



**DIAGNOSTIC OF THE GENDER RESPONSIVENESS OF
NATIONAL MONITORING
AND EVALUATION SYSTEM**

BENIN, UGANDA & SOUTH AFRICA

TWENDE MBELE

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BENIN, UGANDA & SOUTH AFRICA SYNTHESIS REPORT

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List of Abbreviations and Acronyms

AGDEN	Africa Gender and Development Evaluators Network
AGSA	Auditor General South Africa
APP	Annual Performance Planning
BEPPAAG	Bureau of Evaluation of Public Policies and Analysis of Government Actions
BPFA	Beijing Platform For Action
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CGE	Commission for Gender Equality
CIEPP	Cadre Institutionnel d’Evaluation des Politiques Publiques
CNE	National Council Of Evaluation
CNPEG	National Council For Gender Equity And Equality
CSOs	Civil Society Organizations
DBE	Department of Basic Education
DENIVA	Development Network of Indigenous Voluntary Associations
DFID	Department for International Development
DoW	Department of Women
DPME	Department of Planning, Monitoring and Evaluation
DPSA	Department of Public Service Administration
DPSA	Department of Public Service Administration
DTI	Department of Trade and Industry
EOC	Equal Opportunity Commission
FAWEU	Forum for African Women Educationalists – Uganda
FMPPPI	Framework for Managing Program Performance Information
GEWE	gender equality and women’s empowerment
GFPs	Gender Focal Points/Persons
GWMEPF	Government-wide Monitoring and Evaluation Policy Framework
GWMES	Government-wide Monitoring and Evaluation System
HoD	Head of Department
IDISB	Indice de Développement et des Inégalités entre les Sexes au Bénin
INPF	National Institute For The Promotion Of Women
LGDP	Local Government Development Program
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MoESTS	Ministry of Education, Science, Technology and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MoH	Ministry of Health
MPAT	Management Performance Assessment Tool
MTSF	Medium Term Strategic Framework
NDP	National Development Plan

NEP	National Evaluation Policy
NEPF	National Evaluation Policy Framework
NES	National Evaluation System
NGM	National Gender Machinery
NGO	Non-Governmental Organization
NIMES	National Integrated Monitoring and Evaluation Strategy
NPA	National Planning Authority
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
PEP	
PMDS	Personnel Management and Development System
PNPG	National Gender promotion Policy
PSC	Public Service Commission
PSRP	Public Sector Reform Program
SADC	South African Development Community
SAMEA	South African Monitoring and Evaluation Association
SASQFP	South African Statistics Quality Framework
SDGs	Sustainable Development Goals
SEDA	Small Enterprise Development Agency
StatsSA	Statistics South Africa
SWAps	Sector Wide Approaches
TM	Twende Mbele
TOC	Theory of Change
TOR	Terms of Referenc
UN	United Nations
VOPEs	Voluntary Organizations for Professional Evaluation

1. Executive Summary

The Twende Mbele (TM) Program is a peer-learning collaboration between African governments in South Africa, Uganda, Benin, - more recently Ghana, Niger and Kenya -, working together to strengthen their National Evaluation Systems. CLEAR AA and IDEV at the African Development Bank are core institutional partners providing strategic and technical support. The initiative, funded by DFID and the Hewlett Foundation, seeks to enhance the technical and institutional monitoring and evaluation capacities of not only the core country partners, but also a larger cohort of African partners through a network, peer learning approach.

Although progress has been made by African 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 Twende Mbele has conducted a gender diagnostic of the National Monitoring and Evaluation system in Uganda, Benin and South Africa. The diagnostic seeks to:

- i. Use the AGDEN¹ gender diagnostic tool to review National Monitoring and Evaluation System (NMES) including its: a) broad National M&E policy, b) Institutional Arrangements and Capacities, and c) Processes and Procedures;
- ii. Identify potential barriers and enablers to having a well-functioning gender responsive M&E system at country level;
- iii. Identify and develop concrete strategies (or recommendations) to strengthen gender responsiveness of each country's Monitoring and Evaluation system, as well as common, collaborative tools or projects.

The present synthesis report has been developed from the three country diagnostic reports and highlights the main finding, conclusions and recommendation that were presented in each country's reports.

1.1 METHODOLOGICAL APPROACH FOR COUNTRY DIAGNOSTIC

The AGDEN gender diagnostic matrix was used as an analytical tool to assess the extent to which provision were made and the existence/functionality of mechanism for gender mainstreaming in the National Monitoring and Evaluation plan as well as in the National Monitoring and Evaluation System of each country. The two components were assessed through six pre-identified criteria: i) gender equity, ii) gender budgeting, iii) participation, iv) decision-making, v) evaluation and revision and vi) sustainability. Each of the criteria was investigated through a set of questions that had to be answered from the documents under review and by the stakeholders who were interviewed.

The level of performance within a criterion is calculated by the ratio of the cumulative scores given at the level of each question/item of the criterion and the maximum score possible within this criterion. This level of performance is estimated as a percentage and reflects the

¹ Africa Gender and Development Evaluators Network.

proportion in which the criterion concerned is considered in the National Evaluation policy and the National Monitoring and Evaluation System.

The table below shows the scoring system with different scores that can be attributed to each question.

Table 1: Gender Matrix scoring System

Score	Value	Comments
0	No existence	Not present
1	Low existence	no/very limited written evidence
2	Average Existence	Mentioned, but implementation not evident
3	Full Existence	Implementation evident
n/a	Not applicable	Criterion not adapted to context

The country diagnostic used mixed methods mainly involving four steps.

Step 1: Documentary review

Step 2: Interviewing Stakeholders

Step 3: Processing and analysis of collected data

Step 4: Development and validation of the report

1.2 MAIN FINDINGS

The table below presents the country performance rates under each criterion for the two components of the evaluation matrix.

Table 2: Synthesis of country performance rate.

Component/Criteria	Country performance rate			Average performance rate
	Benin	South Africa	Uganda	
NATIONAL EVALUATION POLICY	44%	50%	37%	44%
Gender Equality	45%	51%	38%	45%
Decision Making	47%	47%	27%	40%
Participation	42%	58%	42%	47%
Review & Revision	17%	44%	22%	28%
Sustainability	56%	44%	56%	52%

NATIONAL MONITORING AND EVALUATION SYSTEM	33%	51%	49%	44%
Gender Equality	23%	40%	43%	35%
Gender Budgeting	33%	46%	46%	42%
Decision Making	17%	58%	50%	42%
Participation	78%	78%	56%	71%
Sustainability	50%	67%	83%	67%

As shown on the table, the country performance remains average or below average for most of the criteria under 'national evaluation policy' while the strongest performances are achieved in the monitoring and evaluation system in the areas of 'participation' and 'sustainability'.

1.2.1 Gender responsiveness of countries National Evaluation Policies (NEP)

Gender Equality: With 50%, South Africa is the best performing of the three countries for this criterion while Benin and Uganda remain respectively at 45% and 38%. The NEP is legislated in all the three countries and is being implemented. However, gender equality is not mentioned in a meaningful way in any of the three countries' NEP documents. The country diagnosis also reveals that national policies and legislations which guarantee gender equality and women's empowerment are in place in all the three countries but there is no evidence of the effective implementation of the provisions they make. The Benin and Uganda NEP includes gender responsive indicators in the evaluation framework while in South Africa, there is an indication that data should be disaggregated in terms of gender.

Public policy evaluation decision-making: All three countries are below 50% regarding gender integration in public policy evaluation and decision-making. This is due in part to the lack of provision or guideline for gender responsive evaluation of public policies in the NEP of the three countries. There is no strong emphasis on how evaluation of public policies can be used to improve gender equality and women's empowerment and NEP does not make compulsory segregation of data by sex in any of the three countries. However, effort is made in all the country by the respective national statistics office to provide routinely data segregated by sex.

Participation: Benin and Uganda are below average for this criterion while South Africa is at 58%; the highest performance rate for the criteria under NPE gender responsiveness. In all three countries, there is no explicit mention of the need for women, men, girls and boy's participation in public policy evaluation. The National Evaluation Policy of each of the three countries provides for participation of VOPES and other stakeholders, while not specifically calling for the participation of groups of people based on their gender or human rights credentials.

Evaluability, Review and Revision: For all the three countries, this criterion is the one with the lowest average performance rate (27%). Benin and Uganda score respectively 17% and 22%, and South Africa 47%. South Africa have recently reviewed their NES (including aspects

of the NEP) and general provisions are being made to review the NEP in Benin and Uganda. However, in none of the countries the review process includes a gender perspective.

Sustainability: Benin and Uganda have their highest performance rate under this criterion (56%) while South Africa has its lowest (44%). There is a strong institutionalization of the NEP and its implementation mechanism in the three countries. The lifespan of the current NEP is 05 years for Uganda, 10 years for Benin. SA is developing a legislation for the NEP and the lifespan is not stipulated in the actual document but medium-term plans and annual plans are regularly developed. 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.

1.2.2 Gender responsiveness of National Monitoring and Evaluation Systems

Gender Equality: There is no adequate structure or architecture for gender responsive evaluation in the national evaluation framework of all three countries. The role of the gender machinery in national evaluation is also not optimized even though some structures are included in the national evaluation frameworks. National evaluations procedures are not specifically aimed at being gender responsive in Benin and South Africa. Moreover, there is no strong evidence of engagement of civil society actors and gender equality advocates in all three country reports. Additionally, the effectiveness of gender mainstreaming in key ministries remains limited in Benin and South Africa, contrary to Uganda where they have incorporated gender mainstreaming in their routine operations and program. To some extent, the influence of a patriarchal culture remains a constraint to gender sensitiveness and knowledge and competences of relevant staff needs reinforcement.

Gender Budgeting (financing gender equality): in the three countries, the budget allocated to the NES and financing of the national gender machinery is assessed as insufficient to enable the institutions to effectively support gender mainstreaming in national evaluations. The analysis also shows that for the three countries, National Budgets do not effectively fund civil society to support national evaluations. It also appears that there are none or limited dedicated budget allocation for capacity building of NES key agencies staff in gender analysis, especially in Benin.

Decision Making: The key gender machinery institution does not have the necessary authority to determine the national evaluation methodology in Benin and Uganda and in South Africa's case they offer an advisory role, without substantial authority. The National gender machinery in Benin and Uganda do not have sufficient influence on the budget of national evaluations while in South Africa, there is a process in place to ascertain how the gender machinery can most effectively influence the nature of the evaluations. Gender equality advocates contribute to a small extent to improving the gender responsiveness of national evaluations, especially in Benin. Women right and gender equality defender participate really less in the decision making process which is mostly controlled by the office in charge of evaluation and the sector departments.

Participation: In the three countries, all government departments and agencies are effectively involved in evaluations of public policies related to their sectors. As for VOPEs and gender equality advocates, their participation is very low or nonexistent. Collaboration with the institutions responsible for, or with specialized knowledge in gender and evaluations, in Benin and in South Africa is happening, but reorganization is needed to optimize this collaboration. Collaboration of this nature remains a bigger challenge in Uganda.

Sustainability: NES is institutionalized in all the three countries especially in South Africa. For Benin and Uganda, policy evaluation is included in national priorities and their NEPs stipulate that a certain percentage of funds should be allocated for national evaluations. Moreover, from the three country's reports, there are clear indications that the national budget for evaluation will generally increase, but the extent to which these increases will serve better gender responsiveness is uncertain.

1.3 RECOMMENDATIONS

Several recommendation from country's report are similar while others remain specific to each country's context. We present here recommendations that apply to all the 03 partners countries.

1. Conduct a systematic review of each country's National Evaluation Policy and develop clear and compulsory guidelines for gender mainstreaming in national evaluations.
2. Optimize gender in national and sector department evaluation
3. Include resources for required gender mainstreaming activities in national evaluations budget.
4. Improve gender sensitiveness of national assessments tools and introduce gender indicators in all evaluation frameworks.
5. Develop capacity on gender mainstreaming and gender analysis in evaluations of the primary evaluation unit, actors and decision-makers of national monitoring and evaluation systems and among decision-makers in core sector departments.
6. Establish a gender monitoring mechanism for national and sectors evaluations.
7. Empower national gender machineries institutions to play a stronger role of ensuring that monitoring and evaluation practices respond to the gender imperatives.
8. Involve existing expertise in gender monitoring in national and sector department evaluation.
9. Increase the level of involvement of civil society actors in national and sector department evaluation.
10. Raise political awareness in support to gender mainstreaming in the national

assessment process.

2. Introduction

The Twende Mbele (TM) Program is a multi-country collaboration between African governments namely South Africa, Uganda, Benin, Ghana, Kenya and Niger working together to strengthen their National Evaluation Systems. The Centre for Learning on Evaluation and Results Anglophone Africa and the Independent Evaluation Office at the AFBD are core institutional partners. This peer-learning initiative seeks to enhance the technical and institutional monitoring and evaluation systems of countries to improve government performance and accountability. This program is funded by DFID and the Hewlett Foundation and the eight partners, who are sharing resources, facilitating joint learning opportunities, and collaboratively developing tools. The Twende Mbele Program is a platform to enable deeper learning on experiences between African partners to develop strong national evaluation systems that will generate knowledge to inform development priorities, influence policy and program change and improve resource use.

For the past decade, there is growing awareness of the need for government interventions to be more reflective to the broader realities of societal and cultural norms within its context. Evaluation can help those involved in policy-making and program design to have a socio-cultural insight into these gender norms and expectations in any given context so that appropriate interventions can be designed accordingly. 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 enhance 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 and should improve the performance of service delivery and policy to its citizens.

Although progress has been made by governments to drive change by fostering gender equality and the rights of women, the gender responsiveness of national monitoring and evaluation systems is still a relatively new concept. In view of this, the Twende Mbele Program seeks to explore how three partner countries can strengthen their efforts to make gender equity and equality more embedded in their national monitoring and evaluation systems and safeguard the empowerment of women.

Teams of national experts were commissioned in Benin, Uganda and South Africa to carry out a country diagnostic of the gender responsiveness of National Monitoring and evaluation system which aims to:

- i. Use the AGDEN² gender diagnostic tool to review National Monitoring and Evaluation System (NMES) including : a) the National M&E policy, b) institutional arrangements and capacities, and c) processes and procedures;

² Africa Gender and Development Evaluators Network.

- ii. Identify potential barriers and enablers to having a well-functioning gender responsive M&E system at the country level;
- iii. Identifying and developing concrete strategies (or recommendations) to strengthen the gender responsiveness of country's Monitoring and Evaluation system.

The country diagnostics were completed in late 2017 and early 2018 and each national report went through a review/validation process that involved major stakeholders of the NMES and representatives of the key gender machinery institutions. To draw the main conclusions out of the country diagnostics and have a unique document presenting the findings from the 3 country diagnostics, Twende Mbele commissioned a consultant to produce a synthesis of the 3 country diagnostics.

The present synthesis report has been developed from the 3 country diagnostic reports and highlights the main findings, conclusions and recommendations that were presented in the country reports. It presents an overall vision of the progress and challenges in partner countries' efforts to improve the gender responsiveness of their respective national monitoring and evaluation system and propose an action plan for the Twende Mbele program to continue supporting them toward this end.

3. Methodological approach for country diagnostic

A participatory and iterative approach based on the AGDEN matrix for gender diagnostic of the national monitoring and evaluation systems developed for Twende Mbele was used in the three countries. The AGDEN gender diagnostic matrix was used as an analytical tool to assess the extent to which provisions are made within the National Evaluation Plan (NEP) and the NMES for gender, and the existence or functionality of those mechanisms for improving gender mainstreaming.

The two components were assessed through six pre-identified criteria: i) gender equity, ii) gender budgeting, iii) participation, iv) decision-making, v) evaluation and revision and vi) sustainability. Each of the criteria was investigated through a set of questions to be answered from document review and by the stakeholders who were interviewed. The following section provides a short description of each of the criteria to gain an understanding of what items were included in the tool.

3.1.1 Description of evaluation criteria

Gender equality: Gender equality refers to equal rights, responsibilities and opportunities for women and men, girls and boys. It implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men and ensuring the same enjoyment of opportunity, privilege and reward between men and women. Gender equity refers to a differentiated treatment between woman, man, girl, boy in order to correct the historical inequalities with the aim to arrive at the equivalence of chances or opportunities for women, men, girls and boys, considering their specific needs and interests.

Gender Responsive Budgeting: Gender Responsive Budgeting is about integrating gender perspective at all levels of the budget process and to restructure revenue and expenditures to promote gender equality. This is the analysis from the angle of gender of all forms of public expenditure and revenue and the inventory of their consequences direct and indirect benefits for women and men.

Participation: Participation refers to different mechanisms that allow men and women or organizations that represent their interests to express their opinions and to influence decisions, policies, programs and issues affecting them. The participation includes two aspects. The first is the balance between men and women involved in different parts of the system. The second is that there is a gender expert or a knowledgeable about gender issues in all teams.

Decision-making: examines who is empowered to make decisions in general and decisions related to gender and implementation of the national M&E policies. It examines the different power relations at play in the process.

Evaluation - Review: Public policies are often developed for periods and it is considered good practice to review, evaluate and revise them from time to time. This criterion examines whether and how national policy evaluation is examined and evaluated from a gender equality perspective.

Sustainability: Sustainability is about whether the benefits of an activity are likely to continue after withdrawal of donor or project funding. Sustainability measures the ability of the system to support change and to ensure that responses to will continue to be developed and maintained in the NMES. Adequate gender budgets are important for implementation of gender mainstreaming efforts and form an important aspect of financial sustainability. However, financial viability depends on funding beyond gender budgets.

3.1.2 The Gender diagnostic matrix

From the dimensions and criteria, a gender diagnostic matrix (GDM) is used to evaluate country performance against each criterion. The GDM table interrogates two levels, representing the policy and system levels, with the advocacy dimension embedded in both levels. It contains a total of fifty-seven (57) questions which target equity and gender-responsive criteria, and are accompanied by performance scales for each item.

The level of performance within a criterion is calculated by the ratio of the cumulative scores given at the level of each question of the criterion and the maximum score possible within this criterion. This level of performance is estimated as a percentage and reflects the proportion in which the criterion concerned is considered in the National Evaluation policy and the National Monitoring and Evaluation System.

The table below shows the scoring system with different scores that can be attributed to each question.

Table 1: Gender Matrix scoring System

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0	No existence	Not present
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2	Average Existence	Mentioned, but implementation not evident
3	Full Existence	Implementation evident
n/a	Not applicable	Criterion not adapted to context

3.1.3 Methodological steps

The country diagnostic used mixed methods mainly involving four steps.

Step 1: Documentary review

This step involved the review of key documents such as national monitoring and evaluation reports, policies and strategies related to national monitoring and evaluation system as well as gender evaluations. The purpose of this review is to find in the various documents, elements that promote gender mainstreaming in national policies and strategies for monitoring and evaluation. Several documents were analyzed at country level; eleven (11) in Uganda, twenty-five (25) in South Africa and seventeen (17) in Benin.

Step 2: Interviewing Stakeholders

Stakeholders' consultations guided by AGDEN diagnostic tools were conducted to supplement the information that was not available in the reviewed documents. The respondents were mostly representatives at different level in the chain of national monitoring and evaluation systems including, Prime ministers, line ministries; gender related government offices, CSOs/Champions as well as donor community. The interviewees, were about 15 in Uganda, 23 in Benin and 16 in South Africa³.

Step 3: Processing and analysis of collected data

The information collected through the document review and stakeholder interview in the two previous steps was cross-referenced and systematically processed using the diagnostic matrix cited above, in an analytical approach by assigning scores supported by evidence justifying the six evaluation criteria. This step allowed in all three cases to highlight the weakness, strengths

³ Those number does not include the participants on the presentation and validation workshops.

as well as the opportunities to improve the gender responsiveness of NEP and NMES. At this stage, and based on the results of the analysis, recommendations were made.

Step 4: Development and validation of the report

Data collected were analyzed and each criteria of the gender matrix rated by the evaluation teams. A preliminary report including findings and recommendations were submitted for review by technical committee before the national validation workshop that brought together all stakeholders to discuss future actions.

3.1.4 Some specificities by country

- In Benin, a preliminary step was added a to those mentioned above. It concerns the development and validation of the study's implementation methodology by a supervision committee. Benin has also developed an exhaustive national action plan based on the recommendations of the diagnostic report.
- In Uganda, the methodological approach has been linked to the AGDEN matrix, the "How to Measure Gender responsive Evaluation Handbook - 2015" developed by the UN System. The drafting of the report was done in close collaboration with the AGDEN focal point of the country.
- In the case of South Africa, the diagnostic intends to understand the extent to which there is gender disaggregation in the data that is collected to monitor and evaluate progress through the 14 Outcomes of the Medium Term Strategic Framework (MTSF). Also, three case studies relate to the Annual Performance Planning processes in the Education, Economics and Skills sector department were added.

3.1.5 Reflection on the methodology

The detailed questions in the Gender Diagnostic Matrix were challenging for use in each country context. The country's systems are not a simple system as is implied in the matrix. For the tool to be used more widely, a wider variation in organizational structure should be captured. Contextual differences need to be captured in a more structured manner to ensure that comparisons of the diagnostic information are appropriately analyzed. Furthermore, the matrix focuses more on evaluation and less on monitoring aspects of the M&E system or policies. The challenges in providing an accurate rating for each dimension made comparison between the countries difficult especially for the development of the synthesis report. There is a need to have a more developed rating system with a detailed explanation of rating for each item as it is done on tools like UN gender scorecard.

The most important recommendation of the refinement of the tool and the methodology include:

- Assessment of gender responsiveness of monitoring systems and activities.
- Revision of criteria and including additional criteria such as "partnerships" and "clarity of the gender mandate".
- Revision of the items (questions) including some aspects mentioned above.
- Revising of the scoring scale and include scoring guideline for each question like the model of UN gender scorecard.

- Include review of national evaluation framework existing at country level
- Include specific case studies on main national evaluation studies/processes conducted at country level.
- Developing a unique plan from the country report to facilitate comparison.

4. Background information on National Evaluation Systems in Benin, Uganda and South Africa.

The importance of public policy evaluation has been brought to attention in all the three countries in relation with the implementation of poverty reduction and eradication policies. There is a need for performance monitoring to assess the impact of interventions and action plans put in place. Therefore, results-based performance management became necessary in the three countries. A National Evaluation Policy was adopted and implementation frameworks progressively developed by the three governments (2005 in South Africa, 2012 in Benin, and 2013 in Uganda).

The policy framework in each of the countries is coordinated by an institution under the control of the Presidency/Prime Minister. Stakeholders are in general (1) government institutions: e.g. ministry of planning (mainly) or ministry of development, sector department ministries and their centralized and local offices; (2) development partners; (3) civil society organizations including voluntary organizations for professional evaluators (VOPEs), etc. This reveals the importance given to M&E by the three governments and their interest to track evidence of the impact of public funds in the different sectors.

On another hand, and as highlighted in the diagnostic reports, there was an awareness in each of the countries that gender equity was a national priority, and this was enhanced by international campaigns on human rights / women rights, gender equity, etc. The three countries have ratified several international tools promoting gender equality and protection of women's rights, including:

- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
- SADC Protocol on Gender and Development
- Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs)
- Beijing Platform for Action (BPFA)
- The Protocol to the African Charter on Human and People's Rights on the Rights of Women.

Benin, Uganda and South Africa have aligned their institutional and legal frameworks with international trends that set the pace for gender transformation. They domesticated the international conventions as needed and put in place national policy, laws and appropriate gender machinery. However, it is noted that South Africa is more advanced than Benin and Uganda in this regard due to its strong constitutional and legal framework that provides more protection and support to gender equality and women's rights across all sectors of society.

4.1.1 The case of South Africa:

The National Development Plan is operationalized through the Medium-Term Strategic Framework (MTSF) comprising 14 thematic, multisectoral outcome areas, each with an indicator framework agreed in detail by relevant leadership and approved by cabinet. The first steps in the development of a national monitoring and evaluation system was the development of the Government-wide Monitoring and Evaluation System (GWMES) approved in 2005 by the Cabinet. The Policy Framework included three “data terrains”: program performance information; social, economic and demographic statistics; and evaluation. The set of policies consists of the Government-wide Monitoring and Evaluation Policy Framework (GWMEPF) by the Presidency, the Framework for Managing Program Performance Information (FMPPI) by the National Treasury, the South African Statistics Quality Framework (SASQFP) by Statistics South Africa and the National Evaluation Policy Framework (NEPF) by DPME.

Key role players throughout the development of the National Monitoring and Evaluation System in South Africa to date include : The National Treasury, Statistics South Africa, the Department of Public Service Administration (DPSA), the Provincial Offices of the Premier, the Public Service Commission (PSC), the Auditor General (AGSA), Universities, research institutions and evaluators, etc. See institutional framework in Annex.

As for gender equality, South Africa Post-apartheid aligned itself with international trends that set the pace for gender transformation. Legislative framework in respect of gender is reflected by its ranking fourth (4) out of eighty-seven (87) countries on the 2012 Social Institutions and Gender Index of the Organization for Economic Cooperation and Development (Statistics South Africa, Gender Statistics, 2014:iv). The country has put in place a highly remarkable gender machinery to help overcome prevailing gender inequality and have adopted a national gender promotion policy. However, the diagnostic report reveals a lack of implementation of legislative imperatives and the inadequacy of progress measurement tools.

The South African National M&E System has evolved and is considered one of the more advanced systems in Africa. South Africa has progressive legislation and policies in the field of gender and mandated institutions that are involved in gender mainstreaming. However, the integration of gender and M&E structures and activities are not yet evident. The overall gender responsiveness of the M&E system needs focused and directed attention.

4.1.2 The case of Uganda

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 both national and international civil society organizations (CSOs) for ‘impact assessments’ of PEAP interventions. The liberalization and divestiture of most of the public parastatals in the late 1990s, paved the way for increased performance monitoring of government programmes (e.g. the local Government Development Program (LGDP) and the Public-Sector Reform Program (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.

Gradually, since 2000, the country has moved towards incorporation of M&E principles into government performance assessments. M&E became a key feature of programmes under Sector Wide Approaches (SWAs) with increased commissioning of baseline surveys, mid-term reviews and end of program evaluations.

A National Integrated Monitoring and Evaluation Strategy (NIMES) was launched in 2005/2006 to monitor progress and evaluate performance results of PEAP. Coordinated by Office of the Prime Minister (OPM), the NIMES stood as a framework to ensure that all government programmes are monitored and evaluated in a rational and synchronized manner (Figure 1 of Uganda report or Annex document to this synthesis document). Data were supplied by national statistical system (Uganda Bureau of Statistics). In 2013, a national M&E policy launched by OPM replaced the NIMES.

Stakeholders of the M&E policy framework are: The Prime Minister's Office, Line Ministries (such as Ministry of Finance, Planning and Economic Development (MoFPED); Ministry of Gender, Labor 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). See Uganda institutional framework in Annex.

As for gender equality, Uganda has ratified the constitutional national Objectives and Directive Principles of State Policy. Principle VI emphasizes gender balance and fair representation of marginalized groups. It also echoes under article 32 that the state shall take affirmative action in favor of marginalized groups because of gender, age, disability or any other reason created by history, tradition or custom, to redress 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 emphasizes the collection, analysis, reporting and dissemination of information by gender and sex⁴.

National Development Plans (I & II) identified gender oversight as one of the major hindrances to national development and MoGLSD was charged with the duty of ensuring gender mainstreaming in the various ministries. Ugandan Gender machinery has pushed for the development of gender strategic plans. For instance, in the MoESTS, there is now a gender strategic plan which is being used 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.

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."

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. 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.

In conclusion, Uganda has taken good steps to set up and improve a national evaluation system and to assess public investments social and economic impact. In the same way, there are legislations, policies and framework to enable actions for gender equality. However, Policies for evaluation must include gender considerations in the evaluation process and make sure that appropriate provisions are available, and implementation facilitated.

4.1.3 The case of Benin

Results centered management reform occurred in Benin in 2000. Reforms were implemented to all departments of the public administration from 2006, which has led to a greater collective awareness Of the need for more effective and efficient public service with a more rational policy approach. Evaluation became an important function to integrate into public policy management to help decision-making and guide state actions. In 2007, responsibility for public policies and government actions evaluation has been attributed to the Ministry of Prospective, Development and Public Action Evaluation and, then after to the Prime Ministry office (in 2011). Since 2016 this responsibility relies with the Bureau of Evaluation of Public Policies and Analysis of Government Actions (BEPPAAG). The BEPPAAG has the duty to evaluate national public policies under the control of the Presidency. The Benin National Evaluation Policy (NEP) was adopted in 2012 and defines strategic evaluation options and the implementation framework.

The institutional framework of public policy evaluation (CIEPP) defined by the NEP is implemented under the coordination of the BEPPAAG. The Bureau is also responsible for development and implementation of the NEP as well as for technical support to sector ministries through capacities reinforcement. The BEPPAAG is the only structure with responsibility to lead and carry-out evaluation of public policies. It coordinates activities of the national evaluation system and is helped by the national council of Evaluation (CNE), an advisory authority that provides support for the development of evaluative practice at national level.

Benin stakeholders of the monitoring and evaluation policy framework include: control and advisory stakeholders (national assembly, chamber of accounts...), central level stakeholders: (BEPPAAG, general department of policy development, public investment planning and monitoring general department, national institute for statistics and economic analysis...); sector level stakeholders (programming and prospective departments, monitoring and evaluation cells); decentralized level stakeholders (prefectures and regional development and planning departments; associated local level stakeholders: local public governments), non-state stakeholders (civil society organizations, development partners, private sector organizations, etc.) See detailed institutional framework in Annex.

Regarding gender equality and women's empowerment, Benin has signed all the UN Human Rights Conventions and legal instruments at the international level and ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

In addition to treaties and conventions, Benin has also subscribed to all international and regional commitments relating to gender equality. The principle of equality between men and women is enshrined in the Constitution of 11 December 1990 and since then, in almost all areas, laws and decrees have been enacted to strengthen gender equality and the guarantee of rights for women and girls in the Benin legal system. Thus, Benin has a sufficiently developed legal framework for promoting gender equality and promoting the rights of women and girls. However, the effectiveness of the legal and institutional framework for the promotion of gender equality is quite limited and little progress has been made in the effective implementation of legal provisions or implementation of gender strategies at the sectoral or local government levels.

Benin has a gender institutional framework, distinct from the global M&E architecture, which is integrated into the national monitoring and evaluation system through the ministry in charge of gender promotion. The national gender machinery is led by two important institutions with complementary missions in gender: (1) The Ministry of Microfinance and Social Affairs and the (2) the National Institute for the Promotion of Women (INPF). These institutions, together with sector department gender focal points, the donor's community and major women and gender advocate CSO compose the national gender machinery. The national policy for gender promotion has planned to create the national council for gender equity and equality (CNPEG) to ensure coordination of gender promotion in Benin, but this have never been implemented.

The monitoring of progress toward the achievement of National Gender Promotion Policy (PNPG) goals is done through gender focal point positions in sector ministries, in line with the recommendations in the Beijing action plan and Maputo declaration implementation. The Action Plan of the PNPG arrived at term in 2015 and the evaluation process is not finalized so far. It is important to mention that the PNPG constitutes the one reference document that establishes a framework for a gender responsive monitoring and evaluation of national public policies. However, the national evaluation policy must be reviewed to incorporate necessary provisions for gender equality and equity.

5. Findings

5.1 GENDER RESPONSIVENESS OF COUNTRIES NATIONAL EVALUATION POLICIES

The synthesis of country performance for each evaluation criteria for the National Evaluation Policy responsiveness to gender equality is shown in the figure below.

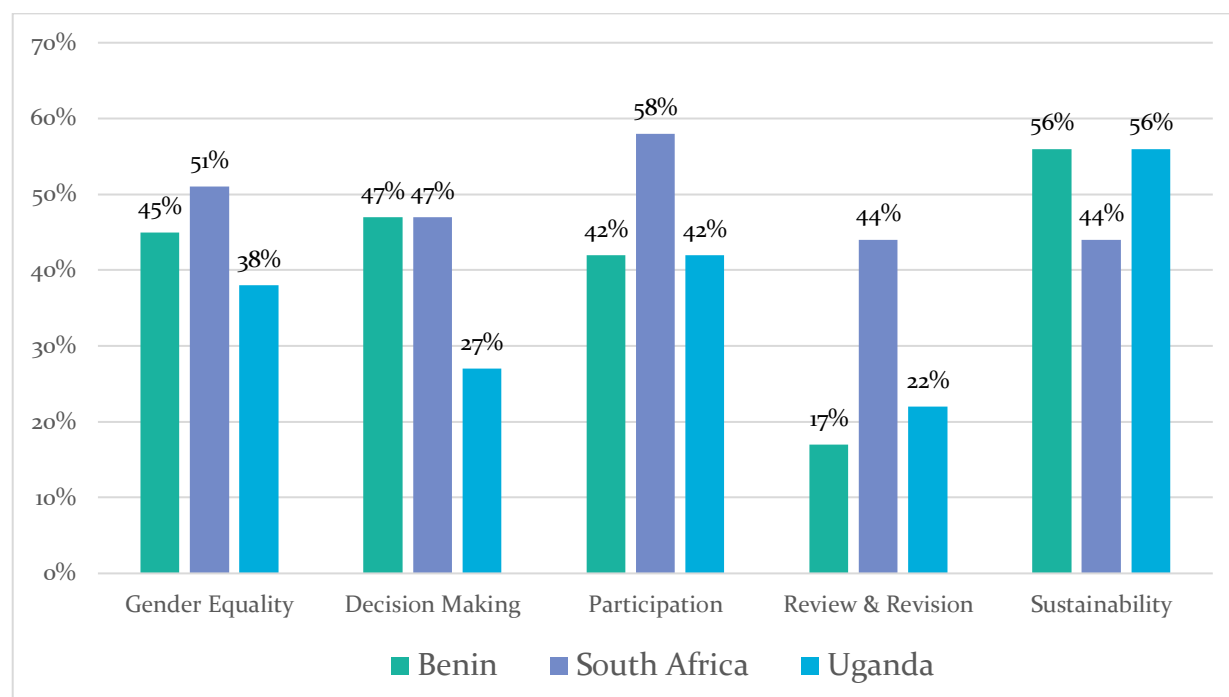


Figure 1: NEP performance rates by country

5.1.1 Gender Equality

With 51% of performance rate, South Africa is the best performing of the three countries for this criterion while Benin and Uganda remain respectively a 45 and 38%. Below are the main findings under this criterion.

- a. **Number, quality and context of mentions of gender equality in the NEP policy/statement.** Gender is not mentioned in a meaningful way in any of the three countries' NEP documents. However, the importance of gender consideration is emphasized in other country policies such as national gender policy in Uganda; the strategy for growth and poverty reduction and other sectoral development plan in Benin. As for South Africa, the need for competence in gender is stated as one of a wide range of preferred skills for M&E practitioners.
- b. **Number, quality & context of mentions of Equity/human rights/women's rights in NEP.** No specific mention and no genuine statement about gender equity, human rights were found in the evaluation policy of the three countries. It is noted in South Africa report that principle 2 & 3 of the policy state that M&E should be rights-based.

Human rights are also mentioned in the forward of the South Africa national monitoring and evaluation policy framework.

- c. **Degree to which the NEP proposes/ engages/reflects or refers to fighting, reducing or eliminating poverty.** No specific mention on poverty fighting, elimination and or reduction were found in the NEP documents. However, in Benin, the NEP supports the effort of the country in poverty reduction and growth strategy. In Uganda, section 1.6 of the NEP mentions poverty monitoring through building the capacity and infrastructure required to strengthen performance assessment⁵. For South Africa, the principles 2 & 3 of the NEP highlight the needs to monitor progress in relation to the long-term impacts delineated in the PGDS, such as poverty eradication in government Wide M&E⁶.
- d. **Number & degree of implementation of named national laws which guarantee gender equality & women's empowerment.** Named national documents which guarantee gender equality and women's empowerment are in place in Uganda (National Gender Policy), in Benin (National Policy for Gender Promotion) and in South Africa (National Gender Policy Framework, Gender Equality Strategic Framework, etc.). But there is no evidence of the effective implementation of provisions they provide for gender equality in the different spheres.
- e. **Number and stage of legislations awaiting passage which protect or guarantee gender equality and or social protection.** There are no such legislations awaiting passage in any of the countries.
- f. **Number & types (names) of international human & women's rights conventions, declarations, signed, ratified & domesticated.** Most of the international human and women's rights conventions, declarations, are signed, ratified and domesticated by the three countries. These include the 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); the Jomtien Declaration on Education for all (1990); the Hamburg Declaration on Adult Learning (1997),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), etc.
- g. **Nature of national response to international human & women's rights conventions, declarations etc. e.g. BPfA, AU's Maputo Protocol.** All the three countries have ratified these conventions and taken steps to domesticated and develop appropriate national response.

⁵ 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."

⁶ 3rd Principle states "M&E should be development-oriented – nationally, institutionally and locally" specifically being pro-poor.

- h. **Number & type of reference made of International human & Women's rights conventions, declarations in NEP and /or National Strategy/ies.** No reference is made to these conventions and declarations in the National Evaluation Policy in the three countries. However, the Benin report mentions that "sectoral strategy documents for education, health, agriculture., etc., refer to gender and development, gender promotion, improvement of relationships between men and women, etc."⁷.
- i. **Type and quality of advocacy in support of a gender responsive NEP.** There was no evidence of advocacy action undertaken in Benin for such a purpose. The report of Uganda remains silent about this point but have rated it "existence" in the evaluation matrix. For South Africa, it is noted that documents do not specifically highlight the need for such advocacy though the emphasis on disaggregated data provides a basis for this advocacy.
- j. **Degree to which the legislature, government, donors, VOPEs champion and advocate for gender responsive national evaluation practice.** In Benin, it is mainly technical and financial partners who advocate for a significant gender sensitive evaluation in their intervention sectors. The South African report specifies that there have been advocacy initiatives in this regard including an indication that CLEAR has argued for a focus on gender in the evaluation of the NEP. Further, the department of women is working with DPME in this regard.
- k. **The NEP is legislated and in full implementation.** The NEP is legislated or in process to be legislated (case of South Africa) in all the three countries and is being implemented.
- l. **The NEP includes a results-based framework for tracking public policy performance.** The Uganda report uses the term "managing for results" but without providing a framework. The Benin report stipulates that the national policy of evaluation contributes to reinforcing results-centered management and improve management of public action. In South Africa, the Singizi report stipulated that the key purpose of the government-wide monitoring and evaluation system, policies and frameworks is to encourage the tracking of public performance, though there is debate about the extent to which this imperative is being realized.
- m. **The NEP stipulates gendered indicators/indices for tracking public policy performance.** In Benin and Uganda, the NEP does not provide gendered indicators or indices for tracking public policy performance accordingly. In South Africa, there is an indication that data should be disaggregated in terms of gender.
- n. **The degree to which the NEP provides/includes a results-based framework which includes gender responsive indicators.** In Benin and Uganda, the NEP does not include or provide results-based framework including gender responsive indicators. In South Africa, there is an indication that data should be disaggregated in terms of gender. In addition, there is reference to gender equality in employment both within the public sector and more broadly.

⁷ INSAE, 2016, Indice de Développement et des Inégalités entre les sexes au Bénin, 2015.

5.1.2 Public Policy Evaluation Decision Making

All the three countries are below 50% regarding gender integration in public policy evaluation and decision making. Benin 47%, South Africa 47% and Uganda 27%.

- a. **The NEP addresses when, what and how to evaluate public policies.** In Uganda, NEP addresses only the “what” and remains silent on the “when and how” to evaluate public policies; the NEP operationalization plan highlights the “when and how”. In Benin and South Africa, these questions are fully addressed in the NEP document and framework.
- b. **The NEP stipulates gender responsive evaluation of public policies.** In the three countries there is no provision or guideline for gender responsive evaluation of public policies and programmes in the NEP. In Uganda, broad policy is set-up and adherence to standards in data collection analysis and reporting is emphasized.
- c. **The NEP provides guidelines for the use of evaluations.** NEP provides these guidelines in all the three countries.
- d. **The NEP stipulates how evaluation of public policies can be used to improve gender equality & women's empowerment?** This is not directly addressed in any of the three countries' NEP.
- e. **The NEP stipulates mandatory segregation of data by sex?** This is not made compulsory by any of the three countries' NEP. However, in Benin, the national statistics office provide routinely data segregated by sex. In Uganda, data are partially disaggregated by sex and in South Africa, it is indirectly implied through the Stats SA definition of data quality in term of "fitness for use".

5.1.3 Participation

Benin and Uganda are below average for this criterion while South Africa is at 58% which is the highest performance rate for the criteria under NPE gender responsiveness.

- a. **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?** In the three countries, there is no explicit mention on women, men, girls and boy's participation in public policy evaluation.
- b. **To what degree does the NEP provide for the participation of VOPEs and other stakeholder groups in public policy evaluations?** National Evaluation Policy of each of the three countries provides participation of VOPES and other stakeholders.
- c. **To what extent does the NEP recognize/support/stipulate the use of 'Champions'?** **Uganda and South Africa NEP support the use of Champions.** In Benin, no mention is made in the NEP but in practice champions are invited to participate in validation

meetings of the evaluations of public policies. For Uganda, 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. In South Africa, the NEPF stipulates that the DPME is the champion and describes an Evaluation Technical Working Group to support the DPME in taking forwards the evaluation work.

- d. **The extent to which the NEP anticipates and allows the participation of professional evaluators, gender & human rights activists & specialized VOPEs in evaluations?** The report of South Africa reveals that the role of gender activists is not specifically mentioned in the NEP. In Benin, NEP is silent on the gender activists and evaluation specialist role but in practice, they are invited to provide inputs or to participate in the validation workshops of the main national evaluation reports, though this is dependent on personal relationships. For Uganda, the report mentions (p10) that 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.

5.1.4 Evaluability, Review and Revision.

For all the three countries, this criterion is the one with the lowest average 27% performance rate. Benin and Uganda score respectively 17% and 22%, and South Africa 47%.

- a. **Does the NEP provide for evaluability assessments, reviews and or revision based on national and international gender mainstreaming best practice?** Review processes are not specific for gender mainstreaming in South Africa, while in Benin there is no precision that gender consideration will be integrated in the reviews. In Uganda, the NEP does not specifically make provision for gender mainstreaming, but 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.
- b. **To what extent does the NEP provide for reviews by different stakeholder groups especially women, feminist & gender equality groups?** No provisions made for these reviews are made in Benin, Uganda and South Africa NEP documents. No provisions specifically made with respect to gender activists in South Africa. In Uganda, no provisions made, but there are arrangements in place to undertake the mid-term review of the current NEP.
- c. **Has the current NEP undergone a review, assessment or evaluation since it was created?** No review, assessment or evaluation has been conducted yet for NEP in Uganda and Benin. In South Africa, the NEP has been reviewed.

5.1.5 Sustainability

Benin and Uganda have their highest performance rate under this criterion (56%) while South Africa has his lowest one (44%).

- 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?** Provision for this is not made in the Benin NEP, not completed yet in South Africa NEP (though the NEP is under review because of a recent evaluation of the NES), and is not mentioned in the Uganda NEP.
- What is the lifespan of the current NEP?** Five years for Uganda, 10 years for Benin and not stipulated for the South Africa NEP, but medium-term plans and annual plans are developed.
- How developed are the efforts/measures to extend the life & effects of the NEP beyond the life of the current NEP?** Nothing mentions clearly the perpetuation of the current NEP and effects in the three countries. However, in Benin, the NEP is regarded as a priority outcome and the BEPPAAG is responsible for maintenance. In South Africa, the indicator for this is said to be unclear in the Singizi report. In Uganda, it is expected to exist under policy requirements.

5.2 GENDER RESPONSIVENESS OF NATIONAL MONITIRING AND EVALUATION SYSTEMS (NMES)

The synthesis of country performance for each evaluation criteria for the National Monitoring and Evaluation System responsiveness to gender equality is shown in the figure below.

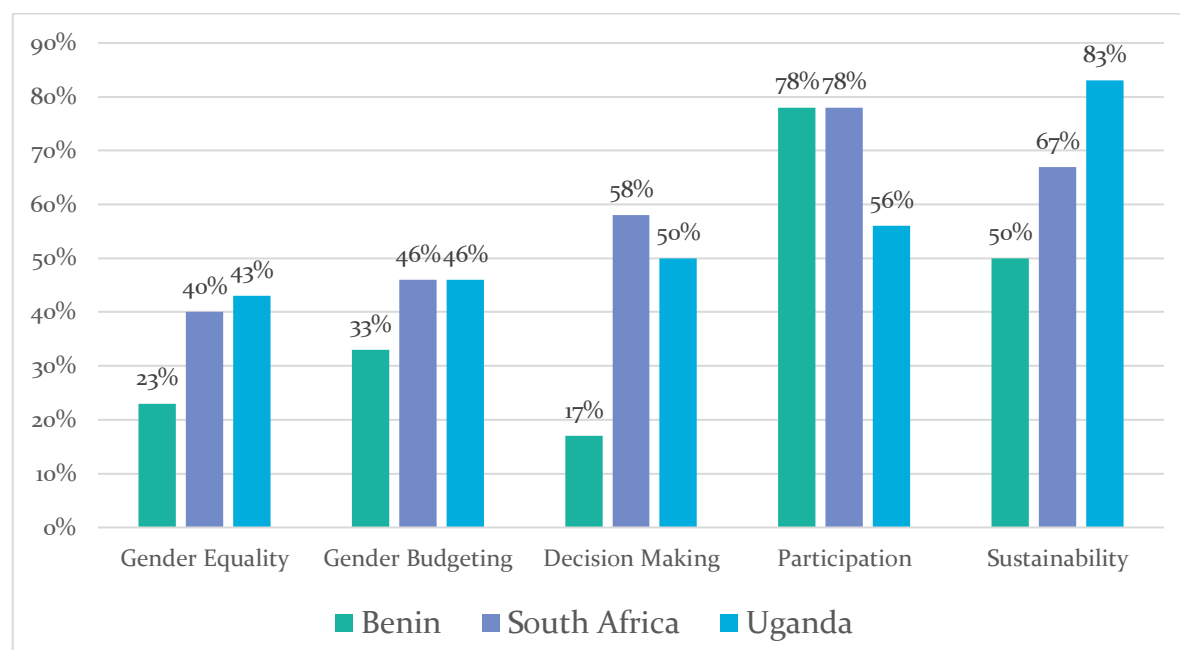


Figure 2: NMES criteria performance by country

5.2.1 Gender Equality

- a. **To what extent does the National Evaluation framework identify an adequate/optimal structure or architecture for gender responsive evaluation?**
According to the three reports, no mention is made on structure or architecture for gender responsive evaluation in the national evaluation framework of the countries. However, in Benin, sectoral ministries (of which the ministry in charge of gender promotion) are included in the NES. As for South Africa, NES guidelines and other documents include Department of Women (DoW) participation and some disposition underlined gender responsiveness of the evaluations.
- b. **To what degree does the national gender machinery play a role in national evaluations?**
- c. For the three country the role of gender machinery in national evaluation is not optimized. In Benin, the national institute for women promotion declared that its experts are invited in workshop on the validation of public policy evaluation only when they are constrained by donors. In Uganda, according to the desk review findings, the National Evaluations policy does not provide for gender machinery to participate in national evaluations. In addition, most 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. As for South Africa, DoW participates in certain evaluation and there is a process in which DoW and DPME are working together to extend the gender-responsiveness of the MTSF. However, it appears that there are number of areas which still need to be clarified in this regard.
- d. **To what degree does the main ministry/agency responsible for national evaluations engage or involve others e.g. VOPEs and gender equality advocates?**
There is a little engagement of civil society actors and gender equality advocates in Benin and Uganda. In South Africa the main ministry responsible for evaluations, may routinely involve StatsSA, but few other stakeholders outside of responsible sector departments;
- e. **To what extent have the key ministries mainstreamed gender (analysis, responsiveness etc.) in their routine operations, programmes & projects?** In Uganda, although the national policy does not specifically emphasize a gender mainstreaming element in its content, most key ministries have incorporated gender mainstreaming in their routine operations and programs. The National Development Plans (I & II) identified gender oversight as one of the major hindrances to national development and the MoGLSD was charged with the duty of ensuring gender mainstreaming in the various ministries.
- f. In Benin and South Africa, the effectiveness of gender mainstreaming in key ministries in their routine operation remain limited. In Benin, there is a gender focal point in most of the ministries, but those cells are more active and effective in the sector department where they are supported by development partners in their effort to mainstream gender in programs and operations. In South Africa, the Department of Women (DoW) champions gender mainstreaming and the DoW Strategic Plan for 2015-2020 prioritizes gender mainstreaming efforts in all government departments and specifically the socio-economic empowerment of women. However, the ways in

which gender is being addressed remains with a focus on the numbers of women in initiatives rather than the way gender is mainstreamed through activities.

- g. How gender sensitive is the institutional culture in the ministries & agencies with responsibility for national evaluations?** In Uganda, there is evidence of gender sensibility in the institutional culture in the ministries and agencies; however, this is not in relation to national evaluations. All the respondents agreed that there is significant improvement in this regard. In Benin and South Africa, there are gender focal points in ministries and agencies in charge of national evaluation, but they have limited influence and the patriarchal culture remains a constraint to gender sensitiveness. In South Africa, the departments focus only on ensuring that staff profiles are in line with the equity requirements within the public service.
- h. To what extent do these ministries and agencies undertake institutional gender audits?** In Uganda, some ministries (such as Ministry of Education, Science, Technology and Sports & Ministry of Gender, Labour and Social Development) undertake institutional gender audits whereas others have not yet embraced the practice. In Benin there was no evidence of institutional gender audit within the main ministries and agencies in charge of national evaluation although some sectoral departments have been supported by donors to conduct gender audits. Gender audit results are to be used to improve gender integration in programming, planning, budget and human resources management of departments; but none of the country reports have mentioned to what extent this was effectively done. In South Africa, institutional gender audits are constitutionally required, and the reports must be submitted, the CGE has an online system to submit the information but most of it focuses on employment equity (not certain of actual figures).
- i. How adequate is the gender analysis, gender responsive evaluation, social & poverty analysis knowledge of relevant staff in these ministries?** In Benin, the knowledge and competency level of the relevant staff in the ministries remains low and needs improvement. In Uganda, some individuals are reluctant to engage in gender mainstreaming. In South Africa, there are strong capacities in several units of DBE, DoW and CGE, but it is also stated that training on gender concepts and gender related rights is necessary in DPME and all relevant sector departments.
- j. How gender responsive are the procedures & guidelines for national evaluations?** In Benin and South Africa, procedures and guidelines for national evaluations are not gender responsive. Gender equality in the procurement of service providers and in evaluation ethics are mentioned in the DPME Standards for Evaluation in Government (2014) in South Africa and in Uganda. No procedures and guidelines were noticed except for M&E implementation plan. Also saw the Uganda M&E Association Standards plus KIIs
- k. To what extent is the procurement process for national evaluations responsive to gender equality? In Benin and Uganda there is no reference to gender equality in the national evaluation procurement process.** In South Africa, the procurement is in line with the national framework which stipulates the need to consider gender as well as other priorities in the scoring of tenders. The national procurement policy states that, "Greater participation in the economy and more diversified representation of Blacks and gender in ownership is essential" and therefore commits to promote

women. Small Enterprise Development Agency also keeps records of the number of women entrepreneurs.

- I. How effective has the advocacy for gender responsive national M & E system been to date?** There was no evidence of advocacy for gender responsive National M&E System in Benin. This criterion was rated “to a small extent” in Uganda. In South Africa DoW has been working with DPME in this regard; mCGE has also been involved in this process and there has also been efforts made by civil society groups. In all the countries there is a strong need of advocacy for the gender-responsiveness of NMES to be addressed especially toward the less gender sensitive institutions.

5.2.2 Gender Budgeting (financing gender equality)

- a. **How adequate is the national budget allocated to the NES?** For the three countries national budget allocation to NES was estimated as insufficient. In Benin, the report mentions that NES framework is financed, but is estimated to be insufficient by the informants. In Uganda, according to the M&E Policy, 3% of the budget should be allocated for M&E; but verification with Prime Minister office and Ministry of Finance on the current practice shows that less than 1% of the national budget is actually allocated to NES. For South Africa the DPME was allocated R995.670 for 2019 / 2020 but the report does that not evaluate how adequate this was, nor does it say anything on the percentage of budget that should be allocated to NMES.
- b. **How adequate is the budget for the national gender machinery to play a supporting role in national evaluation?** In Benin and Uganda, discussions with key informants reveals that the financing of the national gender machinery institutions is very low and insufficient to enable effective supporting of gender mainstreaming in national evaluations. In South Africa, the report acknowledges the creation of DoW and the gender focal points in sector departments but respondents provided insights into the difficulties that DoW has had in exerting influence and attracting budget and political will.
- c. **To what degree are gender equality & women's rights VOPEs funded from/by the national budget i.e. government to support national evaluations?** For the three countries, National Budgets do not effectively fund civil society to support national evaluations. This criterion was rated “at little” in Uganda, “not existent” for Benin and uncertain in South Africa.
- d. **How adequate is the budget for upgrading relevant skills in gender, social and poverty analysis for staff in key NES agencies?** According to key informants, in Benin there is no specific budget for capacity building of NMES key agencies staff in gender social and poverty analysis. This question was rated “to a little extent” in Uganda and uncertain in South Africa.
- e. **How adequate is the financing of national statistics office to produce gendered statistics?** The Benin report mentions that no budget was clearly allocated to gender equality capacity improvement of key agencies’ staff for national evaluations. This was the same in Uganda apart from some development partners support the agency responsible for generating national statistics in producing gendered statistics. This was rated “uncertain” in South Africa as this is included in the broad budget of the statistic office.

- f. **How adequate is government funding for producing, publishing and distributing guidelines, manuals etc. for integrating gender in national evaluations?** In Benin, government funding is very insufficient for these considerations, but some donors do provide funding to this regard. In South Africa, number of initiatives exist.
- g. **To what extent are the guidelines for financing gender responsive evaluations adequate and appropriate?** The three country reports have not provided evidence of existing guideline for gender responsive evaluation financing.
- h. **To what degree do others i.e. donors, private sector, NGOs, etc. supply the funds for integrating gender in national evaluations?** In Benin, the National Institute of Statistic receive a large amount of funding from donors to integrate gender into national evaluations where it is relevant to their domain of interest. In Uganda some donors provide funding for final project evaluations, but such reports are not directly relevant to the national evaluation plan. In South Africa, a number of initiatives are funded through these sources though there is a view that this could be augmented further.

5.2.3 Decision Making

- a. **To what extent does the responsible ministry or agency determine national evaluation schedules?** In Benin, there is no systematic annual planning of national evaluation activities by the responsible agency (BEEPAG). In Uganda, most of the respondents reported not knowing 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. In South Africa, the DPME is fully responsible and produces a National Evaluation Plan annually.
- b. **How much authority does the national gender machinery have to determine the methodology for national evaluations?** In Benin and Uganda, the key gender machinery institution - especially the ministry in charge of gender equality - does not have any authority to determine the national evaluation methodology. In South Africa, the NGM does not have a consistent voice in these processes. DoW may review and give input to policies and terms of reference, but offers an advisory role, without substantial authority.
- c. **To what extent do gender equality advocates and VOPEs contribute to improving the gender responsiveness of national evaluations?** In Benin, gender equality advocates contribute to a small extent since they may randomly be associated at certain stage or in some sector department to the national evaluation processes. In Uganda, gender equality advocates are not routinely engaged to contribute in any aspect related to gender responsiveness of the national evaluations. In South Africa, this is currently in process; however, there still challenges that need to be addressed to fully realize this imperative.
- d. **To what extent can the national gender machinery influence the budget of national evaluations to improve their gender responsiveness?** In Benin and Uganda, the key gender machinery institution especially the ministry in charge of gender equality does not have sufficient influence on the budget of national evaluations. In South Africa, there is a process in place to ascertain how the gender machinery can most effectively influence the nature of the evaluations. Thus, the key issue is not the budget but ensuring more effective integration of gender into existing evaluations.

5.2.4 Participation

- a. **To what extent are other ministries & agencies involved with national evaluations?** In the three countries, all the line ministries with government departments and agencies are involved in evaluations of public policies related to their sectors.
- b. **To what degree does the main ministry/agency responsible for national evaluations engage or involve others e.g. VOPEs and gender equality advocates?** In Benin, civil society and gender equality advocates usually participate when it comes to validation workshops. In Uganda, there is no evidence of involvement of these actors in national evaluations. According to South Africa report, certain partnership between the agency responsible for national evaluations and gender equality advocates exists but need to be strengthened and more cohesive.
- c. **Effective collaboration between institutions responsible or specialized in knowledge for evaluations.** In Benin, a relatively good collaboration exists between the main institution in charge in evaluation, but a reorganization is needed to optimize this collaboration. In Uganda, this collaboration is reported to remain a big challenge as results of evaluations conducted individually by each ministry are not shared / disseminated through fora. In South Africa, SAMEA, DPME, PSC and other role-players collaborate very closely through conferences and workshops regarding knowledge sharing and capacity building.

5.2.5 Sustainability

- a. **To what extent will the NES remain in the national budget?** Sustainability of the NMES is not questioned in any of the countries because of its institutionalization (South Africa), the NES framework has been formally recognized by presidential decree (Benin) and NEP (Uganda) stipulates that a certain percentage of funds should be allocated for national evaluations.
- b. **To what degree will the next year's budget for improving gender responsive national evaluations increase or decrease?** From the three country reports, there are clear indications that the national budget for evaluation will generally increase but it is uncertain to what extent this will serve gender responsiveness. In Benin, budget will increase for evaluation of public policies, but there is no clear expectation that this will be for the improvement of their gender mainstreaming. In Uganda, the report states that the national evaluation budget is likely to increase in all the ministries and departments, however, this will be to a small extent for gender related activities. In South Africa, there is a stated commitment to increase NES allocation, but this will need to be confirmed over time and may not be directed toward gender equality improvement.

6. Conclusion and recommendations

The three partners country are at different level in their effort to mainstream gender in National Evaluation Policy and National Monitoring and Evaluation System. Even through the National Evaluation policies do not provide strong provision or a framework for gender responsive evaluation, in practice, efforts have been made in the NMES to include the gender machinery e.g. in the national evaluation framework, and to produce gender desegregated data. However, gender responsiveness of National Evaluation Policy and National Monitoring and Evaluation System remain at about 50% of their full potential meaning there still room for improvement in all the three countries. This process should be built on existing opportunities as well as area of good practices wich exist in the countries.

The main challenges faced by the three countries are:

- The lack of provision and clear guidelines for gender mainstreaming in the NEP and in the NMES.
- The insufficient involvement/influence of the gender machinery in the national evaluation processes.
- The deficit in term of competence for gender mainstreaming of the key actors involved in evaluation at national and at sector level.
- The insufficient of funding to ensure gender responsiveness of national evaluation process.
- The low implication of VOPEs and gender equality expert/activist in national evaluation processes.

Several recommendation of country's report are similar while others remain specific to country context

6.1 COMMON RECOMMENDATIONS

11. Conduct a systematic review of each country's National Evaluation Policy and setup clear and compulsory guidelines for gender mainstreaming in national evaluations.

12. Optimize gender in national and sector department evaluation: Institutionalize the requirement for gender to be considered in all evaluations by including a strong gender statement in all relevant guidelines and policies. Introduce key question in the Guideline on Developing Terms of Reference, to ensure that gender is foregrounded in the evaluation process; Provide additional guideline on how to use a gender lens when designing, commissioning and implementing evaluations.

13. Include resources for required gender mainstreaming activities and specific gender evaluations in national evaluations budget.

14. Improve gender sensitiveness of national assessments⁸ tools and introduce gender indicators in all evaluation frameworks.

15. Build capacity of evaluators and commissioners to include gender analysis in evaluations.

16. Establish a gender monitoring mechanism for national and sectors evaluations through a gender steering committee located in the institution responsible for national evaluation with the support of national gender machinery institution.

17. Empower national gender machinery institutions (DoW, Ministry of Gender promotion and other relevant institutions) to play a stronger role of ensuring that monitoring and evaluation practices respond to the gender imperatives. (There should be institutional mechanisms put in place to link the work of Ministries in charge of gender with that of institution in charge of national evaluations and other key transversal departments to ensure alignment and common approaches to implementation of gender policies across government).

18. Optimize the role of Gender Focal Persons in evaluation's process in all sector department.

19. Involve existing expertise in gender monitoring in national and sector department evaluation steering committees.

20. Increase the level of involvement of gender advocates civil society actors in national and sector department evaluation by including standards for their participation in the relevant evaluation policies and guidelines.

21. Raise political awareness of the NMES key stakeholders and decision makers in support to gender mainstreaming in the national assessment process.

6.2 SPECIFIC RECOMMENDATIONS BY COUNTRY

In addition to those recommendations, Benin and South Africa have formulated other important recommendations which are specific to their country context.

Benin :

- Assessment of the National Gender Promotion Policy (PNPG) and reorganization of the PNPG monitoring and evaluation system.
- Integrate gender assessments such as the IDISB⁹, the Beijing Implementation Report into the national assessments planned and budgeted by the NMES coordination Unit "CIEPP".

⁸ Ex: Poverty evaluation, Survey on Living Conditions of Households etc....

⁹ Indice de Développement et des Inégalités entre les Sexes au Bénin

- Develop specialized gender evaluation expertise by development sector within the Beninese civil society

Detailed action plan for Benin is annexed.

South Africa :

- Include a strong gender statement and, where relevant, substantial guidelines on gender in all guidelines and policies.
- Reflect on the priorities and consider ways in which the transformation imperatives of equity groups could be more effectively addressed in the next National Development Plan (NDP) and MTSF.
- Optimizing gender in the MTSF by including carefully-selected, useful and relevant gender dimensions into agreed indicators.
- Optimizing gender in the APP by introducing a stronger gender lens.
- Optimize gender in evaluations by institutionalizing the requirement for gender to be considered in all evaluations and introducing a key question in the Guideline on Developing Terms of Reference.
- Include gender in internal equity and gender-rights performance measures
- Integrate gender-responsiveness with budget approval mechanisms.
- Ensure DoW have central coordinating function: DoW should play a stronger role of ensuring that monitoring and evaluation practices respond to the gender imperatives.

Detailed recommendation for South Africa are also included in Annex.

Uganda :

- Lobby for specific gender and equity indicators to be included in the program based system (PBS) so that MDAs are forced to report on item. These indicators can be included in the Chart of Accounts.
- Lobby for Government to create M&E departments in ministries and MDAs for easy coordination.
- The MGLSD should prioritize gender audits and collaborate with OPM and MDAs to streamline the gender issues into national evaluations.
- Government should establish and implement Gender rewards and sanctions systems for MDAs – Ministry of Public Service (Done by EOC).
- Local Government Annual Performance Assessment should take gender as a keyperformance area.
- Improve coordination mechanisms and recommendation sharing for implementation with key government decision makers; MDA & CSO engagement enhanced.
- Link different Gender dashboards (MIS) for easy M&E in government and CSOs. Coordinate M&E data and systems on gender and link to national standard indicators.

Detailed action point for Uganda is in annex.

7. Annexes

Annex I: List of people consulted

I-1: List of people consulted / Benin

N°	Name	First Name	Institution	Position
1	IDOHOU	Léontine	RIFONGA	Présidente
2	GOGAN	Gillis	INSAE	Collaborateur DCSFR
3	DAGA	Jules	INSAE	DCSFR
4	VIGNON	Armand	MdSC	Directeur
5	HASSAN	Souraya	UNICEF	Deputy Director
6	ASSAH	Gustave	Social WATCH	Directeur
7	KPATINDE	Gérard	Ministère du Plan	DPP
8	SAKITI	Christelle	Ministère du Plan	Planificateur/ PF Genre
9	SEGLA	Elias	BEPPAAG	Cadre
10	SOSSOU	Damase	BEPPAAG	Cadre
11	NOUDEGBESSI	Bernice	UNFPA	Chargé de programme genre
12	TOMAVO	Charlemagne	CES	Secrétaire administratif
13	AGUESSY	Magloire	Ministère du plan	Directeur General des politiques de Développement
14	ADANNOU	Michel	Ministère du plan	Directeur technique Développement à la base
15	LALEYE	Léonard	INPF	Directeur des Affaires Juridiques et Sociales
16	AFFOGBOLO	Innocent	GIZ	Conseiller Technique
17	AKUETE	Anne	GIZ	Coordonnatrice genre
18	TAKOU	Hermann	Ministère des Finances et de l'Economie	ST/CSPEF
19	KPOFFON	Luc	Ministère de l'agriculture	Chef cellule suivi et évaluation
20	YEHOUENOU	Jules	DGPSIP	Directeur
21	AZANDJEME	Annick	Chargée de programme genre	Ambassade de Belgique
22	AHOKPE	Ansbert	CSSE/DPP	Ministère des Affaires sociales et de la Microfinance
23	AZONDEKON	Bienases	Cadre /DPP	Ministère des Affaires sociales et de la Microfinance

I-2: List of people consulted/ Uganda

No	Name	Position	Institution	Tel.
1	Dr. Albert Byamugisha	Commissioner, M&E	Office of the Prime Minister	+256772401732
2	Ms Margret Kakande	Director, Budget Monitoring	MoFPED	
3	Mr. Timothy Lubanga	Assistant Commissioner	Office of the Prime Minister	+256772451852
4	MsTereka	Gender Desk Officer	MoFPED	+256772745496
5	Ms. Olive Mbabazi	Gender Desk Officer	MoFPED	
6	Ms. Nancy Rukundo	Gender Budgeting Officer	MoFPED	Nancy.rukundo@gmail.com
7	Tito Okello	Finance Officer		

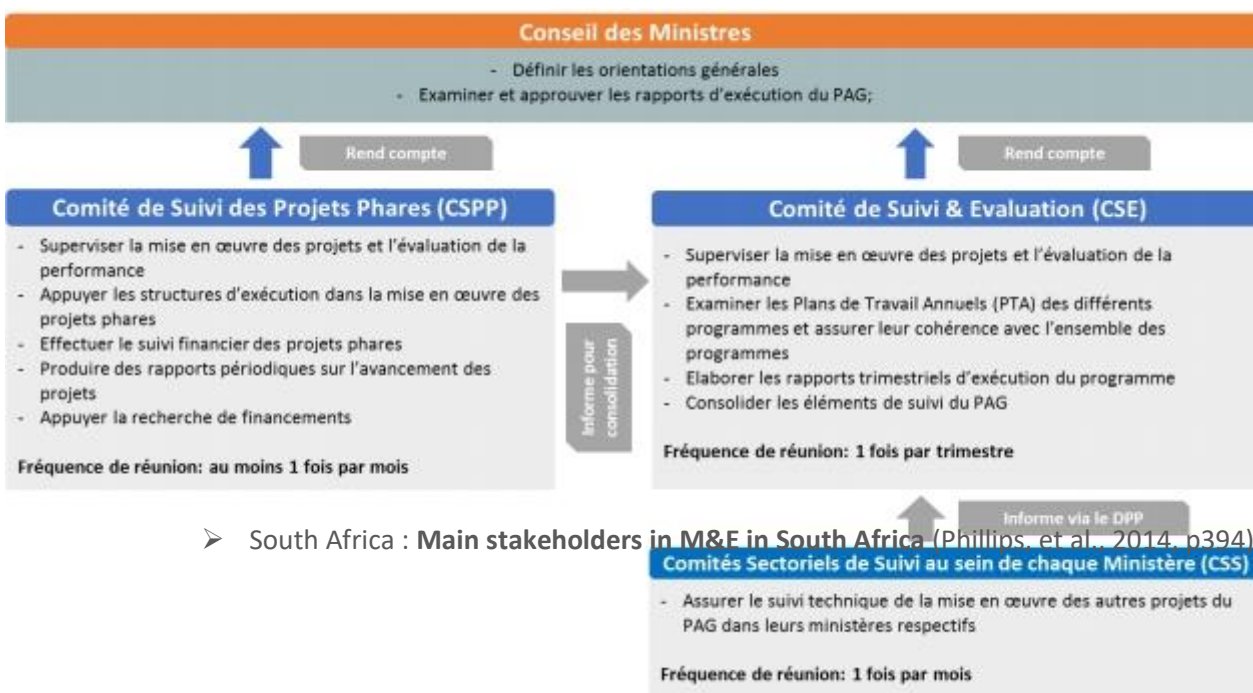
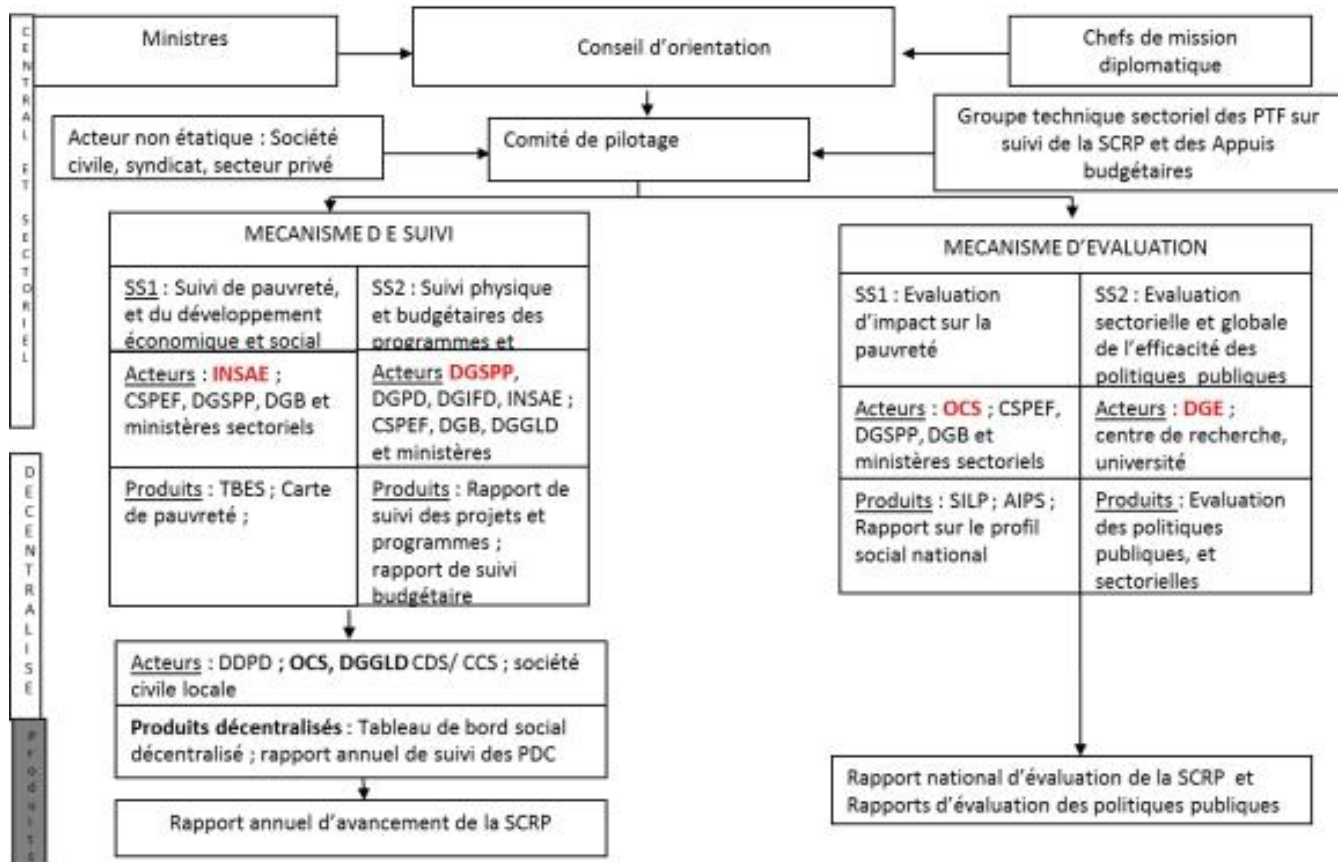
8	Mr. Mugisha John	Gender Focal Person	Ministry of Health	+256772517281/ 0706517281
9	Christine Semambo Ssempebwa	Executive Director	Forum for African Women Educationists Uganda (FAWEU)	+256772466316/ +2563922894901 csemambosempebwa@gmail.com
10	Mr. Okiror John	Principal Economist/M&E	MoGLSD	+256772356875
11	Ms. Jane Ekapu	Principal Gender Officer	MoGLSD	+256772359220
12	Ms. Maggie	Ass. Comm. For gender and Women Affairs	MoGLSD	+256772516778
13	Mr. Charles Etoma	Principal Statistician	MoGLSD	+256772971208
14	Mr. Abubaker Ntambi	Commissioner, Research, M&E	Equal Opportunity Commission	+256702794888
15	Dr. Limulimu	Director	OPM	+256785202925

I-3: List of people consulted/ South Africa

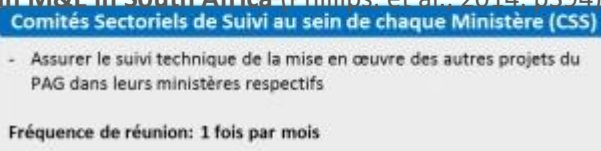
No	Name	Position	Institution
1	Cara Waller	Program Manager	Twende Mbele, Center for Learning on Evaluation and Results (CLEAR-AA), Wits University
2	Euody Mogaswa		DPME
3	Josephilda Nhlapho-Hlope	Outcome Facilitator: Outcome 14 - Nation Building	DPME
4	Ian Goldman		DPME
5	Leonard Nkuna		DPME
6	Rendani Manugu		DPME and Twende Mbele
7	Rudi Dicks	Outcome Facilitator: Outcome 4 – Economy	DPME,
8	Stanley Ntakumba		DPME and Twende Mbele
9	Thabo Mabogoane	Outcome Facilitator: Outcomes 1 and 5 - Basic Education and Skills	DPME
10	Edeshri Moodley	Chief Director: Government Performance Information	Department of Planning Monitoring and Evaluation
11	Harsha Dalay	Director: research	Department of Planning Monitoring and Evaluation
12	Dr Thabo Rapoo	Policy and Research Director	Gender Commission
13	Adila Hargey	Deputy Director: Gender	Department of Social Development
14	Tanya Charles	Policy Development and Advocacy Specialist	Sonke Gender Justice
15	Mr Jayce Nair	Acting Accountant-General and Chief Director: Governance Monitoring and Compliance/Enforcement	National Treasury
16	Mr Elroy Paulus	National Advocacy Manager	Black sash

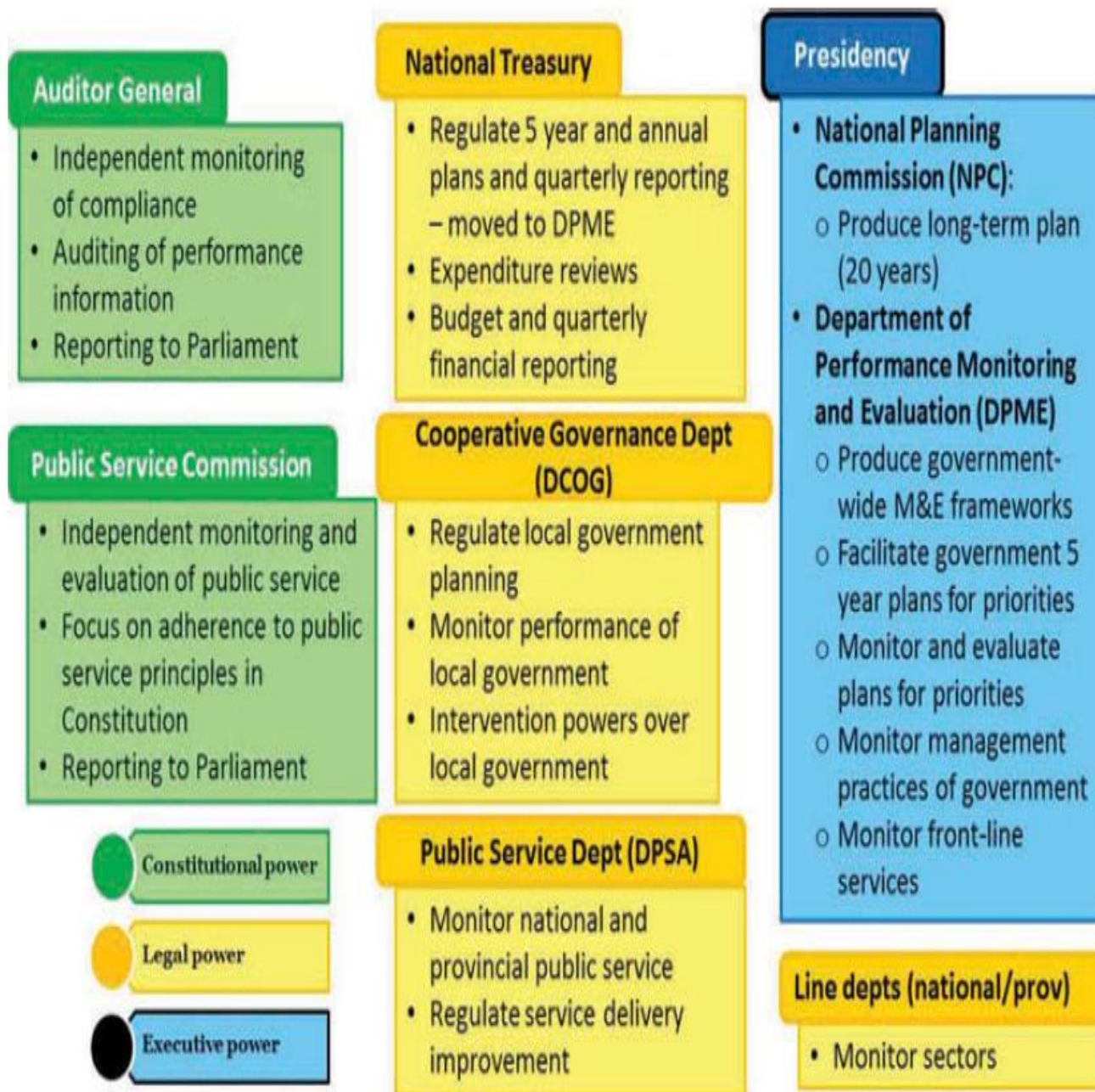
Annexe 2: Figure of the NMES of the three countries:

➤ Benin: Old system and complement monitoring system of the new government

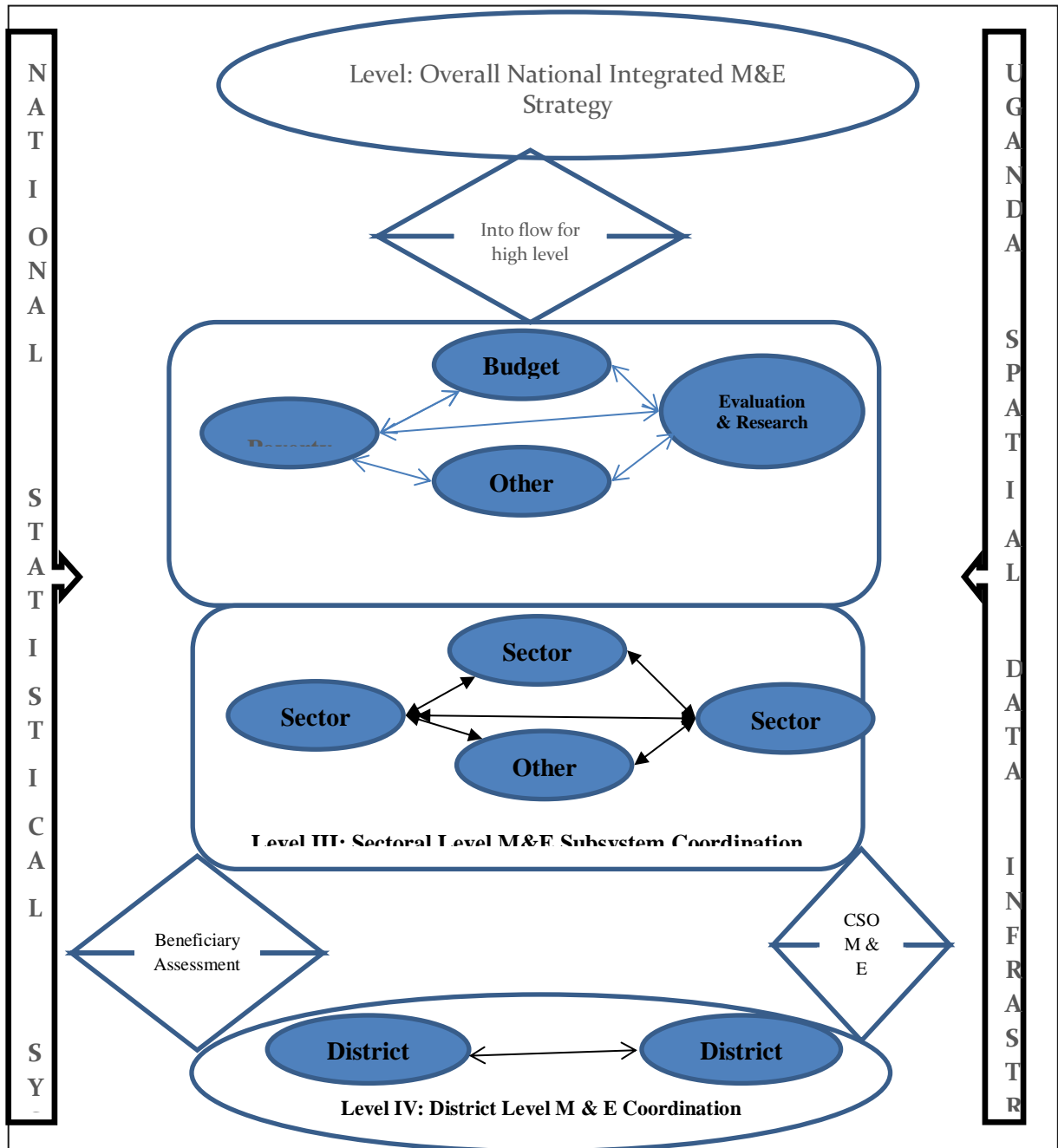


➤ South Africa : Main stakeholders in M&E in South Africa (Phillips, et al., 2014, p394)





➤ Uganda : National Integrated Monitoring & Evaluation Framework



Annex 3 : Summary of recommendations of South Africa country's report

1. Precedent, guidelines and policies:
 - a. All guidelines and policies should include a strong gender statement and, where relevant, substantial guidelines on gender in the context at hand. Documents should reflect on the implications of the policy for gender and gender programming and reporting.
 - b. Returning to the concepts and agreements of the late 1990's provides legal and policy bases to support gender-responsiveness. Any failure in the system to respond to gender is due to inadequate supporting policies and guidelines, and lack of implementation of these original policy intentions. The policy precedent and constitutional imperative are, however, already well-established. The clear and strong endorsement of the importance of establishing demographic equity in the FMPPI, backed by the considerable authority of Treasury, creates a basis for encouraging monitoring and reporting as well as including gender-responsiveness into performance management, and is existing policy which could be leveraged without protracted reform.

2. Input to the next NDP and MTSF:
 - a. There is an opportunity in the next NDP and MTSF to reflect on the priorities and consider ways in which the transformation imperatives of equity groups could be more effectively addressed. Each outcome should investigate gender in its own setting and should attempt to go beyond just disaggregating data.

3. Optimizing gender in the MTSF:
 - a. There is an immediate opportunity to include carefully-selected, useful and relevant gender into agreed indicators in the MTSF, as supported by existing equity policy, at least requiring that these indicators be gender disaggregated.
 - b. There are several levels of indicators in the MTSF that should be more gendered:
 - Disaggregation – Existing government policy provides for disaggregation, pathing the way for selecting indicators in the MTSF for which gendered data is a requirement.
 - Monitoring interventions that are specifically aimed at women as well as those interventions that are considered a priority to consider using a gender lens because of its role in the realization of gender equity.
 - Gendered budgeting, as an objective under Outcome 14.
 - Policy review and omissions of gender in key policies.
 - c. All 14 Outcomes in the MTSF need two elements to deal with equity (gender, race, disability, youth):
 - Firstly – an equity performance indicator is needed which monitors progress and implementation of the Gender Framework and monitors

how the causes of inequity are being addressed. This could encompass how the MTSF will address equity, addressing key strategic, social and developmental concerns where equity focus is needed.

- Secondly – one or two of the existing indicators should focus on monitoring equity – and should be disaggregated by all groups, by the relevant Outcomes Manager, drawing on existing gender data. These indicators would be reported in the normal MTSF quarterly progress reports and be shared with DoW as needed.

4. Optimizing gender in the APPs:

- a. DPME has responsibility for reviewing the APP's against agreed criteria. Introducing a stronger gender lens could yield important changes in the system. DPME and DoW have progressed this idea already and agree that including a gender frame into this review process would be valuable.
- b. Guidelines should be developed that inform the ways in which gender should be addressed in the APPs. This should be coupled with a process of working with departments to ensure that the guidelines are binding, understood and can be applied.
- c. DoW should work with DPME to urgently engage with selected 2018/2019 APPs to insert minimum set of indicators into the plans in consultation with the departments. Learning from this could then inform the longer-term process. This will require very rapid action.
- d. APPs should include outward-focused, program and beneficiary indicators, which allow for an analysis of the extent to which young girls and women benefit from the policies, programmes and services of the department.
- e. APP guidelines to this effect should be developed and discussed with relevant departments, prior to the next APP cycle.
- f. High gender-impact sectors should also monitor and plan activities for gendered programming in their more detailed branch operational plans.

5. Optimise gender in evaluations:

- a. Institutionalize the requirement for gender to be considered in all evaluations. Respondents argue that gender should not be an optional theme, rather an evaluation where gender is deemed not relevant should justify this stance.
- b. Introduce a key question in the Guideline on Developing Terms of Reference, to ensure that gender is foregrounded gender in the evaluation process.
- c. Provide additional guideline on how to use a gender lens when commissioning, designing and implementing evaluations.

6. Include gender in internal equity and gender-rights performance measures:

- a. Gender performance indicators could be included in the standard set of management indicators in the PMDS. These performance indicators should include milestones for implementing transformation against a practical set of

- data in HoD performance measures. This could allow for proactively driving improved public service equity during recruitment and should certainly include safe and effective measures to address sexual harassment .
- b. The MPAT should strengthen compliance by monitoring the extent to which departments have realized agreed equity targets (and where needed have put in place interventions to do this). Further, the MPAT should focus on whether departmental strategies are in line with broader gender imperatives, as set out in the NDP.
7. Integrate gender-responsiveness with budget approval mechanisms:
 - a. Gender-responsive budgeting and planning support the project cycle, and are central to encouraging gender-responsiveness, provided the expectations are reasonable, affordable and achievable. Mainstreaming of gender into each step in the planning and budget approval cycle, with policy for gender accountability integrated into budget approval, would provide the necessary mechanism to support consistent and habitual gender-responsiveness.
 8. DoW as a central coordinating function:
 - a. DoW should play a stronger role of ensuring that monitoring and evaluation practices respond to the gender imperatives. There should be institutional mechanisms put in place to link the work of DoW with that of DPME and other key transversal departments like the DPSA and the National Treasury – to ensure alignment and common approaches to implementation of gender policies across government.
 - b. Coordination by DoW should extend to data flow with Stats SA and DPME, to ensure that the rich, gender-sensitive data sources in StatsSA and sector departments, are used optimally in planning, reporting and evaluation processes.
 - 9) Optimize the role of Gender Focal Persons:
 - a. GFPs have potential to support the drive for gender-responsiveness with capacity enhancement, if they are endorsed by the authority of HoDs, and if their performance is directly linked to the performance management expectations of HoDs.
 - b. The role of GFPs should become more strategic and their influence enhanced by direct backing of senior management. This backing would be achieved if the GFP-specific workplan, for which the HoD is ultimately responsible, included: i) projects as usual; ii) review of all new policy or policy revisions to ensure that equity is included in policies; iii) review of the Departmental APP for gender at appropriate points; iv) formally collating gendered data where agreed.
 - c. Current capacity and authority within GFPs fall considerably short of level of functioning and optimizing the roles of GFPs would require investment in capacity, including training.

10. Capacity building:
 - a. Training on gender concepts, rights and the drivers of gender inequity should be provided to key units, as well as more broadly throughout DPME and among decision-makers in core sector departments.
11. Case – Outcome 1 – Education:
 - a. There is a great deal of potential for coherent gendered analysis between DBE, DPME and DoW, supported by data collected by StatsSA. To achieve focus, consider the key levers for gender transformation and select indicators against which change will be measured. Based on this, ascertain data gaps, priorities for the APP, and indicators for the MTSF.
12. Case – Outcome 4 – Economy:
 - a. Disaggregate the three priorities (women, small business and youth) in the 9-Point Plan to rapidly provide motivation to ensure that all three are given suitable emphasis. Invest in advocacy in less gender-responsive key departments, such as DTI, through oversight of APPs and introduction of carefully selected MTSF indicators.
13. Case – Outcome 5 – Skills:
 - a. Continue to provide encouragement where mature M&E systems exist, and disaggregated data and gendered programming are relatively achievable. Areas where M&E data has been weak and there are concerns with respect to gender (such as in certain occupations) there would need to be a focus for gender-responsiveness to be achieved.
 - b. Gendered evaluation plans: Every NEP, DEP, PEP to include at least one planned evaluation of a mainstreamed or targeted program or policy in relation to gender equality and women's empowerment (GEWE). This may be an evaluation of the gender-responsiveness or extent to which a national, sector, Departmental or provincial program, project or policy contributes to GEWE or an evaluation of a targeted policy or program, i.e. a program which specifically targets the empowerment of women. We do not need to specify the type of evaluation in this regard.
 - c. Gendered evaluation questions: Every planned evaluation using public money should include at least one gender-responsive question, theory of change pathway, data disaggregation/ data collection, investigation and recommendations. This means that this should be specified within the TOR for such evaluation.

Annex 4 : Summary of recommendations from Uganda report

Several recommendations were made and prioritized by the participants for enhancing gender responsiveness of the National Evaluation Policy and National Evaluation System:

- 1) Revise the M&E policy and its implementation plan, aligning it with local, national, international gender mainstreaming best practices; the OPM should revise the result-based framework to have gender related indicators. OPM should fast track harmonization of national, regional and international indicators on gender.
- 2) Define gender responsiveness in M&E; Develop tools, guidelines and manuals to promote gender responsiveness and harmonize tools for evaluating gender public policies
- 3) Lobby for specific gender and equity indicators to be included in the program based system (PBS) so that MDAs are forced to report on item. These indicators can be included in the Chart of Accounts. This would make M&E against item by MDAs easy. OPM can also capture item at the national level for M&E.
- 4) Continuous advocacy with government to allocate more resources for gender evaluations. specific budget lines should be allocated for M&E in ministries/agencies.
- 5) Lobby for Government to create M&E departments in ministries and MDAs for easy coordination. Ministry of Public Service should fast track the establishment of Gender focal persons in all MDAs. Every MDA should have a results framework with gender
- 6) The MGLSD should prioritize gender audits and collaborate with OPM and MDAs to streamline the gender issues into national evaluations. MGLSD should develop the capacity and skills of Gender offices in M&E.

Other recommendations

- The OPM should harmonize M&E and gender indicators and improve coordination of the data collection and management systems
- OPM should develop and enforce the National Gender Performance Framework. Invest in dissemination and utilization of evaluation findings.
- Government should establish and implement Gender rewards and sanctions systems for MDAs – Ministry of Public Service (Done by EOC).
- Local Government Annual Performance Assessment should take gender as a key performance area.
- Sectors should establish incentives to enhance the collection and analysis of information on performance of gender.
- Improve coordination mechanisms and recommendation sharing for implementation with key government decision makers; MDA & CSO engagement enhanced. CSOs have many recommendations that are not shared; share & implement.
- Link different Gender dashboards (MIS) for easy M&E in government and CSOs. Coordinate M&E data and systems on gender and link to national standard indicators.
- Gender represented permanently on all sector working groups, technical working groups and evaluation sub-committee.

Annex 5: Benin action plan

Objectifs/Résultats	Indicateurs	Actions	Critères de la matrice	Période d'exécution	Structures responsables (Structures associées)	Coût total (FCFA)
Objectif spécifique 1- Améliorer les capacités et compétences des acteurs du SNSE pour la conduite des évaluations sensibles au genre						
<i>Indicateur : Proportion d'évaluations nationales intégrant la thématique genre dans les analyses.</i>						
Résultat 1- Les autorités et responsables sont davantage engagés sur la nécessité de la prise en compte du genre dans la gestion du processus de développement	<i>Degré de sensibilité du budget de l'État par rapport au genre ;</i>	1.1 Constituer une base de données des experts genres nationaux possédant une expérience avérée dans les divers secteurs de développement.	<i>SNSE : Égalité des sexes, Participation, Prise de décision, Budgétisation, Durabilité.</i>	2 019	Direction en charge du genre (BEPPAAG, MPD, OSC)	4 000 000
	<i>Taux de représentation des femmes dans les instances de prise de décisions à tous les niveaux</i>	1.2 Actualiser la base de données.		2 021	Direction en charge du genre (BEPPAAG, MPD, OSC)	500 000
		1.3 Organiser des ateliers de haut niveau pour sensibiliser les autorités et responsables du SNSE sur la prise en compte du genre dans le processus de gestion du développement.		2019-2020	BEPPAAG (Direction en charge du genre)	15 000 000
		1.4 Organiser une visite d'échange dans d'autres pays (Zimbabwe exemple)		2 019	BEPPAAG	10 000 000

Objectifs/Résultats	Indicateurs	Actions	Critères de la matrice	Période d'exécution	Structures responsables (Structures associées)	Coût total (FCFA)
		1.5 Développer un partenariat avec l'ENAM pour intégrer dans les curricula de master en évaluation, des modules spécifiques sur l'évaluation genre.		2 019	BEPPAAG (ENAM)	3 000 000
Résultat 2- Le personnel clé de suivi-évaluation aux niveaux national, sectoriel et local dispose d'expertise en suivi-évaluation genre.	<i>Proportion de secteur produisant des données statistiques désagrégées par sexe à tous les niveaux ;</i>	2.1 Faire un diagnostic des besoins en renforcement de capacités en genre au niveau des acteurs clés de la chaîne nationale de suivi-évaluation.	<i>SNSE : Égalité des sexes, Participation, Prise de décision, Durabilité.</i>	2 019	BEPPAAG	6 000 000
		2.2 Élaborer un plan de renforcement de capacités des acteurs clés de la chaîne nationale de suivi-évaluation.		2 019	BEPPAAG	6 000 000
	<i>Proportion de secteurs intégrant des analyse genre dans leurs rapports d'avancement et rapports d'évaluations de programmes et de politiques.</i>	2.3 Mise en œuvre du plan de renforcement de capacités des acteurs clés de la chaîne nationale de suivi-évaluation.		2020- 2021	BEPPAAG	100 000 000
		2.4 Organiser des ateliers de formation pour les acteurs clés de la chaîne nationale de suivi-évaluation.		2019-2020-2021	BEPPAAG	120 000 000
		2.5 Organiser des ateliers de capitalisation d'expériences et de bonnes pratiques en matière d'évaluation genre sensible.		2 020	BEPPAAG	20 000 000

Objectifs/Résultats	Indicateurs	Actions	Critères de la matrice	Période d'exécution	Structures responsables (Structures associées)	Coût total (FCFA)
		2.6 Organiser un atelier de renforcement de capacités des cadres de l'INSAE par rapport à l'analyse genre.		2 019	BEPPAAG	6 000 000
Objectif spécifique 2- Améliorer le niveau d'intégration du genre dans le cadre politique et réglementaire du système national de suivi-évaluation						
Résultat 3- Le cadre politique, réglementaire et méthodologique des évaluations est sensible au genre.	<i>Proportion d'évaluations nationales intégrant la thématique genre dans les analyses;</i>	3.1 Prendre en compte la thématique genre dans la révision de la PNE.	<i>PNE : Égalité des sexes, Participation, Prise de décision, Evaluabilité, Durabilité.</i>	2 021	BEPPAAG	20 000 000
		3.2 Élaborer un plan stratégique d'évaluation 2019-2021 sensible au genre		2019-2020-2021	BEPPAAG	0
	<i>Nombre d'évaluations nationales genre réalisées.</i>	3.3 Évaluer la sensibilité du SNSE par rapport au genre		2021	BEPPAAG (MASMF)	7 000 000
		3.4 Élaborer des documents de stratégie d'institutionnalisation du genre dans les secteurs.		2019-2020-2021	Ministères sectoriels (MASMF, BEPPAAG)	120 000 000

Objectifs/Résultats	Indicateurs	Actions	Critères de la matrice	Période d'exécution	Structures responsables (Structures associées)	Coût total (FCFA)
Résultat 4- Le budget national dédié à la prise en compte du genre par le SNSE a connu une augmentation.	<i>Degré de sensibilité du budget de l'État par rapport au genre</i>	4.1 Instituer la prise en compte au niveau des instances nationales et sectorielles d'examen des PTA de la thématique du genre dans les critères d'appréciation des activités.	<i>SNSE : Égalité des sexes Participation Prise de décision</i>		Direction en charge du genre (BEPPAAG)	0
		4.2 Élaborer une stratégie de mobilisation des ressources pour l'exécution du plan d'action.	<i>Budgétisation Durabilité</i>		BEPPAAG	10 000 000
Objectif spécifique 3- Renforcer le positionnement des organes nationaux en charge de la promotion du genre dans le dispositif de coordination et de conduite des évaluations nationales.						
Résultat 5- Les structures en charge des évaluations nationales associent les institutions nationales en charge du genre tout au long du processus	<i>Existence d'un arrêté interministériel instituant le cadre permanent de collaboration du BEPPAAG avec les institutions nationales en charge du genre;</i>	5.1 Mettre en place un cadre permanent de collaboration entre le BEEPAG et les institutions nationales en charge des questions de genre.	<i>SNSE : Égalité des sexes, Budgétisation, Participation, Prise de décision.</i>	Premier trimestre 2019	BEPPAAG (MASMF ; INPF)	2 000 000
		5.2 Définir une liste des indicateurs genres nationaux par secteur à partir des documents de base.		Deuxième trimestre 2019	MASMF ; INPF (BEPPAAG)	7 000 000

Objectifs/Résultats	Indicateurs	Actions	Critères de la matrice	Période d'exécution	Structures responsables (Structures associées)	Coût total (FCFA)
de réalisation des évaluations.	<i>Existence d'une base de données en ligne des indicateurs genre;</i> <i>Proportion d'évaluations nationales réalisées en synergie avec les institutions en charge du genre.</i>	5.3 Vulgariser la liste des indicateurs genre nationaux et rendre obligatoire leur production par les acteurs concernés.		Troisième et quatrième trimestres 2019	MASMF ; INPF (BEPPAAG)	0
		5.4 Développer avec les experts de l'INSAE une base de données en ligne des indicateurs genre nationaux par secteur.		Troisième et quatrième trimestres 2019	BEPPAAG (MASMF ; INPF)	0
		5.5 Impliquer des experts genre et des cadres des institutions nationales en charge du genre dans les comités techniques chargés du pilotage des évaluations nationales.		2019 - 2021	BEPPAAG (Les structures concernées)	0

Objectifs/Résultats	Indicateurs	Actions	Critères de la matrice	Période d'exécution	Structures responsables (Structures associées)	Coût total (FCFA)
<p>Résultat 6- Le dispositif national de suivi évaluation de la politique nationale de promotion du genre est actualisé et fonctionnel.</p>	<p><i>Décret portant création, attributions, organisation et fonctionnement du système de coordination de suivi et de mise en œuvre de la PNPG ;</i></p> <p><i>Arrêtés interministériels portant création des différentes structures de suivi et de mise en œuvre de la PNPG au niveau sectoriel ;</i></p>	<p>6.1 Faire une évaluation à mi-parcours de la PNPG et de son dispositif de suivi évaluation.</p>	<p><i>SNSE : Égalité des sexes, Budgétisation, Participation, Prise de décision, Durabilité.</i></p>	<p>Premier trimestre 2019</p>	<p>BEPPAAG (MASMF)</p>	<p>30 000 000</p>
	<p><i>Nombre de rapports de suivi/évaluation de la PNPG et autres instruments de promotion de l'égalité des sexes.</i></p>	<p>6.2 Définir une nouvelle architecture pour la coordination et le suivi de la mise en œuvre des stratégies genre au niveau national et sectoriel.</p>		<p>Premier trimestre 2020</p>	<p>MASMF (SGPR, MEF, MPD)</p>	<p>7 000 000</p>

Objectifs/Résultats	Indicateurs	Actions	Critères de la matrice	Période d'exécution	Structures responsables (Structures associées)	Coût total (FCFA)
Objectif spécifique 4- Améliorer le niveau d'implication des OSC et spécialistes en évaluation genre dans la conduite des évaluations nationales						
Résultat 7- Un système coordonné d'implication des OSC et expert en genre au processus de conception et de réalisation des évaluations nationales est mis en place et fonctionnel	<i>Pourcentage d'évaluations nationales ayant connu la pleine participation des OSC. Nombre/pourcentage de ministères ayant un arrêté ministériel fixant le cadre de collaboration avec les OSC au processus de programmation, planification, suivi évaluation</i>	7.1 Faire un répertoire des OSC de promotion du genre les plus influentes par secteur.	<i>SNSE : Égalité des sexes, Participation, Prise de décision.</i>	Premier trimestre 2019	INPF (OSC ; BEPPAAG)	2 000 000
		7.2 Mettre en place au niveau sectoriel le cadre de collaboration avec les OSC de promotion du genre dans la chaîne de suivi évaluation		Deuxième trimestre 2019	Ministères sectoriels (MASMF ; INPF ; BEPPAAG ; OSC)	22 000 000
		7.3 Vulgariser et faire appliquer les normes et standards en matière d'implication des OSC au processus d'évaluation des politiques publiques.		2019 - 2021	BEPPAAG (MASMF ; INPF)	15 000 000
Résultat 8- Les OSC ont développé en leur sein des compétences nécessaires pour la	<i>Nombre d'experts formés</i>	8.1 Organiser des sessions de formation à l'intention des OSC par secteur sur le genre et le suivi évaluation	<i>SNSE : Égalité des sexes, Participation, Prise de décision</i>	2019 - 2021	BEPPAAG ; INPF ; MASMF (OSC)	60 000 000
		8.2 Mobiliser le financement pour la conduite des évaluations.		2019 - 2021	RIFONGA, Social Watch, WILDAF	50 000 000

Objectifs/Résultats	Indicateurs	Actions	Critères de la matrice	Période d'exécution	Structures responsables (Structures associées)	Coût total (FCFA)
prise en compte des questions genre dans le suivi évaluation					(BEPPAAG)	
		8.3 Conduire des évaluations alternatives sensibles au genre.			RIFONGA, Social Watch, WILDAF (BEPPAAG)	PM
Total						642 500 000