



**Economic Commission for Africa
African Centre for Gender and Development**

**ECA/ACGD/MEP/2002/4
February 2002**

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

**Operational Mechanism for the Implementation
Process**



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OPERATIONAL MECHANISM FOR THE IMPLEMENTATION OF THE PROGRAMME

A. INTRODUCTION

The Operational Mechanism described below proposes the process whereby the Monitoring and Evaluation Programme of the African Plan of Action could be implemented. Operating within the regional and global framework of the preparations for the Beijing + 10 review meetings, the Operational Mechanism organises the monitoring and evaluation related activities within the time frame of 2002 and 2004.

Given the specific resource constraints of time, finances and human power, the number of the participating ministries are limited to 6 namely finance, planning, agriculture, trade and industry, health and ministries in charge of gender. The choice of these ministries is strategic because, given their specific mandates, their acceptance to integrate gender internally would have a multiplier effect both on other ministries and on women in general. The ministries of finance and planning, for example are critical to the success or failure of mainstreaming gender in government policies, plans and programmes given their influence on national and sectoral planning as well as resource distribution; the ministry of agriculture, on the other hand is where the majority of women's economic activities are concentrated, yet they are virtually invisible, their labour unaccounted for, and rarely benefit from support services; the ministries of trade and industry rarely reach out to include women as factors of production; the ministry of health has the important gender issue to tackle considering that the HIV/AIDS pandemic is affecting women disproportionately; and the ministry in charge of gender is central to the co-ordination and advocacy for gender mainstreaming in all the sectors.

Some technical non-government organizations who are heavily involved in development work related to the Platforms for Action will also be invited to participate in the Monitoring and Evaluation Programme considering that both women and men are the intended targets of their work as actors and beneficiaries. It is therefore critical that they too adopt the gender approach as a strategy for ensuring that their efforts have the intended impact on the intended beneficiaries. The participating NGOs will be selected and co-ordinated by the national coordinating NGO with the assistance of the participating ministries.

Also participating will be Regional Economic Communities (RECs) at the subregional level, and the Organization of African Unity/African Union (OAU/AU), the ECA, and the African Development Bank (ADB) at the regional level.

The monitoring and evaluation activities will be carried out at different levels within each country, and also at the subregional and regional levels. The Operational Mechanism guides the process at the different levels and spells out the importance of co-ordination, what it entails and who must assume the responsibility for it. All the key players in the monitoring and evaluation programme are therefore clearly identified and the activities they are responsible for and the time frame within which they must be carried out clearly stipulated in the sections below.

B. THE OPERATIONAL PROCESS: TASKS, ACTORS AND TIME-FRAME

I. Monitoring and Evaluation the implementation process

(a) At the National Level

1. Monitoring and evaluation at the level of the ministry responsible for gender

At the level of the ministry (or national machinery) in charge of gender, the responsibility for Monitoring and evaluating the implementation of M&E Programme will lie on National Monitoring and Evaluation Officers (NM&EOs), who will be appointed in accordance to a predefined profile. Basic knowledge in gender issues and a commitment to gender equality should be one of the criteria for appointment. Once appointed, the NM&EOs will play the double role of: **directly** monitoring and evaluating the implementation of the African Plan of Action (APA) inside and outside the ministry in charge of gender within the confines of the ministry's mandate; and **co-ordinating** the monitoring and evaluation process in the line ministries and among non-governmental organizations (NGOs).

More specifically, the NM&EO will be directly responsible for *monitoring and evaluating* the following:

- ◆ The National Gender Policy Framework in terms of its status, scope and contents as stipulated in the *Monitoring and Evaluation Tool*. Most of the information will be pulled out of the Gender Policy documents and assessed accordingly. The NM&EO should also monitor and evaluate the process of the implementation of the Gender Policy Framework from the monitoring and evaluation reports that are submitted by the line Ministries.
- ◆ The National Coordinating Mechanism as stipulated in the *Monitoring and Evaluation Tool*. Most of the information will be obtained from the statutory document creating the Mechanism, its regular reports, as well as the follow-up reports by the Ministry in charge of Gender Affairs which are most likely compiled by the NM&EO themselves
- ◆ The Accountability Mechanisms to which government ministries are supposed to report at the national, provincial and local levels as stipulated in the *Monitoring and Evaluation Tool*. Complementary information in this regard can be obtained from the line ministries.
- ◆ The state of Capacity Building within the Ministry in charge of Gender as stipulated in the *Monitoring and Evaluation Tool*. The state of capacity building in the line ministries will be contained in the reports submitted to Ministries in charge of Gender

The time frame

The NM&EO will operate within the time frame suggested below:

- ◆ Confirm with decision-makers the areas to be monitored and evaluated (as stipulated by the *Monitoring and Evaluation Tool*) by June 2002
- ◆ Establish a monitoring and evaluation plan with a time frame and the periodicity by May 2002
- ◆ Carry out the monitoring and evaluation exercise from June to August 2002 and from January to April in 2003
- ◆ Synthesise the monitoring and evaluation reports and forward them to SRDCs, the first by end of September 2002 and the second by July to early August 2003 respectively.
- ◆ SRDC to submit to ACGD the synthesized monitoring and evaluation reports of the subregions by 15 October 2002 and September 2003 respectively

2. Coordinating the monitoring and evaluation process in the line ministries

The NM&EO have the second important role of coordinating the monitoring and evaluation process at the level of the line ministries. Not only do they have to make sure that the monitoring and evaluation process is engaged around the targeted areas, but also that there are designated Sectoral Monitoring and Evaluation Officers (SM&EO) who are responsible for carrying out the process as conceptualized.

Co-ordination at the level of the line ministries therefore will require that the NM&EO carry out the following tasks **within the suggested time frame**:

- ◆ Confirm with decision-makers in line ministries the areas to be monitored and evaluated (as stipulated by the *Monitoring and Evaluation Tool*)
- ◆ Ensure the identification and designation of SM&EO by March 2002
- ◆ Ensure each line ministry has a monitoring and evaluation plan (time frame, periodicity)
- ◆ Negotiate when the first and second monitoring and evaluation reports are to be submitted to the ministry in charge of gender
- ◆ Synthesise the 2 national monitoring and evaluation reports and submit them to the SRDCs by end of September 2002 and July to early August 2003, respectively
- ◆ SRDC to submit the synthesised monitoring and evaluation reports of the subregion to ACGD by 15 October 2002 and September 2003 respectively

3. Coordinating the monitoring and evaluation process among the Non-Governmental Organizations

Non-governmental organizations are critical elements in the implementation of the APA. Their activities will therefore need to be monitored and evaluated in the same way as those in government ministries. To this end, the NM&EO will need to do the following:

- Identify the national coordinating NGOs and discuss the monitoring and evaluation programme
- Ensure each national NGO has a monitoring and evaluation plan
- Negotiate when the first and second monitoring and evaluation reports would be submitted to the Ministries in charge of Gender
- Receive the 2 national NGO monitoring and evaluation reports from the national co-ordinating NGOs by mid September 2002 and June 2003
- Submit the monitoring and evaluation reports to SRDCs by end September 2002 and July to early August 2003 respectively
- SRDC to submit the synthesised monitoring and evaluation reports of the subregions to ACGD by mid October 2002 and September 2003 respectively

4. Sectoral Monitoring and Evaluation Officers (SM&EO) in the line ministries

Within the line ministries, SM&EO should be designated in conformity with the National Gender Policy Framework to provide necessary technical backstopping to the gender mainstreaming process. They too, like the NM&EOs, should be appointed in accordance to a predefined profile. In the context of monitoring and evaluating the African Plan of Action, they will be responsible for the monitoring and evaluation of the following areas:

- ◆ The implementation of the National Gender Policy Framework through the systematic mainstreaming of gender into the policies, plans and programmes of the line ministries as

stipulated in the *Monitoring and Evaluation Tool*. Data/information would be obtained from the policy and programme documents and reports of the ministry.

- ◆ The Accountability Mechanism as utilized by the various line ministries at the national, provincial and local levels and the outcome of the accountability exercise. Reports should be available within the ministries and also from the institutions of accountability
- ◆ The Capacity Building Mechanism as stipulated in the *Monitoring and Evaluation Tool*, the extent to which it has been implemented, its relevance and applicability to the policies and programmes of the line ministry

Time frame

The above monitoring and evaluation programme could be accomplished according to the following time frame:

- ◆ Build a consensus with the decision-makers in the ministry about the activities to be monitored and evaluated, the expected outcome, and the bench marks by June 2002
- ◆ Formulate a monitoring and evaluation plan by June 2002
- ◆ Monitor and evaluate the activities from June to August 2002 and from January to April 2003
- ◆ Assess the state of the gender policy framework and its implementation from June 2002 to June 2003
- ◆ Assess impact of implementation of the gender policy framework on the status of women from July 2003 to December 2003
- ◆ Submit the monitoring and evaluation reports to the gender national machinery by September 2002 and June 2003

(b) A the Subregional and Regional levels

In the Regional Economic Communities (RECs) at the subregional level and in the 3 regional institutions, i.e. OAU, ECA and ADB, each of the structures/units in charge of women and gender issues will appoint an Institutional Monitoring and Evaluation Officer (IM&EO) who will be responsible for coordinating the monitoring and evaluation process according to the *Monitoring and Evaluation Tool*.

The monitoring and evaluation process will focus on the following areas:

- ◆ The institutional policy on gender (quality and state of implementation)
- ◆ The institutional mechanism to promote gender mainstreaming
- ◆ Provisions for capacity building towards gender mainstreaming
- ◆ The impact of gender mainstreaming on the status of women

The designated IM&EOs will therefore be responsible for carrying out the following tasks:

- ◆ Confirming with the decision-makers the areas to be monitored and evaluated, their expected outcome (as per *Monitoring and Evaluation Tool*) and the benchmarks
- ◆ Formulating a monitoring and evaluation plan
- ◆ Carrying out the monitoring and evaluation activities
- ◆ Collaborating with SRDCs in the production of the sub-regional monitoring and evaluation reports
- ◆ Submitting monitoring and evaluation reports to the governing bodies and to CWD through ACGD by mid October 2002 and November 2003. The RECs will also present their monitoring and evaluation reports to the Seventh Regional Consultation Meeting in 2004.

II. Evaluation of impact of the implementation of the African Plan of Action on the status of women

a) At the National Level

The evaluation of impact of the implementation of the African Plan of Action on the status of women will be carried out between July and December 2003. Analysis of information and data collected on the state of the gender policy frameworks in conjunction with data and information on impact evaluation will be carried out between January and February 2004. A national evaluation report will then be compiled under the supervision of a multidisciplinary, multi-sectoral national committee which should be set up to take charge of the evaluation process at the technical level. However, the NM&EO in the Ministries in charge of gender and the SM&EO will still play a central role in the evaluation process.

(b) At the subregional and regional levels

The designated IM&EOs in the RECs, OAU, ECA and ADB will evaluate the status of implementation of the African Plan of Action. They will use the results of the monitoring and evaluation exercise and other appropriate sources as suggested in the *Monitoring and Evaluation Tool* to conduct the evaluation in their respective institutions. The Impact Evaluation Tool will facilitate the assessment of the impact of gender mainstreaming on the status of women. A synthesised evaluation report will be presented directly to the Regional High Level Consultative Meeting in November 2004.

It is expected that the UN agencies and other bilateral and multilateral partners will actively support the evaluation process.

Time frame for the preparation of Evaluation Reports at the national, subregional and regional levels (2002-2004)

The monitoring of the implementation of the gender policy frameworks is a continuous process. The results feed into the actual evaluation of the state of implementation of the gender policies and the constraints encountered. Evaluation of the implementation process therefore constitutes an important input into the impact evaluation of gender mainstreaming on the status of women, the last phase of the evaluation exercise. The time frame for this process that must culminate in the production of evaluation reports at different levels is presented in the Table below. At the national level, the NM&EO in their coordinating capacity will ensure that the monitoring and evaluation process is evolving as planned and within the programmed time-frame in the 6 sectoral ministries and the selected NGOs. They will also co-ordinate the validation of the national reports and their timely submission to the SRDCs. At the subregional level the SRDCs co-ordinate the consensus building process through subregional meetings and the submission of the reports to ACGD. At the regional level, it is ACGD that organizes the High Level Regional Evaluation meeting where the reports of the subregions now synthesized into one regional report, are presented for discussion and endorsement as the African position is distilled for input into the Beijing + 10 evaluation meeting. The RECs and the regional institutions present their reports directly at the Regional Evaluation meeting planned for November 2004.

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DIAGRAM FOR MONITORING AND EVALUATION.

