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**Monitoring and Evaluation Programme of the African Plan of  
Action to accelerate the Implementation of the Dakar and  
Beijing Platforms for Action  
2000-2004**

**A Practical Monitoring and Evaluation Tool at the  
Subregional and Regional Level**

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# Monitoring and Evaluating the Implementation of the African Plan of Action at the Sub-regional and Regional Levels

## *A Practical Monitoring and Evaluation Tool*

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## **1. Introduction**

This Chapter introduces the Guide, explaining its role as a support to the Monitoring and Evaluation programme of the Implementation of the African Plan of Action, and provides an overview of its contents. The Chapter also explains what gender mainstreaming is.

### **1.1 Purpose of the Guide**

The 6<sup>th</sup> African Regional Conference on women was held in November 1999 at the UNECA in Addis Ababa, Ethiopia. The primary objective of this Conference was to undertake a mid-decade review and assessment of the level of implementation of the Regional and Global Platforms for Action. The review was conducted in the form of national progress reports prepared by forty-eight member states, together with evaluation reports from the regional organisations (OAU, ECA and ADB), and most United Nations agencies. The major outcome of the exercise was the identification of the problems encountered by member States in the implementation of the Platforms for Action (PFA), and proposals on the way forward for the subsequent five years. This outcome constitutes the content of the African Plan of Action. The African Plan of Action (APA) is therefore a synthesis of strategies and mechanisms aimed at addressing and resolving issues identified as posing serious constraints to the implementation of the Dakar and Beijing PFA.

Among the constraints addressed in the APA is the lack of mechanisms for monitoring and evaluating the implementation of national plans of action, without which it is difficult to accurately gauge the level of progress made in the implementation of the Platforms for Action. The ultimate goal of the APA is to accelerate the implementation of the Platforms for Action in the next five years, after which time the mandatory evaluation of the accomplishments of the decade since the Beijing Conference will be undertaken. In this regard, the APA focuses on among others, the following issues - at the national, sub-regional and regional levels:

- ◆ Co-ordination machineries and strategies, for harmonious implementation of national action plans,
- ◆ Mobilization of resources for the implementation of the Platforms for Action,
- ◆ Strategies and mechanisms for monitoring and evaluating the implementation of the PFA, and,
- ◆ Strategies and mechanisms for accelerating the integration of a gender approach in policies, plans and programmes

This M & E Guide is designed to address the lack of, in Intergovernmental Organisations, mechanisms for monitoring and evaluation of the implementation of the Platforms for Action. It is intended for use by people responsible for gender in Sub-regional and Regional bodies in Africa. The sub-regional bodies, also known as Regional Economic Committees include SADC, IGAD, ECOWAS, UDEAC, UEMCA, UMA, COMESA, and ECCAS. The Regional bodies include the Organisation of African Unity, the African Development Bank and the Economic Commission for Africa.

The tool is focused on three key areas:

- Scope, contents and process of implementation of the institutional gender policy framework,
- Institutional mechanisms for implementation of the gender policy framework, and,
- Mechanisms for capacity-building to facilitate the implementation of the gender policy framework

The tool is intended to be instructional and functional, i.e., it explains M&E procedures and concepts, and should facilitate the monitoring and evaluation of selected areas of the African Plan of Action. It should also facilitate the

production of M&E reports for submission to governing bodies and the Committee on Women and Development (CWD)

## 1.2 Gender Mainstreaming

Gender is a socially constructed definition of women and men. It is the social design of a biological sex, determined by the conception of tasks, functions and roles attributed to women and men in society and in public and private life. It is a culture-specific definition of femininity and masculinity and therefore varies in time and space. The construction and reproduction of gender takes place at the individual as well as at the societal level. Both are equally important. Individual human beings shape gender roles and norms through their activities and reproduce them by conforming to expectations.

There is a growing awareness that gender has to be considered also at a political and institutional level. Policies and structures play a very important role in shaping the conditions of life, and in doing so, they often institutionalise the maintenance and reproduction of the social construction of gender. A history of discrimination and restraining roles is unconsciously written into everyday routines and policies. Policies and structures often unintentionally reproduce gender inequality.

Gender mainstreaming, as a new concept, appeared for the first time in international texts after the United Nations Third World Conference on Women (Nairobi, 1985), in relation to the debate within the UN Commission on the Status of Women (CSW) on the role of women in development. It was seen as a means of promoting the role of women in the field of development and of integrating women's values into development work. In 1987 the CSW, on the basis of the decisions taken in 1986, urged all bodies in the UN system which had not yet done so, including regional Commissions and specialised agencies, to formulate and put into effect a comprehensive policy on women's equality and to incorporate it into their medium-term plans, statements, objectives, programmes and other important policy documents.

At the United Nations Fourth World Conference on Women (Beijing, 1995), the strategy of gender mainstreaming was explicitly endorsed by the Platform for Action which was adopted at the end of the Conference. The Platform for Action calls for the promotion of the policy of gender mainstreaming, stating that "governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively".

The word mainstreaming is difficult to translate into many languages, and has therefore often been reduced to terms such as "gender-based approach". However, it is clear that mainstreaming is much more: it is an attempt to take gender equality issues into the mainstream of society, the mainstream consisting of the directions, organisations and ideas which make decisions about the policy and the resources regarding general or specific policies such as, for example, education or transport.

According to the Group of Specialists on Mainstreaming Gender of the Council of Europe<sup>1</sup>,

*Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes so that a gender equality perspective is incorporated in all policies at all levels and at all stages by the actors normally involved in policy-making.*

ECOSOC's definition of gender mainstreaming is

*To assess the implications for women and men of any planned action including legislation, policies and programmes in all areas and at all levels.*

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<sup>1</sup> See Council of Europe, *Final Report of the Group of Specialists on Mainstreaming Gender*, Strasbourg, 1998  
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*Gender mainstreaming is a strategy to make women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic and societal spheres*

The definitions of gender mainstreaming highlight the goal of mainstreaming, the process, the objects and active subjects of mainstreaming. The objects of mainstreaming are all policies at all levels and at all stages, while the active subjects of mainstreaming are the ordinary actors. Gender mainstreaming can mean that the policy process is reorganised so that ordinary actors know how to incorporate a gender perspective. It can also mean that gender expertise is organised into the policy process by including gender expertise as a normal requirement for policy-makers.

This guide is aimed at facilitating the monitoring and implementation of gender mainstreaming in IGOs and Regional bodies in Africa.

### **1.3 Contents**

The tool is in four (4) sections. Following this introduction is a section that introduces some indicators for monitoring and evaluating the implementation of selected areas of the African Plan of Action. **Section 3** provides monitoring mechanisms including work sheets for monitoring progress as well as guidelines for the production of the monitoring reports. In **Section 4** we present guidelines for evaluation including some evaluation questions and guidelines for the preparation of evaluation reports.

### **1.4 How to Use the Guide**

The M & E Tool has been designed to enable Monitoring and Evaluation Officers (M&EOs) at the regional and sub-regional levels to monitor the implementation of Institutional Gender Policy Frameworks. The user is therefore expected to go through Section 2 in order to gain understanding of some key concepts in monitoring and evaluation as well as some key indicators for monitoring progress in implementation of the gender policy framework. By using the work sheets in Section 3 the user should be able to review and document developments and recommend remedial action where necessary. The guidelines for production of reports should enable the M&E Officers produce the monitoring and evaluation reports in 2002 and 2003.

## 2. Indicators for Monitoring and Evaluating the implementation of selected areas of the African Plan of Action at the Sub-regional and Regional Levels

This Chapter outlines the strategic objectives of the African Plan of Action and explains the focus of the M & E programme at the regional and sub-regional levels. It provides definitions for some key concepts in M & E and provides some indicators for monitoring and evaluating selected areas of the African Plan of Action at the regional and sub-regional levels.

### 2.1 Objectives of the M & E programme

The assessment conducted during the 6<sup>th</sup> African Regional Conference revealed that sub-regional and regional institutions often suffer from ill-defined statutes and mandates, lack of skills in gender analysis, inadequate financing and equipment, and lack of co-ordination. In this regard, strategic objectives proposed for the sub-regional and regional levels were:

- Create or strengthen a gender mechanism responsible for following up the Dakar and Beijing Platforms for Action in each intergovernmental organisation (IGO)
- Strengthen the capacity of the existing gender structures in the regional IGOs to facilitate their role in following up implementation of the Dakar and Beijing Platforms for Action

Key actions proposed to meet these objectives included the following:

- The creation or strengthening of a gender mechanism at the highest level of decision-making
- The close collaboration with ECA SRDCs to ensure complementary planning, programme delivery and co-ordination
- The strengthening of the status, human and financial resources of gender units in the ECA, ADB and OAU to facilitate their co-ordination, monitoring and evaluation roles
- The establishment of an institutional mechanism at the ministerial level within the framework of the Treaty Establishing the African Economic Community to promote, monitor, and evaluate gender equality

Together with identifying the strategic objectives and actions for accelerating the implementation of the PFAs at the sub-regional and regional levels, the Conference also mandated the ADB, ECA and OAU, to closely monitor the implementation of the Platform and to submit periodic reports to Council of Ministers.

Among the strategies proposed to monitor the implementation of the platforms were:

- Ensuring that each sub-regional IGO develops appropriate tools for monitoring and evaluating performance in gender mainstreaming
- Ensuring that regional institutions have monitoring and evaluation tools for regular use

The key actions proposed to implement these strategies included:

- The setting up of monitoring and evaluation teams within the IGOs and regional institutions
- Training the M & E teams in the formulation of indicators and in gender analysis

At the regional and sub-regional levels therefore, the M & E process is centered on the following key areas:

- **The Institutional Gender Policy Framework** for mainstreaming gender in all sectors, plans and programmes, with emphasis on its scope, contents and process of implementation
- **Institutional mechanisms** put in place to facilitate the implementation of the gender policy framework

- **Mechanisms for capacity building** in order to facilitate the implementation of the gender policy framework, focusing on
  - *Financial and human resources* allocated for its implementation, and
  - *Structure and quality of training programmes* established to provide the requisite analysis and gender planning

Before presenting the indicators to be used in monitoring and evaluation, it is important to provide a brief definition of three of the key terms used in M & E

## 2.2. Some definitions

2.2.1 **Monitoring** is the continuous assessment of project/programme implementation, aimed at identifying as early as possible, actual or potential successes and/or problems, so as to facilitate timely adjustments to programme design and functioning

2.2.2 **Evaluation** on the other hand, is the periodic assessment of a programme's relevance, performance, and impact (both expected and unexpected), in relation to stated objectives

Though distinct from each other, monitoring and evaluation are mutually supportive. Monitoring can provide quantitative and qualitative data that can serve as input to evaluation exercises, whilst evaluation can serve as a source of lessons that can be applied in the development of conceptual or methodological innovations in future monitoring efforts. Monitoring and evaluation are considered indispensable for effective programme management.

2.2.3 **An indicator** is a pointer. It is a number, a fact or a perception that measures changes in a specific condition over time. Indicators are the key in monitoring and evaluation.

## 2.3 Indicators for Monitoring and Evaluating the implementation of the Gender Policy Framework

In this section, we outline some of the indicators for monitoring and evaluating selected areas of the Action Plan. As the development and implementation of a **Gender Policy Framework** is key to achieving progress on women's advancement, we focus on this first. We start by providing a checklist for assessing if the pre-requisites for gender mainstreaming have been met. In order to assess the adequacy of the Gender Policy Framework, we have developed a checklist that helps in evaluating the scope, contents and status of the policy framework.

We have also provided a checklist for assessing the implementation of the Gender Policy Framework at the sectoral and divisional levels. We then move on to present indicators for monitoring the implementation of the Gender Policy Framework and capacity building.

### **2.3 1 Assessing if the pre-requisites for gender mainstreaming have been met<sup>2</sup>.**

The first step of a gender mainstreaming policy plan consists in giving an overview of the degree to which the necessary prerequisites and facilitating conditions, which stipulate the framework for mainstreaming, are available. Not all prerequisites have to be met in order to be able to start gender mainstreaming. The following questions are meant to help in identifying more clearly what could be a possible asset, and what could be a problem when starting gender mainstreaming.

Considering these necessary prerequisites and facilitating conditions, the following aspects should be kept in mind:

✓ ***Is there political will?***

- To what degree has the goal of gender equality already been accepted and defined as one of the important goals for the institution to obtain?
- Do current institutional commitments explain the importance of achieving gender equality in all areas of the institution's work?
- Do they state the intention to mainstream a gender equality perspective into all policies and programmes?
- Do they indicate that the objective is that these programmes and policies should effectively promote and lead to gender equality?
- Has the institution set clear criteria for gender mainstreaming?
- To what degree is there awareness in the institution of gender equality issues?
- Is the political will to adopt the goal of gender equality visible?
- Where is the political will concentrated in the governing bodies, the Cabinet, Division/Sector Heads?
- Does the institution have a mission statement or any other document on gender equality?
- Does the institution have a mission statement or any other document on gender mainstreaming?
- To what extent have existing commitments been put into practice?
- Is there support for gender equality in the administration?
- What is the mandate of the equality machinery within the institution?
- What are its human and budgetary tools and resources?
- What is the position of the gender equality machinery in the hierarchy of the institution?
- What equal opportunities and anti-discrimination policies, rules and regulations exist and how comprehensive are they?
- How much capacity does the gender equality unit have to build up further gender expertise?
- What specific equality policies exist?
- Are there focal points on gender equality at relevant levels or parts of the institution?

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<sup>2</sup> Adapted from Council of Europe ***Final Report of Activities of the Group of Specialists on Mainstreaming (EG-S-MS (98)2)*** Strasbourg, May 1998

✓ ***What statistics are available?***

- How complete is the range of statistics available now, compared to what is needed for gender mainstreaming?
- Are regular statistics desegregated by sex? By other background variables?

✓ ***Is comprehensive knowledge of gender relations available?***

- Is comprehensive knowledge of gender relations available within the institution? If so, where can it be found?
- Does the institution have access to outside gender expertise, such as women's or gender studies, available in universities?
- Does the institution have effective relationships with gender experts in other bodies (NGOs, research and documentation centres)?

✓ ***How does the administration work?***

- How is the decision-making process organised?
- What actors are normally involved in policy-making?
- Which steps are taken to involve them in mainstreaming?
- Who is normally responsible?
- What are key positions in the administration in relation to mainstreaming?
- How are key administrators trained?

✓ ***Where are funds and human resources to be found?***

- What financial and human resources will be needed for gender mainstreaming?
- What budget is available for specific gender equality policy?
- What decisions are needed to reallocate regular financial or human resources for gender mainstreaming?

It is important to draw a precise picture of the degree to which these prerequisites or facilitating conditions are available. Some of the prerequisites mentioned above might not yet be available, but could be easily achieved in the near future. In that case, the question to ask is what, in terms of money, time and input of human resources is necessary in order to achieve them. A precise overview of the available necessary prerequisites and facilitating conditions outlines the framework in which gender mainstreaming can take place. It gives a clear picture of the margin for mainstreaming, e.g. this overview might already indicate the actors available and initiatives that can be taken. In that way, it helps to put the task of mainstreaming in a realistic perspective.

### **2.3.2 Checklist for Assessing the Institutional Gender Policy Framework.**

#### **STATUS**

- ✓ A Gender Policy Framework exists
- ✓ The Policy Framework has been approved at the highest level of the institution
- ✓ The Gender Policy Framework has been discussed and approved by the governing body

#### **SCOPE**

- ✓ In providing guidelines for integrating gender into the concerns of the institution, the policy framework covers all divisions and sectors
- ✓ The policy framework addresses gender mainstreaming in
  - ✓ All policies, plans and programmes
  - ✓ All sectors
  - ✓ The management of human resources

#### **CONTENTS**

- ✓ The gender policy framework is anchored on commitment to explicitly articulated values to achieve
  - ✓ Gender equality
  - ✓ Sustainable development
- ✓ The policy framework says who is responsible for taking actions at different levels
- ✓ The policy framework calls for gender mainstreaming capacity building modalities in
  - ✓ All sectors
  - ✓ At all levels
- ✓ The policy framework calls for the collection and dissemination of gender disaggregated data for use in planning and policy formulation in all divisions and sectors
- ✓ The policy framework outlines modalities for monitoring and evaluating the implementation process
- ✓ The policy framework recommends the formulation of gender-sensitive indicators for monitoring and evaluation
- ✓ The policy framework calls for a gender-sensitive institutional budget
- ✓ The policy framework calls for affirmative action and implementation of women empowerment principles

#### ***2.3 2.1 Checklist for the Institutional Gender Policy Framework at the Sectoral/Divisional Level***

- ✓ All the policies, plans and programmes of the division/sector are engendered
- ✓ Administrative procedures have been revised in line with the goals of the gender policy framework
- ✓ The human resource policies and regulations have been
  - ✓ Reviewed so as to eliminate sex discrimination
  - ✓ Amended so as to eliminate sex discrimination
- ✓ The sector/division has a decision-maker in charge of gender mainstreaming
- ✓ An institutionalized system for the collection of gender dis-aggregated data (GDD) exists
- ✓ The Division/Sector has established databanks for the gender-disaggregated data
- ✓ The Division/Sector makes a sufficient annual budgetary allocation for the collection of GDD
- ✓ The Division/Sector has staff trained in the gender approach, employed in the collection of GDD
- ✓ The Division/Sector produces publications providing GDD
- ✓ The Division/Sector has a monitoring and evaluation programme for gender mainstreaming into all its policies, plans and programmes
- ✓ The Division/Sector generates monitoring and evaluation reports within the stipulated time periods
- ✓ The Division/Sector is taking affirmative action and implementing women empowerment principles

### 2.3.3 Indicators for Monitoring the Implementation of the Institutional Gender Policy Framework

	Results Intended	Results Indicator	Data Source	Frequency of Observation	Monitoring Responsibility
1	Mainstreaming gender in all policies, plans and programmes in all sectors and divisions	<ul style="list-style-type: none"> <li>Percentage of sectors/divisions with engendered policies, plans and programmes</li> </ul>	<ul style="list-style-type: none"> <li>Sectoral M&amp;E Officers monitoring reports</li> </ul>	Annual	M&E Officers
2	Revision of existing administrative procedures, to bring them in line with the goals of the Gender Policy Framework	<ul style="list-style-type: none"> <li>Percentage of administrative procedures revised in line with the goals of the Gender Policy Framework</li> </ul>	<ul style="list-style-type: none"> <li>Operations manuals</li> <li>Personnel policies</li> <li>Staff handbooks</li> </ul>	Annual	M&E Officers
3	Appointment of decision-makers in-charge of gender mainstreaming in all sectors/divisions	<ul style="list-style-type: none"> <li>Percentage of Divisions/Sectors with decision-makers in charge of gender mainstreaming</li> </ul>	<ul style="list-style-type: none"> <li>Sectoral M&amp;E Officers monitoring reports</li> </ul>	Annual	M&E Officers
4	Promotion of a system for collection of gender dis-aggregated data	<ul style="list-style-type: none"> <li>Existence of an institutionalised system for gender dis-aggregated data collection</li> <li>Percentage increase in annual budgetary allocation for collection of gender dis-aggregated data</li> <li>Percentage of persons trained and employed in collection of gender dis-aggregated data</li> </ul>	<ul style="list-style-type: none"> <li>Sectoral/divisional reports</li> <li>Institutional budgets</li> <li>Personnel records</li> </ul>	Annual	M&E Officers
5	Building databanks for gender dis-aggregated data in every department and structures responsible for statistics, planning and programming	<ul style="list-style-type: none"> <li>Existence of gender dis-aggregated databanks</li> <li>Percentage of statistical publications that provide gender dis-aggregated data</li> </ul>	<ul style="list-style-type: none"> <li>Sectoral M&amp;E Officers</li> <li>Institutional reports</li> <li>Publications</li> </ul>	Annual	M&E Officers
6	Review of rules and procedures to eliminate discrimination on the basis of sex	<ul style="list-style-type: none"> <li>Percentage of rules and procedures reviewed and amended so as to eliminate sex discrimination</li> <li>Existence of policies for ensuring equality</li> </ul>	<ul style="list-style-type: none"> <li>Institutional reports</li> <li>Staff handbooks</li> <li>Operations manuals</li> <li>Official announcements</li> </ul>	Half yearly	M&E Officers
7	Formulation of a monitoring and evaluation programme for gender mainstreaming in all Divisions/Sectors	<ul style="list-style-type: none"> <li>Existence of a monitoring and evaluation programme for gender mainstreaming in all Divisions/Sectors</li> </ul>	<ul style="list-style-type: none"> <li>Institutional reports</li> <li>Sectoral M&amp;E Officers monitoring reports</li> </ul>	Half yearly and Annual	M&E Officers

8	Implementation of a monitoring and evaluation programme for gender mainstreaming in Divisions/Sectors	<ul style="list-style-type: none"> <li>Percentage of monitoring and evaluation activities undertaken within the stipulated time period</li> <li>Percentage of monitoring and evaluation reports generated within the stipulated time period</li> </ul>	<ul style="list-style-type: none"> <li>Division/sectoral reports</li> <li>Sectoral M&amp;E Officers monitoring reports</li> </ul>	Half yearly and Annual	M&E Officers
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### 2.3.4 Indicators for Monitoring Institutional Mechanisms for Gender Mainstreaming

Results Intended	Results Indicator	Data Source	Frequency of Observation	Monitoring Responsibility
1 Creation and/or strengthening of a gender mechanism for each subregion IGO	<ul style="list-style-type: none"> <li>Existence of a gender mechanism in each sub-regional IGO</li> <li>Existence of a Gender Policy Framework within the IGO</li> <li>Percentage increase in annual budgetary allocations to the gender structures</li> <li>Percentage of staff members deployed and trained in gender policy approach</li> </ul>	<ul style="list-style-type: none"> <li>IGO reports</li> <li>SRDC's reports</li> <li>Institutional budgets</li> <li>Staff records</li> </ul>	Annual	<ul style="list-style-type: none"> <li>M&amp;E Officers in SRDC's</li> <li>Intergovernmental Committee of Experts of ECA/SRDCs</li> </ul>
2 Strengthening of the gender units of the ECA, OAU and ADB	<ul style="list-style-type: none"> <li>The position of the ECA, OAU and ADB gender units with regard to decision making</li> <li>Percentage increase in annual budgetary allocations to the gender units</li> <li>Percentage of staff members trained in gender policy approach</li> </ul>	<ul style="list-style-type: none"> <li>ECA, OAU and ADB gender units reports</li> <li>Institutional budgets</li> <li>Staff/personnel records</li> </ul>	Annual	<ul style="list-style-type: none"> <li>ACGD</li> <li>M&amp;E Officers at OAU, ADB</li> </ul>

### 2.3.5 Indicators for Capacity Building.

Results Intended	Results Indicator	Data Source	Frequency of Observation	Monitoring Responsibility
1 Formulation and strengthening of gender mainstreaming capacity building programmes for all Divisions/Sectors staff	<ul style="list-style-type: none"> <li>Percentage of Divisions/Sectors with capacity building programmes for staff members</li> <li>Percentage increase in annual budgetary allocation for capacity building programmes</li> <li>Percentage of adequately skilled staff deployed in gender mainstreaming</li> </ul>	<ul style="list-style-type: none"> <li>Sectoral M&amp;E Officers monitoring reports</li> <li>IGO reports</li> <li>ECA, OAU and ADB gender units reports</li> </ul>	Annual	M&E Officers and the Intergovernmental Committee of Experts of ECA/SRDCs
2 Planning and execution of training programmes in gender analysis, planning and programming for policy makers and high-level managers in all Divisions/Sectors.	<ul style="list-style-type: none"> <li>Existence of a training programme for all policy makers, high-level managers in all Divisions/Sectors.</li> <li>Percentage of policy makers who have undertaken the training programme.</li> <li>Percentage of training workshops conducted by each sector/division</li> </ul>	<ul style="list-style-type: none"> <li>Training reports</li> <li>Sectoral M&amp;E Officers monitoring reports.</li> <li>Institutional training budgets</li> </ul>	Annual & half yearly	M&E Officers

### **3 Monitoring Mechanisms**

This Chapter introduces some key steps in monitoring the implementation of a gender mainstreaming policy plan. It presents the key objectives and significant outputs for the M & E programme at the regional and sub-regional levels. The chapter also introduces some of the mechanisms that can be used for monitoring and some worksheets to enable the user to undertake data collection and analysis, and guidelines for the production of monitoring reports. The Chapter also presents a scoring mechanism to enable the user to rate implementation progress.

#### **3.1 Importance of Monitoring Implementation of Gender Mainstreaming**

Once a plan for the gender mainstreaming policy has been constructed and the mainstreaming process has been started, it is important to watch over the quality of mainstreaming initiatives. In recent years there has been a growing awareness that policy initiatives require follow-up and evaluation, in order to gather the necessary information on their effect and efficiency. Monitoring serves this purpose. Monitoring is more than evaluation. It consists of the continuous scrutinising, evaluation and follow-up of policies. In order for this continuity to be achieved, the monitoring of gender mainstreaming has to be part of the normal monitoring process. The way monitoring takes place has to be decided when the gender-mainstreaming project is started. Even if monitoring is generally associated with the policy implementing and evaluating stage, the basis for monitoring has to be laid when preparing and planning policies. It is during that stage that the techniques, tools and criteria for monitoring policies are defined.

The most important steps of monitoring are to

- identify who will be responsible for monitoring,
- identify what has to be monitored, the activities of actors, the results for gender relations, and the effectiveness and efficiency of the gender mainstreaming process,
- choose techniques and tools for monitoring and develop indicators,
- organise follow-up.

The ultimate goal of monitoring - continuously improving the quality of gender mainstreaming - can only be reached if the results of evaluation reports and other monitoring activities have consequences for the development of future policies. Given the fact that gender mainstreaming is a new and innovative strategy, monitoring is most important for the further development and improvement of the quality of gender mainstreaming.

Now that we have outlined the indicators for monitoring the implementation of the institutional Gender Policy Framework at various levels, the following section should enable the M&E Officers to embark on the monitoring and evaluation process. Monitoring is a continuous function that aims primarily to provide early indications of progress, or lack thereof, in the achievement of objectives. Monitoring makes it possible to identify and assess potential problems and success of a programme. It provides the basis for corrective actions, to improve the programme, manner of implementation and quality of results.

The requirements for effective monitoring are baseline data, indicators of performance and results, and mechanisms or procedures for systematic reporting. Monitoring actions must be adequately planned and it is therefore imperative for the M&E Officer at the mechanism responsible for gender to liaise with the M&E Officers at the line Divisions/Sectors. If monitoring is done properly, it can provide quantitative and qualitative data using the indicators outlined in Section 2, data that can serve as inputs to the evaluation exercise.

### **3.2 Work Plans**

The M&E Officers should produce annual work plans that translate the programme into operational terms. The plan should describe in detail the delivery of inputs, the activities to be conducted, and the expected results. They should clearly indicate schedules and the persons and/or divisions or sectors responsible for providing the inputs and producing the results. The work plans form the basis for monitoring progress of programme implementation.

The following information should be useful for M&E Officers in developing their monitoring work plans.

#### **3.2.1 Key Tasks for M&E Officers at the Regional and Sub-regional Levels**

- Agree with policy-makers on the areas to be monitored
- Sensitise Divisions/Sectors on the importance of appointment of sectoral M&E Officers
- Co-ordinate monitoring activities at sectoral/divisional levels and receive reports
- Establish a monitoring plan
- Undertake monitoring activities
- Produce institutional monitoring reports
- Undertake evaluation
- Produce institutional evaluation report
- Lobby and advocate for the achievements of key objectives
- Communicate regularly with Sub-regional Development Centres (SRDCs)
- Submit monitoring and evaluation reports to Governing Bodies and Expert Group
- Submit monitoring and evaluation reports to the CWD

#### **3.2.2 Key objectives and significant outputs for the Monitoring and Evaluation Programme**

*Key objective 1 Mainstream gender in all policies, plans and programmes in every division/sector by 2004*

Key actions to achieve this objective

- Develop and implement a Institutional Gender Policy Framework
- Revise existing administrative procedures in line with the goals of the GPF
- Establish a system for collection of gender disaggregated data
- Build databanks for gender disaggregated data in each Division/Sector
- Review rules, procedures and practices to eliminate sex discrimination
- Establish a monitoring and evaluation system for gender mainstreaming

Significant outputs

- An Institutional Gender Policy Framework
- Revised administrative procedures
- A system for collection of gender disaggregated data

- Databanks of gender disaggregated statistics in all Divisions/Sectors
- Revised rules and procedures
- A monitoring and evaluation system for gender mainstreaming

***Key objective 2a Create or strengthen a gender mechanism responsible for following up the Dakar and Beijing Platforms for Action in each intergovernmental organisation (IGO)***

***2b: Strengthen the capacity of the existing gender structures in the regional IGOs to facilitate their role in following up implementation of the Dakar and Beijing Platforms for Action***

The key actions to achieve these objectives

- Create or strengthen a gender mechanism at the highest level of decision-making
- Establish close collaboration with ECA SRDCs to ensure complementary planning, programme delivery and co-ordination
- Hold at least one CWD meeting annually involving all IGOs and Regional bodies
- Strengthening of the status, human and financial resources of gender units in the ECA, ADB and OAU to facilitate their co-ordination, monitoring and evaluation roles
- Establish an institutional mechanism at the ministerial level within the framework of the Treaty Establishing the African Economic Community to promote, monitor, and evaluate gender equality

Significant outputs

- Mechanisms for gender mainstreaming established at highest level of decision-making in each IGO and Regional body
- Consultative Structures between IGOs and SRDCs established
- Status and human resources of gender units in ECA, ADB, and OAU strengthened
- Adequate budgets (20% of total institutional budget) allocated to gender units in ECA, ADB, and OAU
- An Institutional Mechanism at Ministerial level, established within the framework of the establishment of the African Economic Community

***Key objective 3 Create and strengthen gender mainstreaming capacity building programmes for all Divisions/Sectors staff.***

Key actions to achieve this objective

- Conduct a Training Needs Survey and Analysis for all staff
- Design appropriate training and capacity building programmes for staff
- Allocate adequate budgets and human resources
- Host at least two training workshops each year
- Provide training in gender analysis to policy makers and high level managers in all Divisions/Sectors

Significant outputs

- Report of Training Needs Survey and Analysis
- Gender mainstreaming capacity building programmes
- Training workshop reports
- 100% of staff in gender units trained in formulation of indicators, gender analysis and planning by 2004

- 50% of policy makers and managers trained in gender analysis by end of 2002
- 100% of policy makers and managers trained by end of 2004

It is important to do systematic reporting during implementation by producing monitoring reports regularly – monthly, quarterly and/or half-annually

### **3.3 Monitoring Work Sheets and Analysis of Information Collected**

In this section we present some work sheets to enable the M&E Officers monitor and assess implementation of the Gender Policy Framework. Most of the worksheets are designed to be used by the M&E Officers in the mechanism responsible for gender. The user will need to make additional copies as the sheets should be used more than once. Some of the worksheets and checklists are to be filled out by the M&E Officers at the Division/Sectoral level. Again, the M&E Officers should make additional copies of these and distribute to the relevant people.

For each of the areas to be monitored, there is a rating provided. The findings in the different areas add up to the overall assessment of progress and should be presented in a narrative form in the monitoring reports. The information collected during monitoring should be filed safely as it will contribute to the evaluation that will be conducted in 2004.

The rating should be done at the beginning of the M & E programme, at the end of the first year of monitoring and at the end of the second year.

### 3.3.1 Assessing the Pre-requisites for Gender-Mainstreaming

<i>Existence of Political Will</i>	<b>YES</b>	<b>NO</b>
1 The goal of gender equality has been	<input type="checkbox"/>	<input type="checkbox"/>
• Accepted as one of the important goals for the institution	<input type="checkbox"/>	<input type="checkbox"/>
• Defined as one of the important goals for the institution	<input type="checkbox"/>	<input type="checkbox"/>
2 Institutional commitments explain the importance of achieving gender equality in all areas of the institution's work	<input type="checkbox"/>	<input type="checkbox"/>
3 They state the intention to mainstream a gender equality perspective into all policies and programmes?	<input type="checkbox"/>	<input type="checkbox"/>
4 They indicate that the objective is that these programmes and policies will effectively promote and lead to gender equality	<input type="checkbox"/>	<input type="checkbox"/>
5 The institution has set clear criteria for gender mainstreaming	<input type="checkbox"/>	<input type="checkbox"/>
6 The political will to adopt the goal of gender equality is visible	<input type="checkbox"/>	<input type="checkbox"/>
7 Political will is concentrated in the governing bodies, the Cabinet, Division/Sector Heads?	<input type="checkbox"/>	<input type="checkbox"/>
8 The institution has a mission statement or any other document on gender equality	<input type="checkbox"/>	<input type="checkbox"/>
9 A mechanism for promoting gender equality exists at a high level of the institution's hierarchy	<input type="checkbox"/>	<input type="checkbox"/>
10 The mechanism is adequately	<input type="checkbox"/>	<input type="checkbox"/>
• Staffed	<input type="checkbox"/>	<input type="checkbox"/>
• Financed	<input type="checkbox"/>	<input type="checkbox"/>
11 There are decision-makers in-charge of gender mainstreaming at relevant levels or parts of the institution	<input type="checkbox"/>	<input type="checkbox"/>

**Scoring:**

Score 1 for each **Yes** answer and 0 for each **NO** answer

Total the scores and rate the pre-requisites for gender mainstreaming as follows

- 0-3 Unsatisfactory
- 4-6 Unsatisfactory, with some positive elements
- 7-9 Satisfactory
- 10-13 Highly satisfactory

### 3.3.2 Assessing the Institutional Gender Policy Framework.

#### STATUS

	YES	NO
1 A Gender Policy Framework exists	<input type="checkbox"/>	<input type="checkbox"/>
2 The policy framework has been approved at the highest level of the institution	<input type="checkbox"/>	<input type="checkbox"/>
3 The policy framework has the final approval?	<input type="checkbox"/>	<input type="checkbox"/>

#### SCOPE

1 In providing guidelines for integrating gender into development, does the policy framework cover all sectors of the institution's mandate?	<input type="checkbox"/>	<input type="checkbox"/>
2 Does the policy framework address gender mainstreaming in		
• All policies, plans and programmes?	<input type="checkbox"/>	<input type="checkbox"/>
• All sectors?	<input type="checkbox"/>	<input type="checkbox"/>
• In the management of human resources?	<input type="checkbox"/>	<input type="checkbox"/>

#### CONTENTS

1 Is the gender policy framework anchored on commitment to explicitly articulated <u>values to achieve</u>		
• Gender equality?	<input type="checkbox"/>	<input type="checkbox"/>
• Sustainable development ?	<input type="checkbox"/>	<input type="checkbox"/>
2 Does the policy framework say <u>who</u> is responsible for taking actions at different levels ?	<input type="checkbox"/>	<input type="checkbox"/>
3 Does the policy framework call for gender mainstreaming capacity building modalities in		
• All sectors?	<input type="checkbox"/>	<input type="checkbox"/>
• At all levels?	<input type="checkbox"/>	<input type="checkbox"/>
4 Does the policy framework call for the collection and dissemination of gender disaggregated data for use in planning and policy formulation in all sectors?	<input type="checkbox"/>	<input type="checkbox"/>
5 Does the policy framework outline modalities for monitoring and evaluating the implementation process ?	<input type="checkbox"/>	<input type="checkbox"/>

- 6 Does the policy framework recommend formulation of gender-sensitive indicators for monitoring and evaluation ?
- 7 Does the policy framework call for a gender-sensitive institutional budget?
- 8 Does the policy framework call for affirmative action and the implementation of women empowerment principles?

**Scoring:**  
Score 1 for each **Yes** answer and 0 for each **NO** answer  
Total the scores and rate the policy framework as follows

- 0-4 Unsatisfactory
- 5-8 Unsatisfactory, with some positive elements
- 9-12 Satisfactory
- 13-17 Highly satisfactory

**3.3.2.1 Assessing Implementation of the Institutional Gender Policy Framework at the Sectoral Level<sup>3</sup>**

Name of Division/Sector _____	YES	NO
1 Are the policies, plans and programmes of the Division/Sector in line with the goals of the Gender Policy Framework?	<input type="checkbox"/>	<input type="checkbox"/>
2 Have the Division/Sector's administrative procedures been revised in line with the goals of the Gender Policy Framework?	<input type="checkbox"/>	<input type="checkbox"/>
3 Have the Division/Sector's human resource policies and regulations been	<input type="checkbox"/>	<input type="checkbox"/>
• Reviewed so as to eliminate sex discrimination?	<input type="checkbox"/>	<input type="checkbox"/>
• Amended so as to eliminate sex discrimination?	<input type="checkbox"/>	<input type="checkbox"/>
4 Does the Division/Sector have a decision-makers in charge of gender?	<input type="checkbox"/>	<input type="checkbox"/>
5 a) Does the Division/Sector have an institutionalized system for gender dis-aggregated data (GDD) collection?	<input type="checkbox"/>	<input type="checkbox"/>
b) Does the Division/Sector have GDD databanks?	<input type="checkbox"/>	<input type="checkbox"/>
c) Does the Division/Sector make a sufficient annual budgetary <sup>4</sup> allocation for the collection of GDD?	<input type="checkbox"/>	<input type="checkbox"/>
d) Does the Division/Sector have persons trained in gender approach, employed in the collection of GDD?	<input type="checkbox"/>	<input type="checkbox"/>
e) Does the Division/Sector produce publications providing GDD?	<input type="checkbox"/>	<input type="checkbox"/>
6 a) Does the Division/Sector have a monitoring and evaluation programme for gender mainstreaming into all its policies, plans and programmes?	<input type="checkbox"/>	<input type="checkbox"/>
b) Does the Division/Sector produce monitoring and evaluation reports within the stipulated time periods?	<input type="checkbox"/>	<input type="checkbox"/>
7 Is the Division/Sector pursuing affirmative action and the implementation of women's empowerment principles?	<input type="checkbox"/>	<input type="checkbox"/>

<sup>3</sup> This form should be filled out by the decision-makers in charge of gender at the division/sectoral level and the results reported to the decision-makers in charge of gender in the mechanism responsible for gender mainstreaming

<sup>4</sup> 10% of the total divisional/sectoral budget allocated to collection of GDD is a good benchmark

**Scoring:**

Score 1 for each **Yes** answer and 0 for each **NO** answer

Total the scores and rate the implementation of the policy framework at the sectoral levels as follows

- 0-3           Unsatisfactory
- 4-6           Unsatisfactory, with some positive elements
- 7-9           Satisfactory
- 10-13       Highly satisfactory

## 3.3.3 Work Sheet for Monitoring the Implementation of the Institutional Gender Policy Framework

<sup>5</sup> Rating: 76% - 100%: 4, 51% - 75%: 3, 26% - 50%: 2, 0 - 25%: 1

**Key Objective: Mainstreaming gender in all policies, plans and programmes in every sector of the IGO or Regional Body.**

Indicator	At start of M&E	Rating	By end 2002	Rating	At end 2003	Rating
Percentage of Divisions/Sectors with policies plans and programmes aligned with the Gender Policy Framework						
Percentage of administrative procedures revised in line with the goals of the Gender Policy Framework						
Percentage of Divisions/Sectors with decision-makers in charge of gender						
Budget allocated to collection of gender disaggregated data, as a percentage of the benchmark <sup>6</sup> allocation for the same						
Percentage of staff trained and employed in collection of gender disaggregated data						
Percentage of gender disaggregated databanks established, out the total targeted/planned						
Percentage of statistical publications with gender disaggregated data						
Percentage of policies, rules and procedures reviewed to eliminate sex discrimination						
Percentage of M & E activities undertaken out of the total planned						
Percentage of M & E reports produced out of total planned						

<sup>5</sup> The assessment should be applied three times, i.e. at the beginning of the M&E programme at the end of 2002 and at the end of 2003

<sup>6</sup> Benchmark is 10% of total division/sectoral budget

**Rating interpretation:**

Total the scores and interpret the implementation of the Institutional Gender Policy Framework as follows:

- 0-10 Unsatisfactory
- 11-20 Unsatisfactory, with some positive elements
- 21-30 Satisfactory
- 31-40 Highly satisfactory

### 3.3.4 Assessing the Institutional Mechanisms for the Implementation of the Gender Policy Framework

	YES	NO
1 There exists at the highest level of the IGO or regional body		
• Mechanism for co-ordination of the implementation of the APA commitment	<input type="checkbox"/>	<input type="checkbox"/>
• Mechanism for monitoring of the implementation of the APA commitment	<input type="checkbox"/>	<input type="checkbox"/>
2 The mechanism has adequate		
• Financial resources to discharge its functions	<input type="checkbox"/>	<input type="checkbox"/>
• Human resources to discharge its functions		
3 The Mechanism has staff qualified and experienced in gender analysis	<input type="checkbox"/>	<input type="checkbox"/>
4 All stakeholders know of the existence of the mechanism	<input type="checkbox"/>	<input type="checkbox"/>
5 The mechanism's mandate is		
• Clearly spelt out	<input type="checkbox"/>	<input type="checkbox"/>
• Communicated to all stakeholders	<input type="checkbox"/>	<input type="checkbox"/>
6 The Mechanism has the authority to enforce compliance with official commitments and ensure that they are implemented	<input type="checkbox"/>	<input type="checkbox"/>
7 There are clear channels of communication between the Mechanism, Member States, governing bodies, civil society organisations, the CWD and other stakeholders	<input type="checkbox"/>	<input type="checkbox"/>
8 The Mechanism is aware of		
• Who the actors are in the implementation of the gender policy framework - at the sub-regional and regional levels	<input type="checkbox"/>	<input type="checkbox"/>
• Where these actors are	<input type="checkbox"/>	<input type="checkbox"/>
9 The Mechanism has the means to collect information on the activities of the various actors involved in the implementation of the gender policy framework	<input type="checkbox"/>	<input type="checkbox"/>
10 The Mechanism is equipped to recommend corrective measures for the various actors and sectors	<input type="checkbox"/>	<input type="checkbox"/>
11 The Mechanism is able to follow-up its recommendations to ensure compliance by the different actors	<input type="checkbox"/>	<input type="checkbox"/>

**Scoring.**

Score 1 for each **Yes** answer and 0 for each **NO** answer

Total the scores and rate the policy framework as follows

- 0-4 Unsatisfactory
- 5-8 Unsatisfactory, with some positive elements
- 9-12 Satisfactory
- 13-15 Highly satisfactory

**3 3 5 Work Sheet for Monitoring and Evaluating Institutional Mechanisms for the Implementation of the Institutional Gender Policy Framework<sup>8</sup>**

**Rating: 76% - 100%: 4, 51% - 75%: 3, 26% - 50%: 2, 0 - 25%: 1.**

**Key Objective: Establish institutional mechanisms to facilitate the implementation of the APA**

Indicator	At start of M&E	Rating	By end 2002	Rating	At end 2003	Rating
Percentage of mechanisms established for gender equality and implementation of the APA, out of the total planned						
Percentage of reports produced by the IGOs and RECs out of total expected						
Percentage of monitoring reports to the CWD from IGOs and RECs out of total planned						
Percentage of monitoring reports received from Divisions/Sectors out of total expected						
Percentage of budget allocated to gender mechanisms out of the total institutional budget						
Percentage of members trained in gender mainstreaming in each IGO and REC						
Percentage of RECs and IGOs with gender policies						
Percentage of joint activities/collaborations between SRDCs and gender mechanisms of RECs and IGOs out of total expected						
Percentage of RECs and IGOs attending CWD meetings and presenting reports						

<sup>8</sup> This form should be filled out by the ECA/ACGD staff and should provide information on the status of mechanisms for gender equality in IGOs and RECS

**Rating interpretation:**

Total the scores and interpret the status of the Institutional Mechanisms as follows:

- 0-9 Unsatisfactory
- 10-18 Unsatisfactory with some positive elements
- 19-27 Satisfactory
- 28-36 Highly satisfactory

3.3.6 Worksheet for Monitoring Mechanisms for Capacity Building for the Implementation of the Gender Policy Framework

Rating: 76% - 100%: 4, 51% - 75%: 3, 26% - 50%: 2, 0 - 25%: 1

**Key Objective:** To formulate and strengthen gender mainstreaming capacity building programmes for staff in all Divisions/Sectors of IGOs and RECs

Indicator	At start of M&E	Rating	By end 2002	Rating	At end 2003	Rating
Percentage of Divisions/Sectors with gender mainstreaming capacity building programmes						
Percentage of gender mainstreaming training workshops conducted for policy makers out of total planned						
Percentage of gender awareness training workshops held for members of CWD and governing bodies of RECs and IGOs out of total planned						
Percentage of division/sectoral budget allocated to training and capacity building programmes						
Percentage of gender mainstreaming training workshops conducted for staff of IGOs and RECs out of total planned						
Percentage of staff trained in gender analysis, planning and programming						
Percentage of staff skilled in gender analysis						

**Rating interpretation:**

Total the scores and interpret the status of the Capacity Building Mechanisms as follows:

- 0-7                      Unsatisfactory
- 8-14                    Unsatisfactory, with some positive elements
- 15-21                   Satisfactory
- 22-28                   Highly satisfactory

Monitoring cannot be described as being successful simply because the required information is collected. The information collected must be communicated in the right form and to the right persons. The level of detail of information required and the frequency of reporting will vary according to the level of the mechanism. In the section following, we provide guidelines for producing the institutional monitoring reports

### **3.4 Guidelines for Producing Institutional Monitoring Reports**

With the information collected in Section 3.1 and 3.2 it should now be possible to produce institutional monitoring reports. It is expected that M&E Officers at the institutional, ministerial and civil society levels, will produce detailed monitoring reports on a more regular basis, say quarterly. These guidelines are therefore for the production of the end of year institutional monitoring report.

The objectives of the monitoring report are to

- **Provide information** on progress made in the implementation of the African Plan of Action (APA), and more specifically, the progress made in the three M & E areas of focus, namely Institutional Gender Policy Framework, institutional mechanisms, and capacity building mechanisms,
- **Identify** early signs of success and/or problems encountered in the implementation process,
- **Recommend** timely adjustments to the programme design and implementation.

It is suggested that the monitoring report should contain the following

#### **1 Introduction**

This section should contain

- A brief discussion of the status of the Institutional Gender Policy Framework,
- The main components of the report, and
- What has been monitored.

#### **2. Progress Made in Implementation of the APA in Selected Areas.**

This section should contain the following

- Monitoring findings on the progress that has been made in each of the three areas as documented in Section 3.1 and 3.2. These findings should be related to, as closely as possible, the strategic objectives, actions, and results indicators laid out in the APA.
- A discussion of the obstacles and constraints experienced in the implementation of the APA in each of the areas of focus.

#### **3 Conclusions and Recommendations**

This section should present

- A summary of the work done, stating how well the goals and objectives were attained,
- Recommendations on the actions to be taken in relation to the monitoring findings. More specifically, recommendations should be made as to what adjustments should be made to the APA design and implementation.

#### **4. Appendices.**

The appendices should include the data collected, statistical information, any examples of rules and procedures changed, lists of Divisions/Sectors and organisations contributing to the information collected, and a copy of the Institutional Gender Policy Framework.

#### **4. Guidelines for Evaluation**

This Chapter explains policy evaluation, outlines some key evaluation questions and provides guidelines for the preparation of Institutional Evaluation Reports

As outlined earlier, evaluation is a time-bound exercise that attempts to assess systematically and objectively, the relevance, performance and success of ongoing or completed programmes. Evaluation commonly aims to determine the relevance, efficiency, effectiveness, impact and sustainability of a programme.

The areas of focus of the M & E programme for monitoring and evaluating the implementation of the African Plan of Action, are the Institutional Gender Policy Framework, the institutional mechanisms for its implementation, and, the capacity building programme to facilitate its effective implementation. This means therefore, that the type of evaluation that is to be done within this programme is Policy Evaluation.

Policy evaluation aims to support policy-making by recommending changes that are necessary to attain development, sectoral or thematic objectives. In the case of the evaluation of the APA, the evaluation aims at assessing the extent to which the Institutional Gender Policy Framework as a strategic tool for gender mainstreaming has been implemented and led to changes in policies, plans and programmes in all sectors of IGOs and RECs. The focus of this type of evaluation is on

- Relevance
- Implications or impact of policies on those directly and indirectly affected by them
- Effectiveness of institutional arrangements to implement the policies

In the sections that follow, we provide some guidelines as to the kind of evaluation questions that the evaluation will seek to answer.

In evaluating the APA, it is important to involve stakeholders, that is, those people who have a stake in the implementation of the Institutional Gender Policy Framework. For the APA, the stakeholders fall under the following general categories:

- Women and men whose situation the programme seeks to change
- Staff in every level
- Policy-makers at every level
- Civil society organisations
- Funders and other development partners
- Supporters, critics and other stakeholders who influence the programme environment

It is important for M&E Officers at every level to consider ways of engaging stakeholders' participation. M&E Officers should have a regular presence at stakeholder meetings. Ideally, stakeholders should be involved in setting monitoring priorities. Collaborating with stakeholders broadens the information base, provides diverse ideas, suggestions and approaches. It taps into expertise that may not be available in the Institutional Machinery and may save time, especially if needed data already exist outside the Institutional Machinery. It may also turn adversarial relationships into collaborative ones. However, it is important to remember that collaboration can lead to a more complicated M & E programme.

## 4.1 Evaluation Questions.

Evaluation Concern (Substantive Focus)	What to Address	Point of reference	Evaluation Questions	Source of Information
<b>Relevance</b>	The continued validity of the objectives of the three APA areas of focus	The policies, needs and priorities of the specific IGO/REC	<ul style="list-style-type: none"> <li>• Do the objectives identified for the three areas address the institutional needs in relation to the advancement of gender equality?</li> <li>• Are the objectives in line with the institution's priorities and policies?</li> <li>• Are the objectives considered useful to the target groups?</li> <li>• Are they complementary to other gender mainstreaming interventions?</li> <li>• Should they be adjusted, eliminated or new ones added in the light of new needs, priorities and policies?</li> </ul>	<ul style="list-style-type: none"> <li>• Divisions/Sectors</li> <li>• Target groups (opinions)</li> <li>• Monitoring reports</li> </ul>
<b>Performance:</b>				
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>• Achievement of agreed upon objectives</li> <li>• Effectiveness of institutional arrangements</li> </ul>	<ul style="list-style-type: none"> <li>• The strategic objectives to the three APA areas of focus</li> <li>• Implementation or enforcement of the GPF</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent have the agreed upon objectives been or will be attained?</li> <li>• Has, or will the programme contribute to the goal of accelerating the implementation of the Platforms for Action?</li> <li>• Have the institutional arrangements in place facilitated the implementation or enforcement of the GPF?</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring reports</li> </ul>
<b>Success:</b>				
<b>Outcomes</b>	Short to medium-term changes resulting from the implementation of the APA	<ul style="list-style-type: none"> <li>• Decision-makers' values and attitudes,</li> <li>• Organizational systems,</li> <li>• Institutional organization's policies, plans and</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent has the implementation of the APA impacted on the Institution's decision-makers values and attitudes with regard to gender equality?</li> <li>• How and to what extent have the Institution's organizational systems been influenced by the implementation of the APA?</li> <li>• To what extent has the APA implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Divisions/Sectors reports</li> <li>• Target groups (opinions)</li> <li>• Monitoring reports</li> </ul>

		programmes	contributed to changes in the Institution's policies, plans and programmes?	
Sustainability	Durability of positive APA implementation results	Institutional arrangements in place	<ul style="list-style-type: none"> <li>• Will the institutional arrangements in place facilitate the continued flow of the benefits set in motion by the implementation of the APA?</li> <li>• Will the institutional arrangements in place facilitate the use or adoption of the APA implementation results to different contexts or changing environment?</li> </ul>	<ul style="list-style-type: none"> <li>• Divisions/Sectors reports</li> <li>• Monitoring reports</li> </ul>

## **4.2 Guidelines for the Preparation of Institutional Evaluation Reports**

The objectives of the evaluation report are to

- **Evaluate** progress made in the implementation of the African Plan of Action (APA)
- **Demonstrate** concrete achievements in meeting strategic objectives for the three areas of focus,
- **Identify** obstacles and constraints in realizing the strategic objectives, and
- **Recommend** strategic actions to be taken in the light of the evaluation findings

It is suggested that the evaluation report should contain the following

### **1 Executive Summary:**

This section should be one page long, and should give a brief overview of the main components of the report, what was evaluated, major evaluation findings and conclusions, recommendations, and lessons learned

### **2 Introduction:**

This section should briefly discuss

- The institutional, regional and global contexts within which the specific REC/IGO implemented the APA,
- The background leading up to the development of the Institutional Gender Policy Framework, and
- The REC/IGO's assessment of the APA from its vantage point

### **3 Evaluation Findings:**

This section should contain the following

- Evaluation findings on the progress that has been made in each of the three areas of focus. These findings should be related to, as closely as possible, the strategic objectives, actions, and results indicators laid out in the APA and the monitoring and evaluation tool. Findings from the annual monitoring exercises should be incorporated
- A discussion of the obstacles and constraints experienced in the implementation of the APA in each of the areas of focus
- Any other evaluation findings
- Lessons learnt about programme implementation, monitoring and evaluation, through the implementation of the African Plan of Action, and the monitoring and evaluation exercises

### **4 Conclusions and Recommendations:**

This section should contain

- A summary of the work done, stating how well the goals and objectives were attained,
- Recommendations on the strategic actions to be taken in line with the evaluation findings, so as to realize the full implementation of the APA and the goal of gender equality

### **5 Appendices:**

The appendices may include information and statistical data collected



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