions of governments. In this way they are well placed (at meso level) to provide the link between "doers" and "consumers" (positioned at micro level) of development.

Why a Budget Approach

A budget is a policy statement which reflects, financially, government's political commitment to social and economic priorities. Simply put, a budget is a statement of income for agreed upon expenditures. A budget approach is used because it acts as:

- a control measure for ensuring that expenses meet activities planned for;
- an opportunity for making choices among competing alternatives; and
- a justification for raising money to fund agreed upon activities.

Gender-responsive budget analysis, therefore, provides a way to hold governments financially accountable for its commitments to gender equality and women's human rights by linking these commitments to the distribution, use and generation of public resources.

Advocacy Objectives

It is envisaged that: the LLGs will develop and implement a Gender Responsive Plan and Budget (GRP&B) and monitor, evaluate and be accountable for its gender outcomes.

Specifically, the workshop intend to:

- Raise awareness on gender issues and the gender impact embedded in LLG plans and budgets.
- Enlist LLG commitments to GRP&B and make them accountable for such commitments.
- Come up with an agreed monitoring and evaluation (M&E) work plan that clearly indicates responsibility centers.

Topics to be covered

	Topic	Sub-topic	Time
1	Human Rights and Gender Responsive Planning and Budgeting	<ul style="list-style-type: none">• Human rights• Women's rights• Development as a right• What, why, how and when to do a gender responsive budgeting	1 hour
2	LLGs Women Councils: The stride this far	<ul style="list-style-type: none">• Women council performance report and challenges	30minutes
3	Gender Analysis of LLGs Plans and Budgets	<ul style="list-style-type: none">• Overall LLG budget/expenditure analysis by sector• Sector budget allocation: People Centredness Vs Administration• Gender Disaggregated expenditure benefit analysis• Affirmative action analysis	1:30 hours
4	LLGs Commitment Plans	<ul style="list-style-type: none">• Commitment plan	1 hour

INTRODUCTION TO THE WORKSHOP

UNIT 1

Session objective	<ol style="list-style-type: none">1. To enable participants and facilitators know themselves/each other2. To get participant's expectations of the workshop3. To enable participants know the objectives of the workshop4. To set ground rules and make administrative announcements
Topics	Participant's introduction and expectation; Workshop objectives
Methodology	Brain storming, question and answer, games, lecturette
Time	1 hour
Materials	Flip chart/manila papers, marker pens, nylon string, masking tape

Introduction of Participants

Procedure:

This being an advocacy workshop, it is essential at the onset that participants get to know each other and their key attributes to gender issues for the purpose of building alliances. Thus, this introduction is meant to enable participants appreciate each others values and interest in gender issues and thereafter build alliances of friendship and working towards as a gender based people.

- Let participants sit or stand (for a larger group) in a circle.
- Using a string give instructions that each of the participants will introduce any person (in the workshop) that they are familiar with and that the introduction should take the following form:
 - Name of the person
 - How you came to know that person
 - What you know as the positive attributes of the person
 - What you are aware of that the person has done as far as the advancement of women's rights is concerned
- When the introduction is over, the person holding the string passes the string to the person he/she has introduced and the process goes on.
- In between, the Facilitator is to interject and ask how those who are not yet introduced feel; At the end of it all a network will be built connecting some/all the participants;

- Finally, the Facilitator should request some of the participants to loosen or let go the string, and ask for the feeling of the participants especially on the strength/weaknesses of the network; And this should lead him/her to a discussion on the theme of the advocacy and working together.

Facilitator's notes

Please take note of participant's responses on the positive attributes and advancement of women's rights which should eventually be shared with them before concluding this session.

Participants' Expectations, Fears and Workshop objectives

Procedure:

- Distribute two cards (preferably in different colors) to each participant and ask to write one key expectation and fear.
- Collect the cards
- Read and group common responses
- Ask the co-facilitator to write the grouped responses on a flip chart.

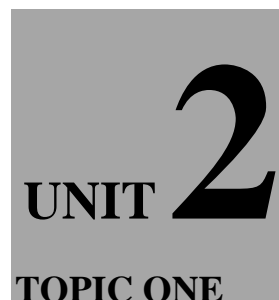
- The Facilitator should write down the workshop objectives on either a flip chart or manila papers and display to the participants.
- The objectives should be compared with the participants' expectations, and areas of divergence be noted and ironed out.
- Allow for discussion on the workshop objectives and expectations and make clarification where possible.
- Both the participants' expectations and workshop objectives should be pinned on the wall and will form part of the evaluation at the close of the workshop.

Workshop rules

Procedure:

Explain the significance of having ground rules and let participants freely suggest (which should be supported by consensus) what constitute the group rules and penalties, if any. The written down rules should also be pinned on the wall for ease of reference.

HUMAN RIGHTS AND GENDER RESPONSIVE BUDGETING



Session objective	To increase participant's understanding of human rights and gender responsive budgeting
Topics	Human rights, women rights and GRB, and highlights of challenges and recommendations
Methodology	Brain storming, question and answer, lecture
Time	1 hour
Materials	Flip chart, marker pens, masking tape, copy of the GRB training report

Facilitator Notes

Refer to the below key highlights on HR, WR and GRB

HUMAN RIGHTS

"Whenever we lift one soul from a life of poverty, we are defending human rights. And whenever we fail in this mission, we are failing human rights" (Koffi Annan: United Nations Secretary-General)

Human rights are the inherent basic entitlements on which an individual has claim(s) by virtue of being a human being. The Uganda constitution Article 20 (1) on fundamental and other human rights and freedoms clearly provides that *"Fundamental rights and freedoms of the individual are inherent and not granted by the state."*

The existence of HR establishes an obligation (on the government or duty bearers) to formulate and implement policies that put these conditions in place. The following principles apply to HR: they are **inherent; inalienable; universal; promote equality; non-discriminatory;** and **look at the individual as a human being.** For these principles and the ideal of HR to be achieved, there are *duty bearers* (who may be institutions, organizations, individuals in authority, etc) charged with the responsibility and obligation to respect, protect, fulfill and promote the rights of those who hold claims and entitlements to the rights (*right holders*).

Women's Rights in perspective

The fundamentals of HR noted above apply to all men and women regardless of sex, wealth, position, etc. There are various operational instruments in Uganda for the purpose of protecting, promoting and fulfilling the rights of women. Here emphasis is put on the Constitution of the Republic of Uganda 1995 Article 33: Rights of women

- (1) Women shall be accorded full and equal dignity of the person with men
- (2) The State shall provide the facilities and opportunities necessary to enhance the welfare of women to enable them to realize their full potential and advancement
- (3) The State shall protect women and their rights, taking into account their unique status and natural maternal functions in society
- (4) Women shall have the right to equal treatment with men and that right shall include equal opportunities in political, economic and social activities
- (5) Without prejudice to article 32 of the constitution, women shall have the right to affirmative action for the purpose of redressing the imbalances created by history, tradition or customs
- (6) Laws, cultures, customs or traditions which are against the dignity, welfare or interest of women or which undermine their status, are prohibited under the constitution.

Note: Also important are rights contained in articles 21, 26, 32, 36, 38, and 59, and national objectives VI and XV.

Development as a Human Right

Generally reference is made to development as being a process(es) involving enlargement, enrichment, improvement, nourishment, increase, transformation, progress, promotion, growth, etc of something in regards to its quality, quantity and distribution to human well-being.

What Julius K. Nyerere said about development?

"... development means the development of people. Roads, buildings, the increase of crop output and other things of this nature are not development; they are only tools of development. Development brings freedom, provided that it is development of people. But people cannot be developed; they can only develop themselves. There is only one way in which you can cause people to undertake their own development."

The priority of development with a human rights perspective is poverty elimination, integration of women in the development process, self-reliance and self-determination of the people and governments and protection of the rights of indigenous people. This role should be played by *duty bearers* to ensure among other things that these priority areas are met and sustained.

GENDER RESPONSIVE BUDGETING

What is Gender Responsive Budgeting

Gender budget also called women's budget should not be misconstrued for having a separate and specific development budget for women. It is about having a gender-sensitive budget. This 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.

Why Do Gender Responsive Budgeting

Poverty has been recognized to have a 'female face', Gender budgeting facilitate:

- The promotion of equality in benefit sharing from public sector expenditures while setting efficiency in the economy through balancing equitable losses and gains in resource utilization.
- Political presentation of accountability in a distinct way.
- The promotion of a responsive public sector to a balanced strategic and practical gender needs.
- Advocacy to policy makers by bringing to light gender inequality in how it is perpetuated.
- Fulfilling the various laws and convention about eliminating gender inequalities and honoring women's human right.
- Driving transparency on the part of policy makers in resource allocation outside the norm of 'leaders know it all'.

When To Do Gender Responsive Budgeting

GRB can be done both before a budget approval, and during and after a budget implementation. However, such timing differences meet different objectives. For instance, conducting a GRB before a budget approval provides an opportunity to inform and lobby policy makers to make the right decision timely. While during and after a budget approval it mainly informs policy makers on results of their policy. Thus within local governments, the opportune time for conducting a GRB is during the annual decentralized budgeting process. This should fall within the local government planning cycle.

How To Do Gender Responsive Budgeting

It should be noted from the on-set that GRB is political. Because it involves dialogue, negotiations, and analysis of policy issues basing on empirical evidences, the affected parties or their representatives need to adopt a 'politically correct approach' in order to win the support of the policy makers.

The steps involved in undertaking a gender budget:

Procedure: after obtaining a copy of the LG development plan, ask the following central questions:

<i>Step One</i>	<ul style="list-style-type: none">• <i>What is the status of women and men and boys and girls in the <take a specific> sectors?</i>• <i>And, why? < Beware of issues related to access, utilization, ownership, and decision-making/control></i>
<i>Step Two</i>	<ul style="list-style-type: none">• <i>What strategies are in place to address the status?</i>• <i>How engendered is the strategies?</i>
<i>Step Three</i>	<ul style="list-style-type: none">• <i>Are funds adequately and fairly allocated to effect the strategies in practice? What fraction is for services as compared to administration?</i>
<i>Step Four</i>	<ul style="list-style-type: none">• <i>Are the allocated funds reaching the right targets?</i>• <i>Who is benefiting?</i>• <i>And, with what impact?</i>

End result of a gender responsive budget

- A gendered analysis of policy issues basing on empirical gender disaggregated data that present causes and effects of gender gaps.
- A clear division of budget between recurrent and development expenditures.
- A people centered budget that focuses on services than administration.
- Specific allocations to the marginalized groups such as women in order to reduce the gender gaps between women and men.
- A clear affirmative action to bridge the gap faced by marginalized groups.
- A result oriented budget that prioritize impacts than inputs that can be easily manipulated by service providers.

LC III WOMEN COUNCILS: THE STRIDE THIS FAR

UNIT 2 TOPIC TWO

Session objective	To gauge the overall performance level of the women council based on agreed action points during the GRB training
Topics	Women council report
Methodology	Presentations, question and answer
Time	30 minutes
Materials	Flip chart, marker pens, masking tape, report format

Procedure:

- The facilitator should invite the WC members to present their report based on the format sent with the invitation.
- After the presentation, the facilitator allows for clarification and discussion on the issues raised and make conclusion after the end of the discussion.

Note: Emphasis should be put on the challenges which will form part of the commitment action plan.

For the Facilitator

Format for WC presentation

Activity		Budget		Challenges
Planned	Implemented	Estimated	Actual	

EXTRACT OF CHALLENGES TO THE REALISATION OF GENDER RESPONSIVE BUDGETING

Below were some of the challenges that were identified during the training that could constrain the realization of a GRB/policy.

Actor: Women as Individuals

- The high rate of illiteracy greatly affected the level of self confidence and esteem in some of the women

- Most women are inadequately informed of their rights and other provisions meant to protect and promote their rights

Actor: The Women Council

- Most women councils are not functioning due to lack of knowledge of roles and poor facilitation from the LLG-the common say is that *"no money, no work/meetings"*. There is also a weak link with the LLG women councilors as well as the village and parish women councils; they are also not aware of who they should work with.
- The LLG women councils do not have plans and budget.
- Members of WC lack the skills to advocate for their rights and to enable other women know their rights.
- The capacity of the WC and also the women councilors to question and engage LLGs budgeting and planning processes and therefore the outcomes from these processes is still low and less appreciated.

Actor: Local Governments

- Poor prioritization of gender issues generally and women concerns in development plans and mid-term expenditure framework. This is mainly an attitudinal problem: *'that the women are ignorant and are tools for winning elections* (sighted in Panyango LLG)
- Limited capacity to carry out a systematic and well organized GRB and gender analysis and mainstreaming.
- Development is taken to mean hardware facilities, which do not favor software interventions like support to the women council.
- The centralization of capacity building grant at the district level has limited the LLGs in including and implementing emerging, unique and relevant specific LLG needs especially that of the women council leave alone the universalisation of the core modules
- Development is in most cases taken as a privilege not as a right because of politicizing development and the whole practice of vote buying.
- Information sharing between the LLG and the women council is very weak. Equally, communication on when and how development plans and budgets are generated are not passed to the women council to increase their participation and inclusion.
- Some LLGs are not aware of the kind of support and coordination mechanisms that they should use in order to build and consolidate their interventions with the women council

GENDER ANALYSES OF SELECTED LLGs DEVELOPMENT PLANS AND BUDGETS

UNIT **2** TOPIC THREE

Session objective	<ol style="list-style-type: none"> 1. To evaluate the extent to which LLG plans and budgets are meeting the needs of the potential beneficiaries and the extent to which the planned interventions are directed towards affirmative action 2. To provide indicators of LLG commitments (planned and actual) in addressing gender specific needs in the identified sectors
Topics	Evaluation of sampled LLG plans and budgetary allocations (Overall LLG budget analysis by sector; Sector expenditure analysis: administration Vs service delivery; Gender disaggregated expenditure benefit analysis: Gender per capita utilization; and affirmative action intervention analysis)
Methodology	Brain storming, question and answer, lecturette
Time	1:30 hour
Materials	Flip chart, marker pens, masking tape, copies of the overall LLG plan and budget

Procedure:

- The LLG first present a sector analysis based on: situation analysis, sector development objectives, budget allocation and sector results (achievements).
- Secondly, the Facilitator uses the presented data/information to develop the LLG sector specific gender disaggregated expenditure benefit analysis: gender per capita utilization; and affirmative action intervention analysis.
- Lastly, from the above, the facilitator should enable the discussion flow into the extent to which the LLG is gender responsive (**the facilitator should take note of what participants are expressing**).
- After an exhaustive discussion (**the facilitator should explore why things are the way they are. This will form an input in developing the commitment plan**) the facilitator should rap-up the session while still emphasizing the credentials of a GRP&B

For the Facilitator -Format of the analysis

**OVERALL BUDGET/EXPENDITURE ANALYSIS OF SELECTED LLGS
BY SECTOR 2004/05**

ERUSSI LLG		
Sector	Amount allocated	% Allocation
Management support services	5,705,000.0	5.9
Finance committee	26,001,390.0	27.0
Production	12,077,693.0	12.5
Technical services and works	44,714,000.0	46.4
Education and sports	900,000.0	0.9
Gender and community services	1,050,000.0	1.1
Health and environment	350,000.0	0.4
Council, commissions and boards	5,520,000.0	5.7
	96,318,083.0	100.0

PAROMBO LLG		
Sector	Amount allocated	% Allocation
Management support services	46,296,315.0	52.7
Finance committee	4,657,044.0	5.3
Production	8,118,474.0	9.2
Technical services and works	1,721,600.0	2.0
Education and sports	10,249,642.0	11.7
Gender and community services	2,510,000.0	2.9
Health and environment	8,348,968.0	9.5
Council, commissions and boards	5,888,000.0	6.7
	87,790,043.0	100.0

PANYANGO LLG

Sector	Amount allocated	% Allocation
Management support services	16,686,628.0	19.3
Finance committee	29,397,692.0	34.0
Production	10,069,382.0	11.7
Technical services and works	11,563,349.0	13.4
Education and sports	7,354,545.0	8.5
Gender and community services	3,103,636.0	3.6
Health and environment	5,954,748.0	6.9
Council, commissions and boards	2,300,000.0	2.7
	86,429,980.0	100.0

**SECTOR BUDGET ALLOCATION ANALYSIS:
PEOPLE CENTREDNESS VS ADMINISTRATION**

ERUSSI LLG

SECTOR: PRODUCTION AND MARKETING

Code		Estimate 2005/06	
2-1	Employee cost		
2-1-1-1-03	Allowances	300,000.0	
2-1-1	Use of goods and services		
2-2-1-1-02	Workshops and seminars	4,500,800.0	
2-2-1-1-11	Printing, stationery and photocopying	100,000.0	
2-2-1-1-12	Small office equipments	49,610.0	
2-2-1-4	Supplies and services		
2-2-1-4-02	General supplies and services	4,900,000.0	
2-2-1-5	Professional services		
2-2-1-5-01	Consultancy services	1,489,283.0	
2-2-1-8	Maintenance of plants and equipments		
2-2-1-8-03	Maintenance of motorcycle	738,000.0	
		12,077,693.0	
		Amount	%tages
	Budget allocation for Administration	7,576,893.0	62.7
	Budget allocation for Services to the people	4,500,800.0	37.3
		12,077,693.0	100.0

PAROMBO LLG

SECTOR: HEALTH AND ENVIRONMENT

Code		Estimate 2005/06	
2-1	Employee cost		
2-1-1-1-03	Allowances	273,860.0	
2-1-1-1-04	National function-HIV/AIDS	100,000.0	
3-1-2	Fixed assets		
3-1-2-1	Building structure	5,986,000.0	
3-1-2-04	Other structure-borehole rehabilitation and garbage collection equipment	2,362,108.0	
		8,721,968.0	
		Amount	%tages
	Budget allocation for Administration	373,860.0	4.3
	Budget allocation for Services to the people	8,348,108.0	95.7
		8,721,968.0	

PANYANGO LLG

SECTOR: GENDER AND COMMUNITY SERVICES

Code		Estimate 2005/06
2-1	Employee cost	
2-1-1-1-03	Allowances	100,000.0
2-1-1	Use of goods and services	

2-2-1-1-06	Committee, council and boards		
	Women	100,000.0	
	Youth	100,000.0	
	PWDs	100,000.0	
	Children	100,000.0	
2-2-1-7	Travel and transport		
2-2-1-7-01	Travel inland	100,000.0	
2-6-3-1-22	Contingency transfer		
2-6-3-1-22-15	LGDP II transfer* (GENDER BLIND)	509,091.0	
	PMA transfer* (GENDER BLIND)	1,994,545.0	
		3,103,636.0	
		Amount	%tages
	Budget allocation for Administration*		
	Budget allocation for Services to the people*		

GENDER DISAGGREGATED EXPENDITURE BENEFIT ANALYSIS TOOL

No	Activity	Approved Budget (2004/5)	Actual Allocation	Actual Allocation	Unit cost of service	Planned Beneficiaries		Actual Beneficiaries (Gender Per capita Utilisation-GPU)		Remarks (compare what M/F received)
						Women	Men	Women	Men	
1										
2										
3										

Note:

1. Unit cost is the result of actual allocations divided by numbers achieved Eg. If you bought 10 goats for 100,000 then unit cost of the service is 10,000. Trainings should be calculated based on number of participants divided by amount of money utilized
2. Planned beneficiaries are the anticipated numbers to benefit from the intervention by gender
3. Gender Per Capita Utilisation is the quantity achieved/actual output disaggregated by gender (women and men) and multiplied by the unit cost of service provision. Eg. If you trained 40 farmers out of which 15 and 25 were men and women respectively at accost of 100,000= . Then, first get the unit cost of the service (100,000/40=2500). Proceed and multiply this (2500) by each gender: Men 15X2500=37,500; Women 25X2500=62,500. Therefore, the GPU for men is 37,500 while for women is 62,500.

AFFIRMATIVE ACTION ANALYSIS TOOL

Sector	Analysis of current situation that need affirmative action	Proposed affirmative activity	Budget provision	Actual allocation	Key beneficiaries by number (gender) and categories	Actors	Where activity was implemented (villages)

LLG COMMITMENT PLANS

UNIT 3

Session objective	1. To seek LLG commitment and accountability to GRP&B 2. To develop an M&E framework for tracking progress (quality) towards the realisation of a GRP&B
Topics	LLG commitment plan and affirmative action plan
Methodology	Brain storming, question and answer
Time	1 hour
Materials	Flip chart, marker pens, masking tape, copy of the GRB training report, commitment plan criteria

Procedure:

- Using question and answer method, enable the participants to list their commitments in terms of time framed and budget specific activities that they would like to undertake.
- Link/compare the activities with the challenges that were identified during the GRB training, WC report and commitment plan criteria; Enable discussions to flow on quantity and relevance of the suggested commitment activities.
- Based on the above, come up with an agreed final list of commitment plan and how that plan will be monitored and evaluated. This requires the development of monitorable indicators with specific responsibility points.

To the facilitator

Format for commitment plan

Sector	Proposed Actions			Monitoring and Evaluation				
	Action	Target	MOV	Monitoring indicators	Actors to be involved	Data collection method	Freq of data collection	Who to share info with

EVALUATION

UNIT 4

Session objective	To assess the achievement of the sessional and workshop's specific objectives
Topics	Evaluation
Methodology	Moodometer, Q and A
Time	30 minutes
Materials	Flip chart, moodometer drawing, ball

Procedure

- Facilitator write a list of items to be evaluated such as achievement of workshop objectives, relevance of content, topics that need improvements, suitability of methodology / approaches used, time management, what new lessons learnt, the likes and dislikes of participants about the workshop and suggestions for future improvements.
- The list is pinned on a wall and each participant is enabled to give his or her judgment. The rating can either be expressed in percentages or very good, good, fair and poor or descriptive depending on the nature of the item.
- A summary of responses is made which is then shared with the participants
- Lastly draw the moodometer (as below) and allow participants to tick the one that depicts their moods

Facilitator notes

At this point you can compare the workshop objectives to participant's expectations and fears

I AM HAPPY



I AM CONFUSED



I AM SAD

