



**GENDER RESPONSIVENESS DIAGNOSTIC REPORT OF
NATIONAL MONITORING AND EVALUATION SYSTEM
IN UGANDA**

TWENDE MBELE

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April 2016



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List of Abbreviations and Acronyms

AfDB	African Development Bank
AGDEN	Africa Gender and Development Evaluators Network
BMAU	Budget Monitoring and Accountability Unit
BTVET	Business Technical, Vocational Education and Training
CPDE	Collaborative partner-Donor Evaluation
CSOs	Civil Society Organizations
DENIVA	The Development Network of Indigenous Voluntary Associations
DfID	Department for International Development
DPs	Development Partners
ESC	Evaluation sub-Committee
FAWEU	Forum for African Women Educationalists – Uganda
GEF	Government Evaluation Facility
GoU	Government of Uganda
IMF	International Monetary Fund
LGs	Local Governments
M&E	Monitoring and Evaluation
MDAs	Ministry, Department and Agencies
MoESTS	Ministry of Education, Science, Technology and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MoLG	Ministry of Local Government
NDP	National Development Plan
NEP	National Evaluation Policy
NES	National Evaluation Systems
NGO	Non-Governmental Organization
NIMES	National Integrated Monitoring and Evaluation Strategy
NPA	National Planning Authority
OECD	Organization for Economic Co-operation and Development
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
PMES	Poverty Monitoring and Evaluation Strategy
SDGs	Sustainable Development Goals
SWAps	Sector Wide Approaches
ToR	Terms of Reference
UBoS	Uganda Bureau of Statistics
UNDP	United Nation Development Programme
VOPEs	Voluntary Organizations for Professional Evaluation
WB	World Bank

Executive Summary

The Twende Mbele (TM) Programme is a multi-country collaborative programme that seeks to explore how the partner countries can strengthen their efforts to make gender equity and equality and these endeavors can happen in instances where their women needs, views and experiences have been excluded and have been previously discriminated. The initiative which is funded by DFID and the Hewlett Foundation seek to enhance the technical and institutional Monitoring and Evaluation capacities of countries to improve government performance and accountability between African governments namely South Africa, Uganda and Benin. Although progress has been made by governments to drive change by fostering gender equality and the rights of women, the extent of gender responsiveness of national monitoring and evaluation systems is still a subject of investigation. It is against this background that the study seeks to:

- i) Review Uganda's National Evaluation system;
- ii) Use the AGDEN diagnostic tool to review a) broad National M&E policy, b) Institutional Arrangements and Capacities, and c) Processes and Procedures;
- iii) Identified potential barriers and enablers to having a well-functioning gender responsive M&E system;
- iv) Identifying and developing concrete strategies (or recommendations) for strengthening Uganda country's system.

The study used mixed methods mainly involving four steps. Step 1 involved review of status reports, policies and strategies related to Uganda national monitoring and evaluation system. Step 2 was the stakeholders' consultations that were guided by AGDEN diagnostic tools. The respondents were mostly representatives from Prime Minister's Office, line ministries; gender related government offices, CSOs/Champions as well as donor community. Step 3 was the processing and analysis of collected data using content analysis; while step 4 was the drafting of the report which was done in close support from AGDEN focal supervisor.

Findings on the National Evaluation Policy (NEP)

Criteria 1: Gender Equality

The results indicate there is no specific mention of gender in the NEP. But some sections of the gender policy emphasize the delegated service of the Auditor General (AG) as government arm mandated to conduct financial, value for money and other audits, such as gender and environment audits - *thus the quality, context of NEP as well as inclusion of equity and women rights do not exist in the NEP*. Section 1.6 of the NEP somewhat mentions poverty monitoring through building capacity and infrastructure needs required strengthening performance assessment – *thus the measure is partially mentioned in the NEP*. The Constitution of the Republic of Uganda emphasizes gender balance and fair representation of marginalized groups. The gender policy (2007) also emphasizes the collection, analysis, reporting and dissemination of information by gender and sex - *thus this measure partially exists*.

There is a national gender policy which guarantees gender equality and women's empowerment but however, this is not mentioned and reflected in the NEP. The NEP was signed and approved by cabinet in 2013 and the level of implementation is moderate. In the NEP, there is specific mention of results based framework but NEP uses the term managing for results (see section 3.4b) which is similar to Results Based Management but does not give a framework– *thus the measure is noted to exist in the NEP*. There is NEP implementation plan (page 66, table row 4.2), where there is specific mention of

continuous improvement in M&E processes and mechanisms, through identifying 6 to 10 headline outcome indicators for gender – *thus the measure is not specifically reflected in the NEP.*

Criteria 2: Public Policy Evaluation Decision Making

Regarding Public Policy Evaluation Decision Making, the NEP seems to address the “what” and silent on “when” and “how” in evaluating public policies – *thus partially exist.* The NEP does not provide guidelines on gender responsive evaluation but it recognizes and emphasizes adherence to standards in data collection, analysis and reporting (see section 4.1(i)) – *thus exist.* The NEP does not specifically mention how evaluation of public policies can be used to improve gender equality & women's empowerment, but it provides guiding principles on producing timely, quality and disaggregated reliable data using participatory approach (see Principles 4.1d and 4.1e) - thus the measures do not exist, and/or partially exist.

Criteria 3: Participation

It also emerged that the policy does not mention the participation of specific groups, but mentions participatory approaches that should be used in evaluation, not related to gender – *thus the measure is not reflected in the NEP.* There is specific mention of both state and non-state actors who are regarded as champions but the NEP does not state the degree to which it provides for the participation of VOPEs and other stakeholder groups in public policy evaluations – *thus the measure partially exists.* The extent to which the NEP anticipates and allows the participation of professional evaluators, gender & human rights activists and specialized VOPEs in evaluations is clearly highlighted in the principle, policy requirements as well as roles and responsibilities of various stakeholders – *thus the measure is said to exist.*

Criteria 4: Review & Revision

Although the NEP does not specifically provide for reviews based on national and international gender mainstreaming best practice, there is general provision under policy requirement 5.4 (vi-a) which mentions regular reviews of planning and budgeting frameworks to ensure currency of the NEP. In the NEP, there is no clear mention of the extent to which it provides for reviews by different stakeholder groups especially women, feminist and gender equality groups but there are arrangements in place to undertake the mid-term review of the current NEP.

Criteria 4: Sustainability

Regarding the measures to integrate the current NEP with gender mainstreaming best practices, the observation is that there is a lot of work to be done to ensure integration of gender because the NEP is silent on some gender issues such as participation, decision making and gender equality.

On the other hand, the gender issues are emphasized and adhered to in day-to-day activities and programmes, and that said all policies and plans are aligned to National Development agenda and periodically revised (say after 3-5 years).

Findings on National Evaluation System (NES)

Criteria 1: Gender Equality

The study explored the extent to which the National Evaluation framework identifies an optimal structure and implementation of gender responsive evaluation. There is common view that most interview participants are not familiar with the National M& E policy and that the policy does not make mention of equity/human rights/women's rights at all. However, in practice, there are sectoral gender evaluation strategic plans such as in MoESTS that operationalizes the strategy to address gender gaps in access and learning in primary education. The National Evaluations policy does not provide for gender machinery to participate in national evaluations, although it recognizes their presence and relevance. There is common voice that some ministries especially MoESTS established the gender

working group among whose main roles is to bring the government, Agencies and civil society organization into gender focus.

Regarding the degree to which OPM engages other actors. The OPM has desk evaluators in every MDA of government who are responsible for coordinating evaluations in that ministry or sector. However, there is common view that OPM does not involve other ministries in conducting gender responsive evaluations in nature. Whereas the NEP does not specifically emphasize gender mainstreaming element in its content, the National Development Plans (I & II) identifies gender oversight as one of the major hindrances to national development. Some ministries undertake institutional gender audits whereas others have not yet embraced the practice. Some common voices intimate that there is remarkable improvement in issues to do with gender responsiveness in the systems, some individuals are still “dragging their feet” in embracing this ‘gender element’ and usually refer to gender and gender mainstreaming as “lukewarms”.

Criteria 2: Gender Budgeting (Financing Gender Equality)

In Uganda, MoFPED allocates gender budget to fund crosscutting Issues. On the other hand, NEP stipulates that a certain percentage (nearly 3%) of funds should be allocated for national evaluations. However, MoFPED is unable to tell whether the funds allocated to specific ministries are adequate to support the gender machinery. It also emerged that OPM and MoGLSD are in a great understanding of the gender budget adequacy for supporting National Gender machinery. There is also common understanding that some MDAs plan/budget and even get money for gender-related activities but no such activities take place because those individuals do not take gender as a priority.

Criteria 3: Decision Making

Respondents reported not being in the know regarding the extent to which OPM determines national evaluation schedules. However, some M&E activities are conducted as ministry specific, sometimes with support from development partners. Respondents indicated they are not involved at all in any aspects regarding national evaluations. Even the gender equality advocates have not gotten an opportunity to contribute in any aspect related to gender responsiveness of the national evaluations.

Criteria 4: Participation

On the aspect of the extent to which other ministries and agencies involved with national evaluations, the document review reveal that no provision has been made for other MDAs to be involved in the national evaluations. The respondents decried that almost each ministry or agency conduct research, carries out evaluations but there appears to be no clear forum of sharing/disseminating such useful information, let alone harmonizing it.

Criteria 5: Sustainability

As noted earlier, there is no clear information regarding the national evaluation systems budget. However, some respondents gave views based on their working experiences that for example, the education sector gender working group established “The Gender in Education Strategic fund” to finance the 2015-2020 plan. In some instances, respondents made their observation saying, the budget for improving gender responsiveness is likely to decrease because even though there is a slight increment, the costs of utility and services could have changed and the absolute term may be the same.

Analysis of contributing factors

First, respondents observed there is good political will and support to realize sustainable gender responsiveness in the national M&E system. Second, prevalence of peace and freedom of expression especially by the champions and VOPEs has promoted the gender responsiveness agenda in spheres including the M&E system. Third, there is country commitment and adherence to international and

regional gender related declaration (e.g. Maputo Declaration). Fourth, ensuring gender mainstreaming in Budgeting and Financing has been equally important as funds are critical in the implementation given its cross-cutting nature. Fifth, it is important for the systems to ensure linkages between MDAs, CSOs and Development Partners. Besides, training and awareness has been done to ensure well-built capacity across the entire spectrum.

Challenges of the NES

First, negative attitude and stereotype mindset were cited as some of the bottle necks. Second, there were also sentiments on lack of effort by some MDAs in coming out boldly to support and ensure a gender responsive M&E system. Third, the national M& E policy is a challenge in itself as it is silent on gender responsiveness in several aspects. Fourth, mainstreaming gender in national M&E system has taken slow pace probably due to lack of well-coordinated national M&E system at sectoral or local government level. Fifth, there is inadequate human resource capacity in several MDAs probably due to weak public service structure to hire competent persons in gender posts, and sixth, gender budgets are not only inadequate but also ineffectively utilized to yield the desired results and outcomes.

Recommendations

First and foremost, is the need to review the NEP to make it gender responsive; have a strong political will and commitment at various levels to support and guide the entire process- policy makers need to wear a gender sensitive lens.

Government has to ensure emphasis is made for compulsory gender-responsive evaluations by MDAs; besides there has to be a mechanism for follow ups. Government, working with development partners needs to secure sufficient funds so as to cater for the various gender-related activities.

National evaluations need to be gender sensitive by ensuring that gender experts participate in the planning, design, methodologies and actual evaluation processes, plus ensuring use of engendered evaluation tools. There is need for a massive drive to inform the public as to why gender is very important and relevant. Most times it is the non- state actors taking a big role, ministries therefore should also come on board with a full force.

Introduction

Background

The Twende Mbele (TM) Programme is a multi-country collaboration between African governments namely South Africa, Uganda and Benin, working together to strengthen their National Evaluation Systems. The initiative seeks to enhance the technical and institutional Monitoring and Evaluation capacities of countries to improve government performance and accountability. This programme is funded by DFID and the Hewlett Foundation was founded by three country partners—South Africa, Benin and Uganda, who are sharing resources, facilitating joint learning opportunities, and collaboratively developing tools. The Twende Mbele (TM) Programme will be a platform to enable deeper learning experiences between committed African governments to develop strong national evaluation systems that will generate knowledge to inform development priorities, influence policy and programme change and improve resource use.

There is growing awareness of the need for government interventions to be more reflective of the broader realities of societal and cultural norms within its context. For that to happen there is need for monitoring and evaluation systems to account for dynamics relating to the differences between men and women. Gender-responsive evaluation systems can augment government efforts to promote gender equality and equity by embedding these dimensions into its evaluation approaches, methods, processes and results. These efforts ultimately deepen gender consciousness in government policies, plans, budgets and programs.

In view of this, the TB seeks to explore how the partner countries can strengthen their efforts to make gender equity¹ and equality² innate in their national evaluation systems and safeguard the empowerment of women. These endeavors can happen in instances where women needs; views and experiences have been excluded and have been previously discriminated in development programmes implemented by the government. Thus evaluation can help those involved in policy making and programme designing to have a socio-cultural insight into these gender norms and expectations in any given context so that appropriate interventions can be designed accordingly. Although progress has been made by governments to drive change by fostering gender equality and the rights of women, the extent of gender responsiveness of national monitoring and evaluation systems is still a relatively new concept.

Objectives of the Study

Given the above background, the study is guided by the following specific objectives

- i) Review Uganda's National Evaluation Policy (NEP) land scape and system (NES);
- ii) Use the AGDEN diagnostic tool to review a) broad National M&E policy, b) Institutional Arrangements and Capacities, and c) Processes and Procedures;
- iii) Identify potential barriers and enablers to having a well-functioning gender responsive M&E system;

¹Means fair treatment for both sexes. These form two criteria in accessing the national monitoring and evaluation systems

² Means women and men have equal rights, access, freedoms and opportunities

- iv) Identify and develop concrete strategies (or recommendations) for strengthening Uganda country's system.

Outline of the Report

This report is structured as follows: section 2 provides a broad overview of the Uganda national M&E system highlighting the country context; history of national M&E system; the level of M&E development, the stakeholders involved as well as PESTEL dimensions analysis. Section 3 gives the results of criteria for the NEP. Section 4 presents and discusses the findings on the NES. Section 5 provides the snapshot of the possible enablers and barriers to having a well-functioning gender responsiveness M&E system; section 6 gives recommendations and strategies for strengthening the national M&E system.

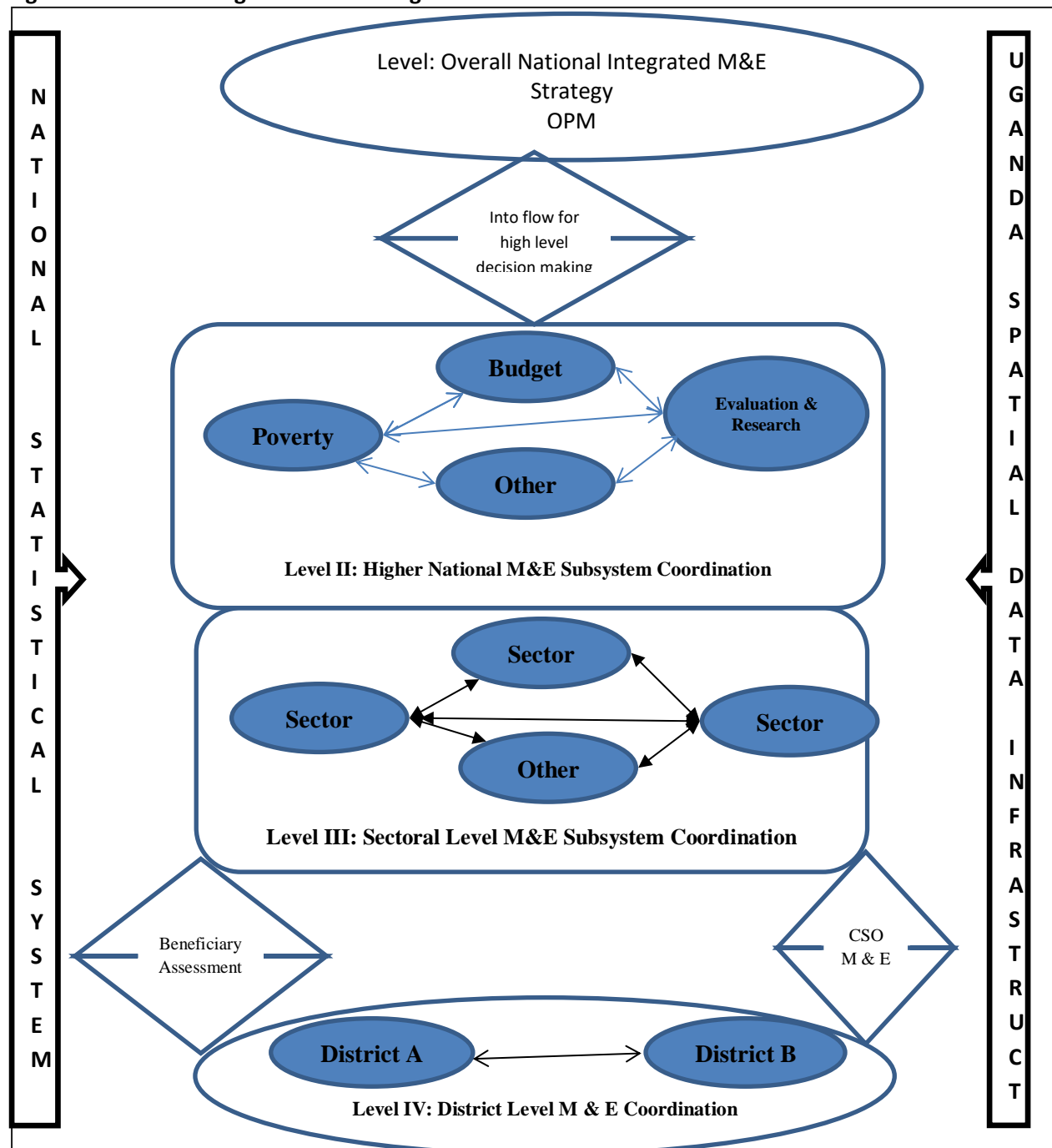
National M&E system: History, country context, stakeholders, level of M&E development

History of National M&E system

The history of national M&E system is rooted from the Uganda's public sector management during post-colonial era system of governance through 1980s that shaped the public inspectorate function with public bureaus in various institutional levels. The SWAps, liberalization and divestiture of most of the public parastatals in the late 1990s, paved the way for increased monitoring of performance of government programmes (e.g. the Local Government Development Programme (LGDP) and the Public Sector Reform Programme (PSRP)). Development partners, notably the World Bank, required the programmes they funded to undergo rigorous M&E processes with a gender equity and equality focus.

In the 1990s, public sector reforms began, increasingly focusing on key aspects of M&E including value for money, performance measurement and concepts like 'results-based performance'. With the adoption of the Poverty Eradication Action Plan (PEAP), there was a push mostly from civil society organizations (CSOs), both national and international, for 'impact assessments' of PEAP interventions.

Figure 1: National Integrated Monitoring & Evaluation Framework



Source: Collaborative Partner Donor Evaluation report (2015)

Gradually, the trend since 2000 has been a move towards the incorporation of M&E principles into government performance assessments. M&E has become a key feature of programmes under Sector Wide Approaches (SWAs) and there has been increased commissioning of baseline surveys, mid-term reviews and end of programme evaluations that reflect the socio-economic and cultural realities of Ugandan societies. The National Integrated Monitoring and Evaluation Strategy (NIMES) coordinated by Office of the Prime Minister is a framework to ensure that all government programmes are monitored and evaluated in a rational and synchronized manner (Figure 1). Launched in 2005/06 as way to monitor progress and evaluate performance results of PEAP. Arising from the achievements of PEAP, there was need for the country to develop a more comprehensive sector wide plan to propel

the country to economic transformation especially through mechanized agriculture, high tech equipment as well as improved infrastructure. This led to the formulation of the NDP I (2010/11 – 2014/15) in 2010.

The NIMES is supplied data and necessary indicators by the national statistical system headed by Uganda Bureau of Statistics (UBoS), and ultimately responds to the government's intended goals and policy objectives, as laid out in national policy frameworks (OPM, 2006). This framework was introduced just after the launch of Paris Declaration (PD) in 2005 in order to tackle a perceived orientation in the public sector. It followed on from the Poverty Monitoring and Evaluation Strategy (PMES), which was launched by MoFPED in May 2002. Since 2005, NIMES lost some impetus which was further eclipsed by the entry into the National Development Plan (NDP I). In 2013, OPM launched the national M&E policy which essentially replaced the NIMES. The subsequent section provides the broad overview and purpose of the policy.

The National M&E Policy

The primary purpose of the policy was to 'improve the performance of the public sector through strengthening of the operational, coordinated, and cost-effective production and use of objective information on implementation and results of national strategies, policies, programmes and projects.

The operational mandate of the M&E policy is to among other things: conduct financial, value for money and other audits, such as gender and environment audits, in respect of any project or activity involving public funds; produce quality and timely quantitative and qualitative information that respond to the demands of public governance and management. The policy emphasizes that data producers should produce reliable statistics to inform the planning and budget cycle. To ensure the credibility and usefulness of M&E, impartiality, compliance with international standards in data collection, analysis and reporting and independence of evaluators should be respected.

The operationalization of the M&E policy enables government, legislature and other actors to access evidence to inform policy and programmatic decisions, and to hold the public sector accountable for its utilization of resources.

Worth to note that the policy focuses on monitoring, evaluation, and review functions. Other control and oversight functions (e.g. value for money auditing, accountability) are not the subject of this policy. The policy, and the associated strategies that followed it, have replaced the National Integrated Monitoring and Evaluation Strategy (NIMES) of 2005/06 that was executed within the structures of government.

Level of M&E Evolution in Uganda

To achieve the M&E development objectives, the government has made several policy reforms and instituted mechanisms to effectively collect and analyze data/information, evaluate, improve and control its performance. In this regard, several policy reforms were instituted to strengthen performance management in government. The reforms, strategies and plans to develop the national M&E system are anchored on the Uganda's 1995 national constitution as well as sectoral and ministerial development agenda.

As stated before, the initial M&E development took place in 2005 when the National Integrated Monitoring and Evaluation Strategy (NIMES) was reviewed that sought to define broadly the policy, capacity and infrastructure needs required to strengthen monitoring, evaluation and performance assessment. The requirements for effective planning, monitoring and evaluation in the public sector are only partially addressed in existing legislation outlined in the Constitution of the Republic of Uganda (1995), Local Government Act (1997), Uganda Bureau of Statistics Act (1998), Budget Act (2001), National Planning Authority Act (2002), Public Finance and Accountability Act (2003), and the National Audit Act (2008) as well as the Partnership Policy of 2013.

The next section provides the results from the desk review collaborated with interview responses. The key informants to the study are the relevant stakeholders from various MDAs implementing the national M&E policy and are regarded as integral part of the national evaluation system. The results are presented on M&E policy and national evaluation system as a whole, and considering the various criteria set-up to track gender mainstreaming issues.

PESTEL Analysis

<p>Political</p> <ul style="list-style-type: none"> - Uganda is a Republic and democratic state, - The president is both chief of state and head of government, - Uganda got independent on 9 October 1962 from the UK. 	<p>Economic</p> <ul style="list-style-type: none"> - Agriculture is the most important sector employing over 80% of the work force, - GDP of agriculture sector is 22% in 2014, - Gender parity in education is 50-50, - Lowest 10% of the household income was 2.4% and highest 10% was 36.1% in the year of 2012, - The agriculture products of Uganda are coffee, tea, cotton, tobacco, cassava, potatoes, millet, cut flowers; beef, goat meat, milk and poultry.
<p>Social</p> <ul style="list-style-type: none"> - The total population of Uganda in 2014 was 34.6 million (51% are female), - Children below 18 years constituted 55% of the population, - Total fertility rate was 5.8 children per woman, - Mean household size was 4.7 persons, - The population rate of Uganda was 3.0% in the year of 2014, - The official languages are English and Swahili of Uganda, - The literacy rate of the population aged 10 years and above is 72.2%, - Nearly 25% of the population lives in urban areas. 	<p>Technology</p> <ul style="list-style-type: none"> - No. of telephone users were 327,100 in 2010, - No. of mobile users were 12.828 million in 2010, - Mobile cellular tele-density was about 40 per 100 persons in 2010, - Nearly 150 radio and 35 TV stations, - Internet host was 33,082 in 2010, - No. of internet users were 3.2 million in 2009.
<p>Environment</p> <ul style="list-style-type: none"> - Total area of Uganda is 241,038 sq km, - Water area is 43,938 sq km, 	<p>Legal</p> <ul style="list-style-type: none"> - Uganda has legal system of English common law and customary law,

<ul style="list-style-type: none"> - Copper, cobalt, hydropower, limestone, salt, arable land and gold these all are the natural resources of Uganda, - 21.57% of the land is arable and in use. 	<ul style="list-style-type: none"> - Uganda subscribes to International Court of Justice (ICJ) and of the International Criminal Court (ICCT), - The judicial branch contains (i) village (Local Council) courts, (ii) District Courts, (iii) Constitutional Court, (iv) Commercial Court, (v) The Court of Appeal, and (vi) High Courts
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Scope of Work and Technical Approach

The study investigated broadly the extent to which the country evaluation policies and internal systems relate to what ought to be characteristic of an effective national gender responsive monitoring and evaluation system. The scope of work involved: First, the development of AGDEN gender diagnostic tool that was used to evaluate and also track the gender responsiveness of national monitoring and evaluation systems. During tool’s development, reference was made to all possible sources of information relevant to the study including the UN Women resource book entitled “How to measure “Gender Responsive Evaluation Handbook (2015).

Second step involved review of status reports, policies and strategies related to Uganda national monitoring and evaluation system, followed by analysis of primary data. The techniques employed allowed analysis and synthesis of documentary evidence on the following:

- i) National Monitoring and Evaluation Policy (2013);
- ii) National M&E Implementation Plan (2014);
- iii) Phase II Evaluation of the Implementation of the Paris Declaration in Uganda (2010);
- iv) National Development Plan I (2010/11 – 2014/15);
- v) National Development Plan II (2015/16 – 2019/20);
- vi) The Uganda Gender Policy (2007);
- vii) Updating the National Integrated Monitoring and Evaluation Strategy (NIMES) for the National Development Plan (2009);
- viii) National Planning Authority Act (2002);
- ix) Uganda Bureau of Statistics Act (1998);
- x) Government of Uganda’s Poverty Eradication Action Plan (PEAP 1997, 2000, 2004);
- xi) Constitution of the Republic of Uganda (1995).

Step 2 was the stakeholders’ consultations that were guided by AGDEN diagnostic tools. About fifteen (15) respondents provided useful information through key informant interviews. The respondents were representatives from Prime Minister’s Office, Line Ministries (such as Ministry of Finance, Planning and Economic Development (MoFPED); Ministry of Gender, Labour and Social Development (MoGLSD); Ministry of Education, Science, Technology and Sports (MoESTS); Ministry of Health (MoH); National Planning Authority (NPA)) gender related government offices (e.g. Equal Opportunity Commission), CSOs/Champions (e.g. Forum for African Women Educationists Uganda), NGO-Forum and the donor community (DENIVA).

Step 3 was the processing and analysis of collected data using content analysis. There was an attempt to develop a dashboard to rate and score each indicator in all the criteria. This step also relied on an analytical approach of different criteria, review and synthesis of the documents and the available literature, a systematic approach to the analysis of opinions from stakeholders.

Step 4 was the drafting of the report which was done in close supervision and support from AGDEN focal supervisor. The engagement between the consultant and supervisor allowed a comparison and synthesis of the ideas, results and deeper understanding of the national M&E system.

Findings

Findings on National Evaluation Policy (NEP)

The results on National M&E policy are presented for each criterion emphasizing the most salient features.

1.2.1. Criteria 1: Gender Equality

The study sought to establish the number, quality and context of mentions of Gender equality in the NEP policy/statement and summary rating are presented in Table 1. The results from the document review of the national M&E policy indicate no specific mention of gender in the NEP. But some sections of the gender policy emphasize the delegated service of the Auditor General (AG) as government arm mandated to conduct financial, value for money and other audits, such as gender and environment audits, in respect of any project or activity involving public funds. The policy alludes to the fact that data produced should be of high quality to inform decision making; and that the evaluators should conform to international ethical code of conduct and standards –There is also no mention of gender equity, human rights and women’s rights in the NEP – *thus the quality,*

context of NEP as well as inclusion of equity and women rights do not exist in the NEP.

Some of the related principles of National M and E policy

.....

(e) The quality and timeliness of quantitative and qualitative information must respond to the demand. Data producers should ensure that the production cycle is synchronized with the policy and budget cycle and, hence, inform the planning and budget cycle (page 10).

.....

(i) To ensure the credibility and usefulness of M&E, impartiality, compliance with international standards in data collection, analysis and reporting and independence of evaluators should be respected. The behavior of evaluators should conform to the code of conduct when conducting evaluations. Proper oversight of the M&E system should also be enforced (National M&E policy, page 10).

With regard to the degree to which the NEP proposes/ engages/reflects or refers to fighting, reducing or eliminating poverty; the findings from document review indicate no specific mention, but section 1.6 of the NEP somewhat mentions poverty monitoring through building capacity and infrastructure needs required to strengthen performance assessment³. In nutshell, the NEP does not explicitly mention fighting poverty reduction through regular M&E efforts – *thus the measure is partially mentioned in the NEP.*

The study sought to establish the number and degree of implementation of named national laws which guarantee gender equality and women’s empowerment. The results largely indicate none. However, from related documents such as the Constitution of the Republic of Uganda, the constitutional national Objectives and Directive Principles of State Policy - Principle VI emphasizes

³ Section 1.6 states “Poverty monitoring, introduced in 1999, provided the foundation for assessing the impact of public policy in Uganda on poverty and welfare. Good quality periodic analysis of poverty trends, however, was not matched with effective routine monitoring of Government policy implementation.....”

gender balance and fair representation of marginalized groups. It also re-echoes under article 32 that the state shall take affirmative action in favour of groups marginalized on the basis of gender, age, disability or any other reason created by history, tradition or custom, for the purpose of redressing imbalances which exist against them. Currently, there is Equal Opportunity Commission (EOC) established under the Act of Parliament. Also articles 33-36 emphasize the rights of women (33), children (34), persons with disabilities (35) as well as rights and protection of the minorities. The gender policy (2007) also emphasize the collection, analysis, reporting and dissemination of information by gender and sex⁴. Unfortunately all these provisions in the constitution and gender policy were not reflected in the National Evaluation Policy - thus *this measure partially exists*.

Regarding the number and stage of legislations awaiting passage that protect or guarantee gender equality and/or social protection, the KIIs responses indicate that there is a national gender policy, approved by cabinet or executive arm of government, which guarantees gender equality and women's empowerment but however, this is not mentioned and reflected in the NEP. The field interview results revealed that Uganda as a country considers and takes international commitments a priority especially on issues regarding gender. Almost all respondents indicated that the International human and Women's rights conventions⁵ and declarations are signed, ratified and domesticated in Uganda. However, the practice and degree of implementation of the rights conventions varied from policy to another. The four respondents from MoGLSD cited some regional instruments⁶ that Uganda subscribes to. Given the level of country ratification, domestication and response to human rights convention, the performance rating is moderate. While the aspect of number and type of reference made of International human & Women's rights conventions, declarations in NEP and /or National Strategies do not exist.

In Uganda, the Ministry of Gender, Labour and Social Development despite being a state actor is a leading champion on gender equality and equity issues. However, the machinery is inclusive of other state and non-state actors such as legislature, Equal Opportunity commission, Police, Inspectorate of Government, Plan International, FAWEU and DENIVA; all these advocate for not only gender rights but also gender responsiveness in monitoring and evaluation government programmes. e.g. Ministry of Education, Science, Technology and Sports with Plan International developed "The Gender in Education Strategic Plan:-2015-2020" with one of the objectives 'to undertake comprehensive, user friendly, up-to-date and gender disaggregated data analysis as well as dissemination at all levels' (see plan-international.org/Africa/Uganda). FAWEU developed "The Gender Equity Model (Year N/A)" to monitor and achieve gender parity in access to primary education in Uganda – *thus the measure is said to exist*.

The national evaluation policy was signed and approved by cabinet in 2013 and the level of implementation is moderate. The progress has been somewhat limited by inadequate funding and

⁴ Section 8.5 states "The collection, analysis, reporting and dissemination of data and information through the already established periodic surveys, censuses, participatory poverty assessments and other related activities as well as sector MIS are critical entry points and opportunities for generating gender and sex disaggregated data and information for M&E on gender equality."

⁵ e.g. Convention on the Elimination of All Forms of Discrimination against women (CEDAW); The Universal Declaration of Human Rights (1948); Standard Rule for Equalization of Opportunities (1993); Jomtien Declaration on Education for all (1990); the Hamburg Declaration on Adult Learning (1997).

⁶ e.g. The Maputo declaration on gender mainstreaming and the effective participation of women in the African union(2003); The AU Heads of State Solemn Declaration on Gender Equality (July 2004).

human resources especially in MDAs. In the NEP, there is specific mention of results based framework but NEP uses the term managing for results (see section 3.4b) which is similar to Results Based Management but does not give a framework. The results chain mentions inputs, outputs, activities/processes, outputs and outcomes – *thus the measure is noted to exist in the NEP.*

A close review of the NEP shows that it does not provide gendered indicators/indices for tracking public policy performance neither does it indicate or include a results based framework which includes gender responsive indicators. However, in the NEP implementation plan (page 66, table row 4.2), there is specific mention of continuous improvement in M&E processes and mechanisms, through identifying 6 to 10 headline outcome indicators for gender. – *thus the measure is not reflected in the NEP*

1.2.2. Criteria 2: Public Policy Evaluation Decision Making

Decision making is the criterion that examines who is empowered to make decisions in general and decisions related to implementation of the NES. It examines the different power relations at play in the process.

The results reveal that, the NEP seems to address the “what” and silent on “when” and “how” in evaluating public policies. On the other hand, the latter two are highlighted in the NEP operationalization plan. Although the NEP does not stipulate specifically nor provide guidelines on gender responsive evaluation of public policies and programmes, it sets up broad policy and recognizes and emphasizes adherence to standards in data collection, analysis and reporting (see section 4.1(i)). Moreover, the policy does not specifically mention how evaluation of public policies can be used to improve gender equality & women's empowerment, but it provides guiding principles on producing timely, quality and disaggregated reliable data using participatory approach (see Principles 4.1d and 4.1e). Thus the measure is *partially mentioned in the NEP* especially on providing of guidelines on the use of evaluation results, and segregation of data by sex.

1.2.3. Criteria 3: Participation

Participation is a criterion that refers to different mechanisms for both men and women to express opinions and exert influence regarding issues that affect them. Participation includes two aspects. That there is a gender balance between men and women involved in different parts of the system. That there is a gender expert or a person knowledgeable about gender issues as part of all teams.

From the desk review of the NEP, it emerges that the policy does not mention the participation of specific groups, but mentions participatory approaches that should be used in evaluation, not related to gender – *thus the measure is not reflected in the NEP.* There is also no specific mention of the degree to which NEP provides for the participation of VOPEs and other stakeholder groups in public policy evaluations – *thus the measure not exist* As stated before, the interview results revealed that NEP champions are both state and non-state actors. The NEP seems to recognize/support the relevancy and mandate of relevant stakeholders in the implementation, monitoring and evaluation of the plan – *thus the measure is reflected in the NEP.* The extent to which the NEP anticipates and allows the participation of professional evaluators, gender & human rights activists in evaluations is highlighted in the principle, policy requirements as well as roles and responsibilities of various stakeholders – *thus the measure is mentioned in the NEP.*

1.2.4. Criteria 4: Review & Revision

The review and revision criterion refers that public policies are often made for specific time periods and it is considered good practice to review, assess, evaluate and revise them from time to time. This criterion examines if and how the National Evaluation Policy is reviewed and or assessed from a gender equality perspective.

Although the NEP does not specifically provide for reviews and/or revision based on national and international gender mainstreaming best practice, there is general provision or partial existence under policy requirement 5.4 (vi-a) which mentions regular reviews of planning and budgeting frameworks to ensure currency of the NEP. Section 6.6 of the NEP implementation plan also stresses that NEP will be reviewed every five years and a cost for this evaluation is included in the cost of implementation. It is also a requirement under cabinet guidelines that public policies and plans aligned to the NDP II agenda should be regularly (i.e. every 3-5 years) reviewed to measure impact or progress in implementation. In the NEP, there is no clear mention of the extent to which the policy provides for reviews by different stakeholder groups especially women, feminist & gender equality groups. In nutshell, as reported by the OPM officials, there are arrangements in place to undertake the mid-term review of the current NEP.

1.2.5. Criteria 4: Sustainability

Sustainability measures the ability of the system to sustain change and to ensure that gender responses will be captured, adjusted and maintained. Financial sustainability includes, but is not limited to sector, institutional or gender budgets.

Regarding the measures to integrate the current NEP with gender mainstreaming best practices and/or the elements from the national gender policy or guidelines, the observation is that there is a lot of work to be done to ensure integration of gender because the NEP is silent on gender issues such as participation, decision making and gender equality. And yet in practice, the gender issues are emphasized and adhered to in day-to-day activities and programmes. According to government of Uganda, the life span of NEP is open but can only be subjected to review periodically. That said all policies and plans are aligned to National Development agenda and periodically revised (say after 3-5 years). As stated before, there are efforts and arrangements to review the policy.

Findings on National Evaluation System (NES)

1.2.6. Criteria 1: Gender Equality

The study explored the extent to which the National Evaluation Policy identifies an adequate/optimal structure or architecture for gender responsive evaluation, 20% of the respondents interviewed said they are not familiar with the National M& E policy. However, the rest of the respondents say they know the evaluation policy but it does not spell out any framework regarding the gender responsive evaluation. Nearly 53% of the respondents stressed that the policy does not make mention of equity/human rights/women's rights at all.

But in practice, the equity issues and respect for women rights are evident. For instance, an NGO called Forum for African Women Educationalists Uganda (FAWEU) works in close collaboration with Ministry of Education, Sports, Science and Technology (MoESTS) to support and monitor girl child rights in schooling. There is a gender strategy in MoESTS that operationalizes the collaboration. And in their

evaluation, they have developed a harmonized strategy that not only addresses quality education but also ensures that gender issues are embraced and engrained in the primary education system. Both aspects feed into the Sustainable Development Goals (SDGs).

According to the desk review findings, the National Evaluations policy does not provide for gender machinery to participate in national evaluations. In addition, most or if not all of the respondents said they have not seen most of the gender machinery groups (such as gender focal persons, equal opportunity commission and MoGLSD) participating in national evaluations. They added that in some ministries where M& E is strong, evaluation remains at that institutional level. About one fifth (20%) of the respondents, mostly the gender focal persons, revealed that they too are not invited to participate in the national evaluations. On the other hand, interview responses from officials of OPM revealed that M&E policy and framework stipulates that evaluations can be sectoral, national or institutional in nature. A voice from a section of the respondents added that some ministries especially education established the gender working group among whose main roles is to bring the government, Agencies and civil society organization into gender focus. There was common voice that the Gender machinery has pushed for developing of gender strategic plans. For instance in the MoESTS, there is now a gender strategic plan which is being put to use in monitoring access and achievement of gender parity in primary education in Uganda. The machinery also advocates for gender mainstreaming across most activities in the education sector.

Regarding the degree to which OPM engages other actors. The OPM has desk evaluators in every MDA of government who are responsible for coordinating evaluations in that ministry or sector. On the other hand, views from respondents alluded to the fact that OPM does not involve other ministries in conducting gender responsive evaluations in nature.

However, on the other hand, MDAs like MoGLSD and MoESTS often encourage/train gender focal persons to integrate gender aspects in their routine activities, monitoring and evaluation. Those that have trained and deployed (e.g. Water, Education and Health), capacity has been built, policy on gender is there—like ensuring that each water user committee has both men and women to regularly monitor the use and mechanical conditions of water source(s).

Whereas the national policy does not specifically emphasize gender mainstreaming element in its content, most key ministries have incorporated gender mainstreaming in their routine operations and programs. A common response from interview participants indicates that the National Development Plans (I & II) identified gender oversight as one of the major hindrances to national development. So the MoGLSD was charged with the duty of ensuring gender mainstreaming in the various ministries. This has been made possible courtesy of the training program and encouragement made by Ministry of Gender, Labor and Social Development. For example, the Ministry of Water and Environment has built the capacity in gender, both men and women to monitor the use of water source; take decisions jointly, management of data, analysis and reporting of some water aspects with gender focus. Likewise, Ministry of Education, Science and Technology and Sports, has trained their staff in gender related affairs and use the Education Management Information System (EMIS) do collect, manage, analyze and report on access, quality and efficiency indicators by gender.

There is evidence of gender sensitivity in the institutional culture in the ministries and agencies; however, this is not in relation to national evaluations. All the respondents were in agreement that

there is significant improvement in this regard. For example, respondents acknowledged that in the recent past, the Ministry of Public Service has issued guidelines on gender-sensitive workplace to be followed by all workers in different ministries; and each ministry has been instructed to form committees that handle and monitor staff's personal issues like sexual harassment. Staff deployment, appraisal and promotions have been engendered in most MDAs. There is no doubt that Gender institutional culture which is part of the evaluation system has also been promoted including use of gender sensitive language e.g. Chairperson instead of chairman/chair lady.

Some ministries (such as MoESTS & MoGLSD) undertake institutional gender audits whereas others have not yet embraced the practice. An agency such as FAWEU has taken a step in reviewing the gender strategies and policies (national audits) while working with National University of Ireland through research partnership. Voices from nearly 40% of the respondents were quick to add that while there is remarkable improvement in issues to do with gender responsiveness in the systems, some individuals are still "dragging their feet" in embracing this 'gender element'. The respondents added that gender and gender mainstreaming are new phenomena, which he referred to as "lukewarm"; whereby some individuals are still reluctant to receive this concept wholly with open hands.

It is clear that gender responsiveness does not specifically feature in the M&E system. However, the responses here refer to the ministry/agency specific M&E. For instance the Ministry of Education Science and Technology and Sports has developed a gender working group whose main purpose is to ensure all indicators are disaggregated by sex while reporting, they also ensure equal treatment of male and female teachers plus being sensitive that all programmes at the ministry such as Business Technical Vocational Education & Training (BTJET) have ensured a credible focus on gender mainstreaming. In addition, analysis on violence in schools has been advocated for as well as engendered skill development for both boys and girls.

1.2.7. Criteria 2: Gender Budgeting (Financing Gender Equality)

In Uganda budgeting system, MoFPED allocates gender budget to all ministries under a section known as crosscutting Issues. The gender budget follows what every ministry requests under the gender section vote. However, gender as a whole and particularly evaluation systems, NEP stipulates that a certain percentage of funds should be allocated for national evaluations. Unfortunately, there is no specific mention of gender budgeting. For emphasis, most respondents expressed ignorance about the gender budgeting aspect. They said they have no information concerning how much of the national budget is allocated to the National Evaluations. Ministry of Finance, Planning and Economic Development (MoFPED) respondents, who usually do the allocation, reported that they do not clearly know the total budget allocation to the National Evaluation Systems.

The OPM also intimated that funding of evaluation can be project, donor, institutional or government led, and the funding is somewhat different. Government led evaluations are financed under government evaluation facility (GEF) and at institutional/sector level while donor led evaluation are done through mainly projects. The MoFPED particularly gender officer attributed the lack of information on budget allocations to the National Evaluation System due to existence of large gaps between the Office of the Prime minister and Ministry of finance as well as other ministries regarding the implementation of a harmonized evaluation system to all ministries.

Since the gender budgets and requests for funding are initiated by line ministries, MoFPED is unable to tell whether the funds allocated to specific ministries are (in) adequate to support the gender machinery. From the interviews, it emerged that OPM and MoGLSD are in a great understanding of

the gender budget adequacy for supporting National Gender machinery. The respondents echoed a similar feeling saying, "...although gender is a cross-cutting issue, they see a gap in coordinating this aspect across ministries because there is 'no synchronization' among key ministries and no concerted government effort to ensure things are being done collaboratively..."

Almost half of the respondents reported that some MDAs plan/budget and even get money for gender-related activities but no such activities take place because those individuals do not take gender as a priority—i.e. money is diverted! Such a practice is attributed to lack of full commitment and negative attitude towards gender. According to the interview, some development partners (like DFID, Irish Aid) support OPM financially in ensuring midterm, annual and end of project evaluation reports are done—projects of interest to such development partners. More support from these partners is extended to the Uganda Bureau of Statistics (UBOS), responsible for generating national statistics. However, such reports are not directly about national evaluation.

1.2.8. Criteria 3: Decision Making

Regarding the question on the extent to which the responsible ministry or agency determine national evaluation schedules, more than half of the respondents reported not being in the know regarding the extent to which OPM determines national evaluation schedules. However, as mentioned earlier, some M&E activities are conducted as ministry specific, sometimes with support from development partners. For instance, FAWEU in partnership with Education NGO forum has set the thematic working group on national and continental levels where these partnerships affect the national evaluation schedules. Moreover, agencies monitor and look at gender issues while carrying out evaluations and contribute to especially women empowerment agencies.

A section of respondents noted that they are not involved at all in any aspects regarding national evaluations. However, they added that they would be happy to participate if called upon. Even the gender equality advocates have not gotten an opportunity to contribute in any aspect related to gender responsiveness of the national evaluations.

1.2.9. Criteria 4: Participation

On the aspect of the extent to which other ministries and agencies involved with national evaluations, the document review reveal that no provision has been made for other MDAs to be involved in the national evaluations.

Collaboration of the different institutions/ministries with specialist knowledge for evaluations in Uganda has been pointed out as a big challenge. The respondents decried that almost each ministry or agency conduct research, carries out evaluations but there appears to be no clear forum of sharing/disseminating such useful information, let alone harmonizing it. Yet the collaboration paves way to communicate gender issues to other government ministries. Further, different NGOs, Local Government departments, office of the first lady, ministry of gender, and international center for female research have collaborated to promote gender balance, however a clear mention of gender responsive M&E is still silent.

1.2.10. Criteria 5: Sustainability

As noted earlier, there is no clear information regarding the national evaluation systems budget. However, some respondents gave views based on their work experiences. For instance, FAWE observed that the national budget is likely to increase for national evaluations if all other ministries

and departments establish gender working group. For example, the education sector gender working group established The Gender in Education Strategic fund to finance the 2015-2020 plan.

The same agency added that the global paradigm shaped by the Sustainable Development Goals (SDGs) will attract attention from parliament to advocate for more monetary support for evaluations in order to register strides in archiving the SDGs. However, respondents from Ministry of Health made their observation saying, the budget for improving gender responsiveness is likely to decrease because even though there is a slight increment, the costs of utility and services could have changed and the absolute term may be the same.

Analysis of contributing factors

Regarding enablers to a well-functioning gender responsive M&E system, a number of suggestions were made by the respondents. First, respondents observed there is good political will and support to realize sustainable gender responsiveness in the national M&E system. This is because the politics of the day coupled with effective fund mobilization (both budget and donor support) has enabled effective implementation of gender responsive programs.

Second, prevalence of peace and freedom of expression especially by the champions and VOPEs has promoted the gender responsiveness agenda in spheres including the M&E system. It is argued that a peaceful environment allows individual women and men to freely express their opinions which promote creativity and innovation geared towards NES development.

Third, respondents also cited country commitment and adherence to international and regional gender related declaration (e.g. Maputo Declaration). They further observed that at times international laws are ratified and domesticated. But there is a challenge enforcing them leading to violation of some individual's rights and freedoms.

Fourth, ensuring gender mainstreaming in Budgeting and Financing has been equally important as funds are critical in the implementation given its cross-cutting nature.

Fifth, a reasonable number of respondents said it is critical for the systems to ensure linkages between MDAs, CSOs and Development Partners. In the same vein, training and awareness has been done to ensure well-built capacity across the entire spectrum. This has helped to raise awareness to change some peoples' perceptions so as to embrace gender equity and equality. In addition, more advocacy to raise the gender responsiveness budget has been given attention. All this has been made possible with support from development partners in all gender activities including M&E system.

Challenges

A number of challenges to a well-functioning gender responsive M&E system were identified under the study and are listed below:

- i. Negative attitude and stereotype mindset were cited as some of the bottle necks.
- ii. There were also sentiments on lack of effort by some MDAs in coming out boldly to support and ensure a gender responsive M&E system. This manifests in term of budget inadequacies, leading to haphazard trainings hence insufficient or poorly trained human resources in gender responsiveness.
- iii. The national M&E policy is a challenge in itself as it is silent on gender responsiveness in several aspects. It gives some individual a leeway and an excuse for not embracing gender among their routine activities.
- iv. Mainstreaming gender in national M&E system has taken slow pace probably due to lack of well-coordinated national M&E system at sectoral or local government level.
- v. There is inadequate human resource capacity in several MDAs probably due to weak public service structure to hire competent persons in gender posts.
- vi. Gender budgets are not only inadequate but also ineffectively utilized to yield the desired results and outcomes.

Recommendations

Arising from the study, some recommendations have been proposed as one way of enforcing gender responsiveness.

First and foremost, is the need to review the NEP to make it gender responsive; have a strong political will and commitment at various levels to support and guide the entire process- policy makers need to wear a gender sensitive lens.

Government has to ensure emphasis is made for compulsory gender-responsive evaluations by MDAs; besides there has to be a mechanism for follow ups. Government, working with development partners needs to secure sufficient funds so as to cater for the various gender-related activities.

National evaluations need to be gender sensitive by ensuring that gender experts participate in the planning, design, methodologies and actual evaluation processes, plus ensuring use of engendered evaluation tools. There is need for a massive drive to inform the public as to why gender is very important and relevant. Most times it is the non- state actors taking a big role, ministries therefore should also come on board with a full force.

Appendices

Appendix I: Dashboard on the performance rating of measures for NEP

Table A1: Dashboard for Gender Equality

	CRITERIA 1. Gender Equality	Source/ Evidence	Perform ance rating	SCORE
1.1	Number, quality and context of mentions of Gender equality in the NEP policy/statement	NEP - No specific mention made on Gender equality	Partially exist	1
1.2	Number, quality & context of mentions of Equity/human rights/women's rights in NEP	NEP - Nothing concerning human rights in NEP	non existence	0
1.3	Degree to which the NEP proposes/ engages/reflects or refers to fighting, reducing or eliminating poverty	NEP page 2 - No specific mention	Partially exist	1
1.4	Number and degree of implementation of named national laws which guarantee gender equality & women's empowerment in M&E	Gender policy	Partially exist	1
1.5	Number and stage of legislations awaiting passage which protect or guarantee gender equality and or social protection in M&E	Gender Policy	Partially exist	1
1.6	Number & types (names) of International human & Women's rights conventions, declarations, signed, ratified & domesticated.	Maputo Protocol BPfA UN Women rights convention	Exist	2
1.7	Nature of national response to International human & Women's rights conventions, declarations etc e.g. BPfA, AU's Maputo Protocol	Maputo Protocol (2003) AU Heads of State Solemn Declaration on Gender Equality (2004) etc.	Exist	2
1.8	Number & type of reference made of International human & Women's rights conventions, declarations in NEP and /or National Strategy/ies	NEP NEP Implementation Plan	Non existence	0
1.9	Type & quality of advocacy in support of a gender responsive NEP	NEP, Gender Policy, Gender in Education Strategic Plan, The Gender Equity Model,	Exist	2
1.10	Degree to which the legislature, govt, donors, VOPEs champion and advocate for gender responsive national evaluation practice		Exist	2
1.11	The NEP is legislated and in full implementation	Legislated but not fully implemented	Exist	2
1.12	The NEP provides/includes a results based framework for tracking public policy performance	NEP	Exist	2
1.13	The NEP provides/stipulates gendered indicators/indices for tracking public policy performance	NEP	Non existence	0

1.14	The degree to which the NEP provides/includes a results based framework which includes gender responsive indicators	NEP	Non existence	0
	CRITERION SUBTOTAL SCORE???			16
	Performance score within the criteria			50%

Table A2: Dashboard for Public Policy Evaluation Decision Making

	Public Policy Evaluation Decision Making	Source/Evidence	Performance rating	Score
2.1	The NEP addresses when, what and how to evaluate public policies	NEP NEP plan	Partially exist	1
2.2	The NEP stipulates gender responsive evaluation of public policies	NEP	Partially exist	0
2.3	The NEP provides guidelines for the use of evaluations	NEP	Exist	2
2.4	The NEP stipulates how evaluation of public policies can be used to improve gender equality & women's empowerment	NEP	Non existence	0
2.5	The NEP stipulates mandatory segregation of data by sex	NEP	Partially exist	1
	CRITERION SUB-TOTAL SCORE			4
	Performance score within the criteria			26.7%

Table A3: Dashboard for Participation

	Participation	Source/Evidence	Performance rating	Score
3.1	To what degree does the NEP mandate the participation and inclusion of women, men, girls and boys in the design and implementation of public policy evaluations	NEP	Non-existence	0
3.2	To what degree does the NEP provide for the participation of VOPEs and other stakeholder groups in public policy evaluations?	NEP	Partial existence	1
3.3	To what extent does the NEP recognize/support/stipulate the use of 'Champions'	NEP	Existence	2
3.4	The extent to which the NEP anticipates and allows the participation of professional evaluators, gender & human rights activists & specialized VOPEs in evaluations?	NEP	Existence	2
	CRITERION SUB-TOTAL SCORE			3
	Performance score within the criteria			25%

Table A4: Dashboard for Review & Revision

4	Review & Revision	Source/ Evidence	Performance rating	Score
4.1	Does the NEP provide for reviews and or revision based on national and international gender mainstreaming best practice?	NEP	Partial existence	1- There is general provision for revision
4.2	To what extent does the NEP provide for reviews by different stakeholder groups especially women, feminist & gender equality groups	NEP	Partial existence	1 – There is general provision for revision
4.3	Has the current NEP undergone a review, assessment or evaluation since it was created?	NEP	Not yet; it has worked only three years now	
	CRITERION SUB-TOTAL SCORE			2
	Performance score within the criteria			22.2%

Table A5: Dashboard for Sustainability

5	Sustainability	Source/ Evidence	Performance rating	Score
5.1	How adequate are the measures to integrate the current NEP with gender mainstreaming best practices and or the elements from the national gender policy or guidelines?	NEP	No mention made	0
5.2	What is the lifespan of the current NEP?		5 years	
5.3	How developed are the efforts/measures to extend the life & effects of the NEP beyond the life of the current NEP?	NEP	Existence - under policy requirements	2
	CRITERION SUB-TOTAL SCORE			2
	Performance score within the criteria			22.2%

Appendix II: Dashboard on the performance rating of measures for NES

Table B1: Dash board for Gender Equality

	EXPLANATION	Source/ Evidence	Performanc e rating	SCORE
1	Gender Equality			
1.1	To what extent does the National Evaluation system identify an adequate/optimal structure or architecture for gender responsive evaluation?	There is no mention of gender in the implementation plan	To a little extent	1
1.2	To what degree does the national gender machinery play a role in national evaluations?	Document review and interviews with gender machinery	To a little extent	1
1.3	To what degree does the main Ministry/agency responsible for national evaluations engage or involve others e.g. VOPEs and gender equality advocates?	Interviews with Prime Minister's office	To a small extent	2
1.4	To what extent have the key ministries mainstreamed gender (analysis, responsiveness etc.) in their routine operations, programmes & projects?	Interviews with key informants from respective ministries	To a small extent	2
1.5	How gender sensitive is the institutional culture in the ministries & agencies with responsibility for national evaluations	Interviews with key informants plus observations	To a little extent	1
1.6	To what extent do these ministries and agencies undertake institutional gender audits	Key informant interviews with selected ministries	To a little extent	1
1.7	How adequate is the gender analysis, gender responsive evaluation, social & poverty analysis knowledge of relevant staff in these ministries?	Interviews with informant from selected ministries	To a little extent	1
1.8	How gender responsive are the procedures & guidelines for national evaluations?	No procedures and guidelines seen except for M&E implementation plan. Also saw the Uganda M&E Association Standards plus KIs	To a small extent	2
1.9	To what extent is the procurement process for national evaluations responsive to gender equality?	Informant interviews with the selected ministries and Office of the Prime Minister	To a little extent	1
1.10	How effective has the advocacy for gender responsive national M & E system been to date?	Informant interviews with Ministry of gender and NGO gender advocates	To a little extent	1
	CRITERION SUB-TOTAL SCORE			13
	Performance score within the criteria			43.3%

Table B2: Dash board for gender budgeting

2	Gender Budgeting (financing gender equality)	Source/Evidence	Performance rating	SCORE
2.1	How adequate is the national budget allocated to the NES?	According to the M&E Policy, 3% of the budget should be allocated to M&E. But instead, less than 1% is allocated according to verification with Prime Minister's office and Ministry of Finance on the current practice.	To a small extent	2
2.2	How adequate is the budget for the national gender machinery to play a supporting role in national evaluations?	Interviews with Ministry of gender, gender focal person	To a little extent	1
2.3	To what degree are gender equality & women's rights VOPEs funded from/by the national budget i.e. government to support national evaluations	Interviews	To a little extent	1
2.4	How adequate is the budget for upgrading relevant skills in gender, social & poverty analysis for staff in key NES agencies?	Interviews with Ministry of Gender and Ministry of Finance.	To a little extent	1
2.5	How adequate is the financing of the National Statistics Office to produce gendered statistics?	Interviews national Statistics Office and Ministry of Finance.	To a large extent	2
2.6	How adequate is government funding for producing, publishing and distributing guidelines, manuals etc. for integrating gender in national evaluations?	Interviews with Ministry of Finance and Prime Minister's office.	To a little extent	1
2.7	To what degree do others i.e. donors, private sector, NGOs, etc. supply the funds for integrating gender in national evaluations	Interviews with Ministry of Finance and Prime Minister's office.	To a little extent	1
2.8	To what extent are the guidelines for financing gender responsive evaluations adequate and appropriate?	Cross checked with OPM and Ministry of Finance.	To a small extent	2
	CRITERION SUB-TOTAL SCORE			11
	Performance score within the criteria			45.8%

Table B3: Dashboard for Decision Making

3	Decision Making	Source/ Evidence	Performance rating	SCORE
3.1	To what extent does the responsible ministry or agency determine national evaluation schedules?	Interviews with all line ministries and OPM	To a little extent	1
3.2	How much authority does the national gender machinery have to determine the methodology for national evaluations	Interviews with both the Prime Minister's office and Ministry of Gender	To a little extent	1
3.3	To what extent do gender equality advocates and VOPEs contribute to improving the gender responsiveness of national evaluations?	Interviews with VOPEs and NGOs dealing with Gender, also Ministry of Gender	To a small extent	2
3.4	To what extent can the national gender machinery influence the budget of national evaluations to improve their gender responsiveness?	Interviews with Ministry of Gender and related parts of gender machinery e.g. gender focal persons	To a small extent	2
	CRITERION SUB-TOTAL SCORE			6
	Performance score within the criteria			50%

Table B4: Dashboard for participation

4	Participation	Source/ Evidence	Performance rating	SCORE
4.1	To what extent are other ministries & agencies involved with national evaluations?	Interviews with Line Ministries as well as Prime Minister's Office	To a little extent	1
4.2	To what degree does the main Ministry/agency responsible for national evaluations engage or involve others e.g. VOPEs and gender equality advocates?	Interviews with Prime Ministers' Office and VOPES, and NGOs dealing with gender	To a small extent	2
4.3	How effectively do the institutions with responsibility or specialist knowledge in/for evaluations in the country collaborate?	Interviews with all Ministries mentioned in the M&E Plan as having responsibility for M&E	To a small extent	2
	CRITERION SUB-TOTAL SCORE			2
	Performance score within the criteria			55.5%

Table B5: Dashboard for Sustainability

5	Sustainability	Source/ Evidence	Performance rating	SCORE
5.1	To what extent will the NES remain in the national budget?	MoFPED Budget Office	To a large extent	3
5.2	To what degree will next year's budget for improving gender responsive national evaluations increase or decrease	MoFPED Budget Office	To a small extent	2
	CRITERION SUB-TOTAL SCORE			5
	Performance score within the criteria			83%

i) List of documents reviewed

- a) Monitoring and Evaluation (2011)
- b) Uganda Evaluation Standards (2013)
- c) Operationalization of the National Policy on Monitoring and Evaluation ()
- d) Uganda Gender Policy (2007)
- e) UN Women Evaluation Handbook (2015)
- f) Republic of Uganda (1995),
- g) Local Government Act (1997),
- h) Uganda Bureau of Statistics Act (1998),
- i) Budget Act (2001),
- j) National Planning Authority Act (2002),
- k) Public Finance and Accountability Act (2003),
- l) National Audit Act (2008) as well as the Partnership Policy of 2013

ii) List of persons interviewed

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1	Dr. Albert Byamugisha	Commissioner, M&E	Office of the Prime Minister	+256772401732
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5	Ms. Olive Mbabazi	Gender Desk Officer	MoFPED	
6	Ms. Nancy Rukundo	Gender Budgeting Officer	MoFPED	Nancy.rukundo@gmail.com
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