

**A USER'S GUIDE TO THE UGANDA GENDER POLICY  
FOR  
LOWER LOCAL GOVERNMENTS**

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## **ACRONYMS**

ACDO	Assistant Community Development Officer
CAO	Chief Administrative Officer
CBO	Community Based Organisation
CDO	Community Development Officer
CEEWA	Council for Economic Empowerment of women in Africa – Uganda Chapter.
CSO	Civil Society Organisation
FAL	Functional Adult Literacy
FGD	Focus Group Discussions
GBV	Gender Based Violence
GDD	Gender Disaggregated Data
HPPG	Harmonised Participatory Planning Guide
IGA	Income Generating Activities
LC	Local Council
LG	Local Governments
LLG	Lower Local Government
MGLSD	Ministry of Gender, Labour and Social Development
PWD	People with Disabilities
S/CC	Sub County Chief
SC	Sub County
SCDP	Sub County Development Plan
SDD	Sex Disaggregated Data
TBAs	Traditional Birth Attendants
UGP	Uganda Gender Policy

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## 1.0 INTRODUCTION

The purpose of this Users' Guide to the Uganda Gender Policy (UGP) 2007 is to guide and show Lower Local Governments (LLGs) how to achieve the major goal of the Uganda Gender Policy, which is gender equality and women's empowerment.

For the Ugandan women, evidence shows that inequality of access to key productive resources is a fundamental determinant of poverty and social disadvantage. Lower Local Governments must therefore address these concerns and assist women to gain access to and control over productive resources. Furthermore, women's ability and incentive to participate in income generating activities is reduced because they are not able to make informed decisions.

The UGP's goal is to achieve equal opportunities for women, men, boys and girls to participate and benefit from policies, programmes, projects and activities.

It is against this background that CEEWA Uganda has developed a Users' guide for the UGP to assist LLGs to identify, consider and help women and other marginalized groups to change and commit themselves to making a positive contribution to their homes, communities and Uganda at large.

The purpose of the Uganda Gender Policy is to guide all stakeholders in planning, resource allocation, implementation and monitoring and evaluation with a gender perspective. The Users' guide will therefore provide direction in operationalizing the implementation of the UGP. The Users' Guide will enable the LGs to identify and address gender concerns in the design, development and implementation of by-laws, plans, budgets, programmes and activities.

These however, became concerns when they affect the involvement, participation, benefits of women, men, boys and girls from the development programmes and service delivery.

Gender means the socially and culturally determined roles, responsibilities and expectations given to females and males. These are different from one society to another.

The focus in the Users' Guide is on the four priority action areas identified in the UGP 2007 namely; Gender and Livelihoods, Gender and Rights, Gender and Governance, Gender and Macro-economic management.

### **1.1 Why the Users' Guide?**

The purpose of the Users' Guide is to operationalize the Uganda Gender Policy by showing LGs how to identify and address gender issues in their plans, budgets and institutional practices. This Guide therefore provides examples of common gender issues within the four Policy priority action areas. These are however not exclusive and may differ from one Local Government to another.

The Users' Guide has been put in place because it has been realized that there is limited knowledge and skills among local government actors in gender planning and budgeting. For the local governments to be able to implement the UGP through their sub county plans, programmes, administrative units and by-laws, they need a 'how to do it' which is the aim of the Guide.

This Users' Guide therefore shows different actors what, why, when and how they can implement the UGP to make a difference in the lives of the disadvantaged groups.

### **1.2 Who are the Users of this Guide?**

This Users' Guide is aimed primarily but not exclusively for LLGs leaders and technical staff who plan, budget, implement and monitor activities at community level, from LC I up to LC III. It is also aimed at CSO, CBOs and other actors who deliver services in the communities in general and households in particular. The Uganda Gender Policy cannot be implemented as a stand alone. Since its main implementation strategy is gender mainstreaming, its therefore best that specific strategies and activities which are in line with the UGP are integrated in the LG plans and budgets. The Guide is also for use by all

who deliver services to diverse categories of people in communities to be able to address the gender needs, roles and responsibilities of women, men, girls and boys of all categories. The Guide highlights some common gender issues under the policy priority areas which LLGs and other implementing institutions should examine against their local situation and build upon for effective service delivery.

### **1.3 How and when to use the Guide**

This Users' Guide will be best read alongside the Simplified Version of the Uganda Gender Policy for ease of reference.

They should be used during the planning, budgeting, implementation, monitoring and reporting of LLG Plans. The Guide should be used together with the Harmonised Participatory Planning Guides (HPPG) for Lower Local Governments. This will generate appropriate local/community development plans as well as resource allocation to the plans.

### **1.4 What needs to be in place in order to use this Guide?**

- The Simplified Version of the Uganda Gender Policy.
- The Technical Planning Committees, Parish Development Committees and the Investment Committees.
- Planning meeting reports.
- Technical staff and political authorities with skills in gender analysis, planning and budgeting;
- Gender and Sex Disaggregated Data.

### **1.5 What LLGs should do to review, identify, incorporate and address gender issues based on the priority action areas in the Uganda Gender Policy**

The areas of concern include:

- Gender and Livelihoods
- Gender and Rights
- Gender and Governance
- Gender and Macro-economic management.

## **2.0 Policy Priority Areas**

### **2.1 Gender and livelihoods**

The objective for this priority area is to reduce unfair differences between women, men, boys and girls so that they all lead better lives in terms of good health, feeding, hygiene, housing, income and social protection.

Examples of common gender issues in livelihoods include: Women are more heavily involved in caring for families, fetching water and firewood; Women work longer hours than men; Women have less or no leisure; Women traditionally do not own land; Women are more heavily involved in agriculture but have no control over the agricultural produce and benefits Majority of women are illiterate with less chances of getting into skilled labour force; Many women provide unskilled labour thereby earning less money than men if employed as casual labourers.

#### **2.1 (a) How to address Gender issues in Livelihoods**

Divide the community into Focus groups to discuss their proposals to address their livelihood needs. Ask the communities the following questions:

- i. What are the different ways through which women earn a living?
- ii. What are the different ways through which men earn a living?
- iii. What are the problems (gender issues) regarding the different ways through which men and women earn a living?
- iv. Rank them. (The most pressing 3 must be addressed in the Sub county Plan for each financial year.
- v. What are the current strategies used by women to overcome the problems?
- vi. What are the current strategies used by men to overcome the problems?
- vii. What are the resources and opportunities that are available to solve the problem locally?
- viii. What would be the best solution to each of the problems/gender issue?
- ix. What LG support would you require in order to solve these problems?
- x. Consider the recommended support in line with the examples of the actions below to come up with relevant interventions.

## **2.1 (b) Examples of actions related to the common gender issues in livelihood that a Lower Local Government can undertake.**

- Provide safe water sources within half a Kilometer of households;
- Introduce and train communities in water harvesting and storage technologies;
- Promote Agro-forestry e.g. to provide forest plantations in each village/ community, provide tree seedlings to households, put in place a by law for each household to plant a certain number of trees;
- Introduce and train communities to improve their livelihoods using labour saving technologies e.g. energy saving cooking stoves, solar driers;
- Identify and support economic activities for women to improve their livelihoods;
- Establish and support functional adult literacy classes for illiterate women, men, youth and PWDs at village level.

It is from these suggested areas that LLGs can choose at least 3 or all interventions for consideration and implementation. A Lower Local Government may include any other unique problems that have been identified and are affecting women or men, girls or boys differently.

## **2.2 Gender and Rights**

The objective of this priority area is to enable women and men to understand their rights so that they are able to demand access and seek justice, protect, respect and promote human rights.

Examples of gender issues in Rights include: The courts are male-dominated; Police is male-dominated; the costs involved in seeking justice cannot be afforded by women and poor men; the process of filing cases is complicated for majority of women who are illiterate; the behavior of men in Police and Courts of Law makes women fear to report; women lack awareness on their rights; and traditions and customs that violate women's rights such as sanctioning wife beating.

## **2.2 (a) How to address the gender issues in Human Rights**

Ask communities the following questions and capture the responses:

- i. What are the violations and abuses against women in your community?
- ii. What are the violations and abuses against men?
- iii. What are the problems (gender issues) regarding the differences in violations and abuses between women and men?
- iv. How are these violations currently solved by women?
- v. How are these violations currently solved by men?
- vi. What is in place to help the victims of violence whether women or men?
- vii. What should the LG do to address these violations and abuses?
- viii. Consider the recommended support in line with the examples of the actions below to come up with concrete interventions.

## **2.2 (b) Examples of actions that a LLG can undertake related to the common gender issues identified above.**

- Sensitize women about reporting procedures whenever their rights are violated/abused.
- Register, support, and train Traditional Birth Attendants (TBAs) where women prefer to give birth;
- Put in place community centres and rehabilitation homes and/or support CSOs running such centres and homes.
- Provide women and men with a community mobile Family Planning services;
- Provide for mobile child health and development clinics;
- Carry out civic education to inform women and men of their rights and responsibilities in homes, communities and the nation at large; how to get them and enjoy them peacefully.
- Support community initiatives to stop violence against women such as establishing and supporting male action groups in each village.
- Train Local Councils (LC I, LC II, LC III) in gender sensitive legal literacy to ensure that citizens enjoy their rights

It is from these suggested areas that LLGs can pick at least 3 or all interventions for consideration and implementation. Lower Local Governments may include any other unique problems that have been identified and are affecting women or men, girls or boys differently.

### **2.3 Gender and Governance**

The objective of this priority area is to increase the numbers and ability of women in decision making in administrative and political processes.

Examples of common gender issues in governance include:

- There are fewer women in leadership positions at all levels.
- Limited education among women hampers their involvement in decision making;
- Leadership is dominated by men;
- Women are not easily accepted as leaders due to traditional and cultural beliefs and expectations
- Women leaders are not influencing the development agenda to be favorable for women due to their limited skills and knowledge about development planning and negotiation

#### **2.3 (a) How to address gender issues in governance**

**Ask the community the following questions and capture their answers on a flipchart:**

- i. What are the leadership problems faced by women at village, parish and sub county levels?
- ii. What are the leadership problems faced by men at village parish and sub county levels.
- iii. What are the problems (gender issues) regarding the different leadership problems between women and men?
- iv. What are the opportunities that are available to solve the problem locally?
- v. What would be the best solution to each of the problem?
- vi. What LG support would you require to solve this problem?

- vii. Consider the recommended support in line with the examples of the actions below to come up with relevant interventions.

### **2.3 (a) Examples of actions that a LG can undertake to address identified gender issues**

- Consult women and men separately (i.e. conduct Focus Group Discussions) on any by-law to be passed by the LG;
- Train women leaders in governance and management;
- Support qualified women to be elected and appointed in leadership positions;
- Put in place affirmative action for different community level leadership committees and organized groups;
- Integrate / incorporate the needs and concerns of women, men, boys and girls in the Sub County Development plan;
- Support female pupils in primary schools to take up leadership positions.

It is from these suggested areas or more that LGs can pick at least 3 or all interventions for consideration and implementation. Lower Local Governments may include any other unique problems that have been identified and are affecting women or men, girls or boys differently.

### **2.4 Gender and Macro-Economic Management**

The objective of this priority area is to address unfair differences in the treatment of men, women, boys and girls of all categories so that they can all contribute, participate and benefit from national wealth and development equitably.

**2.4(a) Examples of common gender issues in macro-economic management include:**

- Women through their socialization fear to risk more than men to invest their hard earned money in trade and other related opportunities.
- Due to women's limited ownership of land they are more at risk concerning investments on land.
- Women tend to participate in the un paid or lower-paid jobs, such as domestic workers and hospitality service providers; due to limited or no education.
- The work done by women is valued differently from that done by men and culturally men are regarded as "bread winners" hence they "should earn more"
- Women spend more often than not their income on food, health and education of their children. While men invest in capital assets and businesses.
- Men tend to save larger amounts, for local income-generation activities than women who invest in small IGAs requiring small amounts.
- Many women have not registered their businesses due to the paper work involved because many of them are illiterate.

**How to address gender issues in Macro Economic Management.**

**Analyze with the community as to;**

- i. What the problems faced by women in selling and buying local goods and services are? Rank them.
- ii. What are the problems faced by men in selling and buying local goods and services? Rank them.
- iii. What are the problems (gender issues) regarding the differences between women and men?
- iv. How are they currently solved by women?
- v. How are they currently solved by men?
- vi. What are the resources and opportunities that are available to solve the problem locally?
- vii. What would be the best solution to each of the problems?
- viii. What LG support would be required to solve the problem?
- ix. Consider the recommended support in line with the examples of the actions below to come up with relevant interventions.

## **2.4 (b) Examples of actions that can be undertaken by LLGs**

- Identify and support production of local goods from Cottage Industries established by women and/or men;
- Support bulk marketing for women through helping them to form groups where the producers or products are collected in one centre and market identified for bulk selling
- Support value addition activities such as honey processing through training, provision of inputs and seed capital.
- Support women to register their businesses by sensitizing them on registration procedures, providing information on where and how to register.
- Put in place affirmative action for women to benefit from local tenders until 50/50 participation is realized.
- Educate women and men about national programmes on creating and managing national wealth.

It is from these suggested areas that LLGs can pick at least 3 or all interventions for consideration and implementation. Lower Local Governments may include any other unique problems that have been identified and are affecting women or men, girls or boys differently.

### **3.0 KEY STEPS IN INTERGRATING THE UGP PRIORITY ACTION AREAS INTO THE LOWER LOCAL GOVERNMENT PLANS, PROGRAMMES AND PROJECTS**

#### **Situation Analysis**

Ensure that the gender issues identified under section 2.1 (a) 2.2(a) 2.3(a) and 2.4(a) items i-iii on differences, discrimination and inequalities between men, women, boys and girls are highlighted in this section.

#### **Plan / Programme / Project design**

Ensure the design addresses the gender issues identified while meeting the needs of women, men, boys and girls without worsening inequalities between them. (**See annex i**)

#### **Plan/ Programme/Project appraisal**

Check the identified gender issues to see if and how they are addressed and make necessary changes. (**See annex ii**)

#### **Plan/Programme/ Project Approval:**

Make explicit gender equity interests as a policy of LLGs. LG should only approve programmes, plans and projects that have passed through a gender assessment / impact appraisal. (*Ideally no plan/programme/project should be approved without a Gender Impact assessment certificate from the Gender Officer*).

#### **Resource allocation**

Specify resources (financial and human / allocated to the achievement especially of gender equality objectives; ensure resources are available, adequate and used properly.

#### **Plan/Programme/Project implementation**

Make implementers/service providers aware of the specific gender issues that need to be addressed by each of them. Ensure that men and women have an equal opportunity to participate in and benefit from the project/program.

**Develop a gender code of conduct such as:**

- Equal opportunities for males and females.
- Respect and dignity for males and females.
- Equity of focus in resource allocation and utilization.
- Decision making by both females and males.

**Monitoring:**

Involve both men and women in the monitoring process. Disaggregate data by gender and sex. Document how the different needs of females and males are being met. *(See Annex III)*

**Evaluation**

Measure impact on women and men at all levels; measure changes in practice at the institutional level (LLG); Measure the impact of changes against the objectives of the policy priority areas.

**Lessons learned and adjustments**

Make those lessons specific to the involvement of women, men, boys and girls and the strategies used to achieve gender equality and women's empowerment to inform policy implementation. (The questions on what, why, who, when and how are interdependent in the operationalisation and implementation of the UGP in general and the User's Guide in particular).

#### **4.0 MONITORING AND EVALUATION: STEPS TO ENSURE THE UGP IS IMPLEMENTED**

1. Establish whether or not the Sub County Development Plan (SCDP) and budget incorporated the recommended interventions in line with the UGP;
2. If no lobby to include them. If yes, establish the adequacy of the budget;
3. The Sub County Chief prepares and presents a justification to articulate the identified gender and women interventions in the Sub county Plan to gain acceptability.

**N.B (i) The District Internal Annual Performance Assessment Team should hold the Sub County Chief accountable for inclusion or non-inclusion of gender needs in the sub county plans and budgets**

**(ii) Sub Counties should not create parrarel M&E mechanisms and systems, they should carry out monitoring of activities geared towards implementation of UGP using existing M&E mechanisms and systems. A specific tool has however been provided in Annex III purposes to capturing specific information on the UGP implementation.**

4. The Sub County Executive Committee scrutinizes the plan to ensure proper budgetary allocations have been made and indicators that will be used to measure success are given; (see examples in section 6.0)
5. The Council approves the Plan and the LLG Chairperson signs the approved revenue and expenditure estimates;
6. Each Sector Head should undertake implementation of the planned gender activities identified in section 2.0;
7. The CDO should act as a whistle blower to remind the sector heads about their obligation to ensure UGP actions are gender mainstreamed in the Sector Plans.
8. The Sub County Chief monitors to establish whether all gender related planned activities are successfully implemented in all sectors. 2.0;

## **5.0 KEY ACTORS IN THE IMPLEMENTATION OF THE UGP**

The Community Development Officer (CDO) will act as the overall coordinator to guide other sectors in the identification and implementation of the identified tasks;

1. The other technical staff at the Sub County will implement and monitor the interventions with assistance and guidance of the CDO;
2. The Sub County Chief will monitor the implementation and report on progress and obstacles to the Council and the Chief Administrative Officer.
3. The LC III Executive will approve the S/C Plan and Budget
4. The Assistant Community Development Officer (ACDO) shall be in charge of the day to day activities related to implementation of the UGP

## **6.0 THE INDICATORS WHICH LLGS WILL USE TO REPORT ON IMPLEMENTATION OF COMMITMENTS**

Under the section on 'Gender and Community Development, the Sub County Chiefs will be expected to provide information on the following in their quarterly reports submitted to the office of the CAO:

### **Livelihoods**

- Number of male and female headed households still living below the poverty line;
- Number of girls and boys completing primary education;
- Number of females and males completing FAL classes;
- Number of women and men who own property and land in the Sub County
- Number of women and men accessing credit schemes in the Sub County
- Number of home based and cottage businesses in the Sub County
- Number of women adopting labour and time saving technologies in the Sub County

### **Governance**

- Number of women taking decisions in home businesses; How is this determined?
- Number of women accessing Local Government public services and information;
- Number of women in leadership positions, excluding those in the Local Councils
- Number of leadership training workshops conducted for women and men in the financial year.
- Number of women moving council motions in favour of women
- Number of motions moved in favour of women and girls.

### **Rights**

- Number of women accessing and delivering from health centres–II, III and IV.
- Report on Gender Based Violence OR Incidence of gender-based violence in the communities reported to LG
- Number of Gender Based Violence male action groups in place;
- Number of legal education and awareness workshops held for women and men over the year;
- Number of women accessing Justice

## **Macro Economic Management**

- Number of women involved in marketing agricultural produce in the Sub Counties.
- Number of women and women groups awarded tenders by LG to provide services/goods.
- Percentage of women with registered businesses in the Sub County during the year.
- Number of women involved in income Generating Activities/Projects.

# Annex I

## FORMAT FOR INCORPORATING THE UGP PRIORITY ACTION AREAS INTO THE SUB-COUNTY PLANS, PROGRAMMES AND PROJECTS

Plan/Programme/ Project Section	Explanation of Section	Incorporating the UGP priority Action Areas
1. Situation Analysis	Identification of needs, problems and priorities to be addressed by the Plan, Programme/Project	<ul style="list-style-type: none"> <li>• Consult women and men during the needs assessment exercise</li> <li>• Include specific information on women and men in terms of livelihoods, rights , governance and macro-economic management; (Gender issues identified and prioritized in section above must be highlighted)</li> <li>• Highlight age , marital status, education levels, major activities, key problems and needs of females and males.</li> <li>• Highlight inequalities in the situation of women and men in accessing, controlling and owning resources.</li> </ul>
2. Goals and Objectives	Determining what change the local government would like to make in the situation identified in (1) above	<p>Ensure the goal and objectives are targeted at reducing inequalities between women and men e.g. Health for all by the year 2015, Education for all by the year 2015</p> <p>The objectives could be;</p> <ul style="list-style-type: none"> <li>• Reduce maternal mortality by 70% by the year 2015</li> <li>• Reduce girl child drop out rate by 80% by the year 2015</li> </ul>

Plan/Programme/ Project Section	Explanation of Section	Incorporating the UGP priority Action Areas
		Ensure the goal and objectives address the specific problems and needs of women and men
3. Strategies	These are methods of how to address the prioritized problems. They are the means of achieving the goal and objectives. They are made up of several activities.	Ensure the plan addresses the constraints, of women and men e.g. lack of skills and ownership of productive assets and resources, can be addressed through a capacity building strategy
4. Budget	This involves determining sources of revenue and allocations/ expenditures on planned activities.	<ul style="list-style-type: none"> <li>• Allocate budgets to gender and women specific interventions and activities (See examples of such intervention under section 2.1 (b) 2.2(b) 2.3(b) and 2.4(b))</li> <li>• Allocate budgets to essential services for women e.g. primary health care, education, FAL, water and sanitation etc.</li> </ul>
5. Implementation	This means the use of resources (people, money, equipment) to carry out activities.	<ul style="list-style-type: none"> <li>• Ensure equitable participation of men and women in implementation at all levels.</li> <li>• Plan, to train implementers in gender analysis and gender mainstreaming.</li> </ul>
6. Monitoring and Evaluation	This means checking on progress of implementing activities to ensure that the plan is followed and that expected results and impacts are achieved.	<ul style="list-style-type: none"> <li>• Put in place indicators to measure progress and impact of the plan /programme/project on women and men</li> <li>• Ensure both women and men participate in Monitoring and Evaluation. (See examples of indicators under section 6 of the guide)</li> </ul>

**N.B.** Ensure that the prioritized gender issues under each UGP area under section 2 of the Guide are taken through these key steps.

## Annex II

### APPRAISAL CHECK LIST

Plan/Programme/Project Section	Key Questions to Ask?
1. Situation Analysis	Is there specific information on women, men, boys and girls in terms of age, activities, problems, needs, access to and control over resources and access to services.
2. Goals and Objectives	<ul style="list-style-type: none"> <li>• Do the goals and objectives include or target the reduction of inequalities between women and men?</li> <li>• Do they address the specific problems and needs (both practical and strategic) of women and men?</li> </ul>
3. Strategies	<ul style="list-style-type: none"> <li>• Are there proposals in the plan of how to address the constraints of women e.g. the lack of time to attend to programme activities or lack of skills, assets etc?</li> <li>• Are there specific targets for women and men?</li> </ul>
4. Budget	<ul style="list-style-type: none"> <li>• What fraction of the budget is reserved for women's or gender programmes?</li> <li>• What fraction of the budget is spent on essential services for women? E.g. Primary Health Care, education, functional adult literacy and water and sanitation?</li> <li>• How many women and men will benefit from the allocation by department/sector?</li> </ul>
5. Implementation	<ul style="list-style-type: none"> <li>• How many women and men are programme implementers at the different levels?</li> <li>• Is there a provision to train implementers in gender analysis and gender mainstreaming?</li> </ul>
6. Monitoring and Evaluation	<ul style="list-style-type: none"> <li>• Are there indicators to measure progress and impact of the plan/programme on women and men?</li> <li>• Will both women and men participate in monitoring and evaluation? How?</li> </ul>

## Annex III

### Gender Analysis Matrix (GAM) Monitoring Tool

The purpose of this Monitoring tool is to offer critical analysis of gender relations and roles during and after the implementation of Gender Policy activities.

The main parameters used to measure are: labour; time; resources and cultural attitude.

**The Monitor's will need to undertake further the analysis by asking the following:**

- a) Are the effects desirable and good for women?
- b) Are the effects desirable and good for men?
- c) Are the effects consistent with known gender responsive practices?
- d) What can be done to sustain the empowerment created for women?
- e) What can be done to sustain the empowerment created for men?

**Matrix to be filled in by Monitor's**

	Labour	Time	Decision making	Resources	Culture
Women					
Men					
Boys					
Girls					