



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

**ECA/ACGD/MEP/2002/1
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**

Task Brief



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policy framework into government policies, programmes and structures. To obtain baseline data, it will focus on evaluating the status of women 10 years since the adoption of the Dakar and Beijing Platforms for Action and then compare the change registered over another 10 years, collecting data perhaps at 5-year intervals. Meaningful evaluation of impact will be preceded by the development of an appropriate tool for measuring change in the status of women. The tool will consist of a set of impact indicators that can be applied to measure change in any of the 12 critical areas of concern. They can be used for periodic and more comprehensive assessment of change that should be reported through regional and global conferences

The Monitoring and evaluation programme

To date, the detailed formulation of the proposed Monitoring and Evaluation Programme as outlined above covers mostly Phases 1 and 2. A summary of how the two phases are conceptualized and organized is presented below.

Preliminary Phase

The ECA African Centre for Gender and Development as the focal point on gender and the advancement of women has engaged a series of strategies to monitor the different implementation stages of the Platforms for Action at the national, subregional and regional levels in the past five years. The first stage started immediately after the Fourth World Conference during which ACGD organized Technical Workshops in all the 5 African subregions to promote and provide assistance in the implementation and monitoring process. Tools in form of Guidelines for formulating and monitoring National Action Plans for the implementation of the Platforms for Action were provided, discussed, finalized and disseminated. All the 53 countries attended these workshops by subregion.

The second stage involved preparations for the Sixth African Regional Conference on Women that conducted the mid-decade review of the implementation of the Platforms for Action. To facilitate this process, ACGD issued Guidelines for Preparing National Reports on the assessment of the implementation of the Platforms for Action which were discussed and finalized during the subregional Technical Workshops referred to above. On the basis of these Guidelines, at least 48 countries prepared national assessment reports using the Guidelines which were a key input in assessing the status of African women in 1999.

The third stage was the actual Sixth Regional Conference on Women that conducted a comprehensive assessment of the state of implementation of the Platforms. Three different kinds of assessments were carried out on the basis of guidelines provided by ACGD. In addition to the national assessment reports discussed above, efforts invested in stakeholders in the implementation of the Dakar and Beijing Platforms for Action in each of the 12 critical areas of concern were also assessed by ACGD. Finally, a compilation of available gender disaggregated data was undertaken by ACGD to highlight the gender gap in some of the critical areas. Most of the data compiled is from the United Nations sources. The outcome is contained in a CD-ROM entitled *The Status of African Women*.

The outcome of the Sixth Regional Conference revealed that the progress achieved was significantly less than what was expected in a number of ways. While all States committed

themselves to foster the promotion of gender equality, in practice, few countries have formulated an overall gender policy framework to serve as the basis for determining the orientation of the national development policies and plans, as well as the actions and strategies to be implemented. Out of the few that have formulated national gender policies hardly any of them have made provisions for their implementation in terms of institutional mechanisms and the requisite capacity. It was also hardly possible to assess impact of the implementation of the Platforms on the status of women, largely because the Member States did not adopt as a matter of priority the policy of gathering gender disaggregated data in the different sectors of development. Consequently, the implementation process was not organized around specific measurable objectives that would facilitate impact assessment. The collection of gender disaggregated data contained in the ECA CD-ROM was aimed at sensitizing member States on the importance of collecting gender disaggregated data as a tool for monitoring and evaluating the status of women.

The First and Second Phases

As it is well articulated in the Dakar and Beijing Platforms for Action, the most effective strategy for achieving gender equality is mainstreaming the gender dimension into all development policies, plans and programmes. This was based on the realization that development planning that “adds-on” women-specific projects to existing activities fails to address the systemic causes of gender inequalities. In so doing, it also undermines chances for sustainable development. Successful implementation of gender mainstreaming requires an explicit national gender policy framework to provide guidelines on how government departments should institutionalize gender internally, or respond to the needs of both women and men in society. Without the national gender policy, decision-makers do not feel obliged to implement, monitor or evaluate gender-responsive development goals.

The national gender policy framework as the indispensable tool for engendering national development policies, plans and programmes will therefore be at the centre of the First and Second Phases of the monitoring and evaluation programme, which will be implemented simultaneously. In particular, its scope, contents, process of implementation will be objects of focus. The programme will also monitor and evaluate the institutional mechanisms that are put in place to facilitate its implementation. More specifically, it will monitor and evaluate the coordination mechanism established to minimize duplication and reduce gaps in the implementation process. It will also monitor and evaluate the accountability mechanisms established whereby governments report their performance with regard to integrating the gender dimension into development programmes and actions. Yet another focus for monitoring and evaluation will be the mechanisms set up for capacity building in order to facilitate the implementation of the gender policy. The financial and human resources allocated for its implementation and the structures and training programmes established to provide the requisite skills and capacity for gender analysis and gender planning will also be objects of monitoring and evaluation.

Sectors of Focus

For the purposes of monitoring and evaluation, 5 strategic sectors have been selected on the basis of the gender blind policies that guide their decisions and actions in spite of their negative implications on women. They include the ministries of agriculture, trade and industry, health, planning and finance. Women are significant players in large numbers in both the agricultural

and trade and industry sectors. Their contributions, however, do not find their way into the national accounts, nor do they benefit proportionately from the support and services that are accorded the two sectors by governments and donors. In the health sector, women suffer gender-based problems that are closely linked to their reproductive roles and their physiological make-up, notably maternal mortality and morbidity as well as disproportionate levels of infection by HIV/AIDS and other STDs. The expected response to combat these problems have been slow at best, mostly because the solutions offered at the level of national planning and budgeting are not grounded in gender disaggregated data and gender-sensitive information. And yet, the ministries of finance and planning are critical to the success or failure of mainstreaming gender in government policies, plans and programmes given their influence on national and sectoral planning and resource distribution. The ministry-in-charge of gender will also participate in the Monitoring and Evaluation Programme.

It is important to reiterate that the monitoring and evaluation programme is proposed for use by the member States, intergovernmental institutions and relevant NGOs. Each country has selected its own priorities for implementation out of the 12 critical areas of concern in the Dakar and Beijing Platforms for Action. The sectors selected above as strategic may therefore not coincide with the priorities of different countries. The five selected areas therefore should be seen as guides to monitoring and evaluating any other sector of choice for which indicators could be formulated following the methodology described in the Monitoring and Evaluation Tools.

Specific Objectives

The specific objectives aim:

- To strengthen the commitment of Member States to the implementation of the Platforms for Action
- To build the capacity of member States to mainstream the objectives of the Dakar and Beijing Platforms for Action in their national development policies and programmes
- To strengthen the capacity of member States to appraise, evaluate and report at the regional and global levels progress towards the integration of the gender dimension into development policies, plans and programmes which, in turn should impact on the status of African women in relation to the objectives of the Platforms
- To *strengthen the capacity of member States to evaluate the* impact of gender mainstreaming on the status of women

Expected Outcome

By 2004, it is expected that:

1. All the countries will have tools and mechanisms for regular monitoring and evaluation of the performance of governments and intergovernmental organizations at national, subregional and regional levels in mainstreaming gender into their policies and programmes
2. The capacity of member States to mainstream gender in their national development policies and programmes will have been reinforced
3. All countries will prepare informed comprehensive national reports on progress made in the implementation of national gender policies and will define the new priority areas of focus and the way forward which will feed into the subregional and regional policy framework for the next

decade.

4. In the medium term, (2005 to 2025) member States should be able to assess the status of women through comprehensive impact gender indicators

Issues to be monitored

At the national level

In view of the objectives above, the following issues will be the objects of monitoring and evaluation within each sector

1. National Gender Policy Framework

This is really the principal object for monitoring and evaluation given its central function as a tool for steering and guiding policy makers, planners, programmers and implementers on the **scope, contents, strategies and methodologies** of integrating gender into development. The national gender policy framework should therefore be assessed and monitored to ensure that it is formulated to serve as an effective tool for gender mainstreaming and that it is also being **implemented** according to plan. Its **impact** on the status of women, particularly in reducing gender gaps and improving the quality of the lives of women should also be evaluated.

2. Institutional mechanisms

In order for the national gender policy framework to be effective, it must be accompanied by a number of institutional mechanisms that will facilitate its implementation. These mechanisms outlined below should be monitored and evaluated regularly to ensure that they are functioning as expected to accelerate the implementation process:

- ◆ The African Plan of Action recommended the creation of Beijing + 5 National Coordinating Committees or their equivalents which would be placed at the Prime Minister's or President's office depending on the country in order to have the necessary authority to carry out their role. The role of such a **coordination mechanism** is to ensure that in different sectors, gender is being mainstreamed within all departments and at all levels (e.g. at the provincial, local levels etc). Its mandate, structures and the functioning modalities should be monitored and evaluated to ensure that they facilitate the coordinating role. Their impact over time in facilitating gender mainstreaming in the different sectors should also be evaluated.
- ◆ **Accountability mechanisms** should be built into the national gender policy framework in order to ensure that the commitments made by governments to women are being honoured. Specific institutions therefore should have the mandate to hold the government accountable for its performance through regular reporting. In most countries, the mechanisms are likely to include such institutions as parliaments, local councils, women and civil society organizations etc. The mechanisms should be monitored and evaluated to ensure that they have the requisite authority, structures and capacity and that they function effectively.

3. Mechanisms for capacity building

The task of integrating gender into national policies, plans and programmes requires specific skills for identifying, analyzing and incorporating gender concerns. Building capacity is therefore imperative for effective gender mainstreaming. Capacity building programmes therefore should be monitored and evaluated to ensure that the scope, content, methodology, human and financial resources are sufficient to reach all the relevant actors in the public sector. Their impact should also be evaluated in the different sectors by gauging the extent to which gender has been mainstreamed in the various sectors and how the status of women has changed positively (or negatively) as a result.

Phase Three

This Phase will be launched immediately with the formulation of indicators to assess the impact of mainstreaming gender in the selected sectors. They should be flexible enough to be used for the more comprehensive impact evaluation of the Platforms for Action in the 12 critical areas of concern. The specific objectives of this phase are similar to those articulated under Phases One and Two. The expected outcome is that this Phase will accelerate the achievement of those objectives.

Areas of focus in impact evaluation

Impact evaluation in the selected sectors (agriculture, trade and industry, health, planning, and finance) will be carried out within the levels and mechanisms described above, i.e. the level of gender mainstreaming in each sector, the national and sectoral institutional mechanisms for coordination and accountability and the level of capacity building.

The focus of impact evaluation will be the extent to which gender gaps in selected strategic sectors have been reduced as reflected by the status of women 10-20 years after the adoption of the Dakar and Beijing Platforms for Action, i.e. 2004-2025. Similarly, impact evaluation will look at selected gender-based problems, notably in the area of health, and gauge what impact gender mainstreaming will have on them during the period in question. The baseline data will thus be collected in 2004 while the impact evaluation will be conducted every 5 years thereafter.

Within the 5 sectors, impact evaluation indicators will be developed around selected strategic policy and/or institutional issues within which the gender gap and/or gender marginalization is highly pronounced. The indicators will be formulated around policies that should be implemented through specific types of programmes and strategies aimed at obtaining the expected change.

The matrix below suggests some priority policy and institutional issues within which change is expected in specific areas as a result of mainstreaming gender in the five selected sectors. The change will be demonstrated by impact indicators that will be developed on the basis of the women-and development-index referred to earlier. The indicators will be flexible enough to be adapted to any priority area and issue of choice within the Platforms for Action.

<i>Sector</i>	<i>Selected policy/institutional issues</i>	<i>Areas of expected change</i>
<i>Agriculture</i>	<ul style="list-style-type: none"> • <i>Food security policies and strategies integrate measures to eliminate gender imbalances in their design and implementation</i> 	<ul style="list-style-type: none"> • <i>Both women and men have access to land, extension services, technology, finances, time, mobility, relevant education and training.</i> • <i>New commodities and technologies are introduced to increase food production without increasing women's labour</i> • <i>Support services to women's reproductive roles including child care services, access to water, fuel energy, health services, schools are provided</i> • <i>Female headed households are included in surveys, planning and distribution of resources for food production</i> • <i>Change in gender roles is recognized in the planning and distribution of resources</i> • <i>Policies on internal food prices are balanced between motivating the subsistence farmer and being accessible to the consumer</i> • <i>Women are fully involved in the formulation, monitoring and implementation of food security policies, plans and programmes</i>

Trade and industry	<i>The gender gap in trade and industry promotion policy is closed by the formulation of a comprehensive national policy on small business sector as a measure to promote women and men's economic opportunities and equal access to productive resources</i>	<ul style="list-style-type: none"> • <i>Gender disaggregated data indicate that women and men both urban and rural benefit equally from established formal credit systems with innovative lending practices that provide access to start-up capital and credit</i> • <i>Both women and men benefit from relevant training and monitoring in their operations to ensure growth and facilitate transition from informal to the formal sector</i> • <i>Macro economic and national sectoral policies recognize the critical inputs of the informal sector into the GDP, employment etc by instituting explicit policy measures to support the small business sector (e.g. by providing market expansion, social services, social security system, public infrastructure etc)</i> • <i>Gender balance is enforced in the formulation, monitoring and implementation of economic and banking policies and decisions that affect this sector.</i> • <i>The business, commercial and contract laws and government regulations do not include measures that discriminate against and/or obstruct the small business sector</i> • <i>The information dissemination system includes outreach programmes to ensure equal access to information by low-income isolated women and men with regard to available services, markets, and opportunities</i>
Planning	<i>National development plans, national sectoral policies plans and programmes are gender responsive</i>	<ul style="list-style-type: none"> • <i>The planning cycles, i.e. the policy formulation cycle, the budget cycle, the aide cycle and that programme/project formulation cycles are coordinated to facilitate the integration of gender needs;</i> • <i>The planning cycles are decentralized and allow maximum participation of stakeholders in policy analysis and formulation</i> • <i>Planning in all the 4 cycles uses gender disaggregated data as a tool for mainstreaming gender into the process</i> • <i>National plans include established programmes and strategies that seek to increase women's access to economic, political and social opportunities with clearly defined targets and a timetable</i> • <i>National accounts reflect reliably the contribution of women into development and the GDP through production of good and services by remunerated, under-remunerated or non-remunerated work</i>

<p>Finance</p>	<p>Government ministries and other public institutions have budget allocations for mainstreaming gender in all their policies, plans and programmes on an ongoing basis</p>	<ul style="list-style-type: none"> • The national budget is regularly analysed from a gender perspective as it is allocated to different sectors • The guidelines for public expenditure/investment programmes to ensure integration of a gender perspective in all government ministries and public institutions are routinely applied in the allocation of resources. • Resources are allocated for carrying out impact analysis of gender mainstreaming in all the sectors • Gender balance is reflected in the decision-making structures that review and formulate policies on public finances i.e. • Ministry of finance, advisory boards of central banks, other banks and financial institutions etc
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Health	<p><i>The gender gap in access to affordable and quality health care services and information through out the life cycle is closed</i></p> <p><i>Effective gender-sensitive initiatives are taken to reduce the gender bias with regard to HIV/AIDS infection and other sexually transmitted diseases</i></p>	<ul style="list-style-type: none"> • <i>Gender-sensitive decentralized health services that address the needs of women and men through out their lives taking into account the gender roles and responsibilities, the diversity of women and men and their needs are in place</i> • <i>By 2015, maternal mortality is reduced by 50% of what it was by end of the 1990s</i> • <i>Ill health and maternal morbidity are reduced through access to primary health care including reproductive health care, nutrition information and services for all who need it.</i> • <i>Mental health services are integrated into primary health care and health workers are trained to recognize and care for women and girl victims of violence especially domestic, sexual and abuse resulting from situations of armed or non-armed conflict</i> • <i>Women including those infected with HIV/AIDS are involved in all decision-making relating to the development, implementation, monitoring and evaluation of policies and programmes on HIV/AIDS and other STDs</i> • <i>Laws that may contribute to women's susceptibility to infection by HIV/AIDS are reviewed and amended and new ones enacted against socio-cultural practices that contribute to it and to discrimination against victims of the pandemic</i> • <i>Programmes to educate and enable men to assume their responsibilities to prevent HIV/AIDS and other STDs are in place</i> • <i>Programmes to support and strengthen national capacity to formulate gender-sensitive policies and programmes and to support those overburdened by the care of the victims and survivors of the disease are in place.</i>
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At Subregional and regional levels

Gender policy framework in the subregional Regional Economic Communities (RECs) and the regional institutions (OAU, ECA, and ADB) will be monitored and evaluated along all the areas of focus discussed above. At the subregional level, the RECs should establish policies, structures and capacities to facilitate gender mainstreaming as the regional institutions have attempted to do.

The establishment of a Gender Unit within SADC has been an important initiative that should be replicated by others. Already, ECOWAS and IGAD have demonstrated great interest in following the footsteps of SADC and have requested technical assistance from ECA in this respect. Others will be sensitized to move in a similar direction. The monitoring and evaluation programme will therefore focus on such developments in assessing their institutional mechanisms and capacity for gender mainstreaming.

Monitoring tools

Monitoring and evaluation indicators have been developed for each of the areas of focus discussed above. They are in form of checklists and questionnaires that will permit the monitoring and evaluation officers to collect the information that will form the basis for the end of decade performance evaluation in 2004. *Impact indicators will be developed to collect baseline data on the status of women in selected sectors in 2004 and continue to evaluate the extent to which expected change was achieved over an additional 10 year period up to 2025.* All indicators will be adjusted as appropriate in order to be used at national, subregional and regional levels. They will be concrete, specific and time-bound.

The monitoring and evaluation indicators were reviewed and validated through a regional meeting organized under the leadership of the Committee on Women and Development (CWD) which was attended by experts, representatives of the Regional Economic Communities and members of CWD. The review and validation of the monitoring and evaluation indicators was organised in *2 phases: the review of the Monitoring and Evaluation Tools for gender policy framework formulation and implementation which was carried out in November 2001; the review of impact indicators for gender mainstreaming, which will, on the other hand, be done in February 2002 just in time to be incorporated into the capacity building programme for the monitoring and evaluation officers.*

The monitoring process should begin in 2002.

Monitoring methodology

In view of the fact that the central focus of the monitoring and evaluation programme is the national gender policy, the national machinery in charge of gender and women affairs will be directly responsible for coordinating the monitoring and evaluation programme. It will monitor and evaluate the national gender policy framework to ensure that the scope, contents, strategies and methodologies for integrating gender into development policies, plans and programmes at the national, sectoral, provincial and local levels is adequately formulated to facilitate the task. In addition, the national machinery is responsible for advocating and ensuring that an effective mechanism for co-ordinating mainstreaming of gender in all the sectors and at all levels is established. The national machinery will therefore be responsible for monitoring and evaluating the coordination mechanism in each country. It will ensure that in every sector, there is a monitoring and evaluation officer with whom it can work to collect the necessary information. It will also act as the interlocutor between the sectoral ministries and the National Coordinating Committee.

The national machinery will similarly monitor and evaluate the mechanism for accountability to ensure that they function regularly, they have the capacity and resources to carry out their tasks in a

transparent manner. *The sectoral ministries on the other hand will monitor and evaluate themselves for gender mainstreaming around the selected issues. They will also evaluate the impact of gender mainstreaming on the status of women over time. They will therefore have to set up a monitoring and evaluation mechanism within their structures and appoint officers responsible for the task.*

At the subregional level, the ECA/SRDCs will play the lead role in *coordinating the monitoring and evaluation of gender mainstreaming in the RECS at the subregional level*. They will also be involved in organizing subregional evaluation meetings (2003/2004) to assess performance in the implementation of the Platforms and to formulate the priorities for the next ten years. In this process, the RECs will play an increasingly important role in the implementation of the Platforms and in setting the sub-regional agenda for the post-Beijing period.

At the regional level, ECA, OAU and ADB are expected to carry out the monitoring work within their own institutions. In addition, and according to its mandate as per the African Platform for Action, the Committee on Women and Development (CWD) will oversee the overall monitoring and evaluation process at the national, subregional and regional levels, playing a catalytic and advisory role in the process. In this context, CWD through ECA/ACGD will set up a networking system whereby effective communication and exchange of information is facilitated. In collaboration with the other regional institutions, CWD will also organize the Seventh Regional Conference on Women in 2004 which will synthesize the outcome of the evaluation reports from the five subregions.

Partnership mobilization

ECA/ACGD will need partners in the implementation of every phase of the monitoring and evaluation programme. This document is written as an information tool to facilitate dialogue with potential partners either through one-to-one bilateral contacts or round table discussions.

Planned activities for 2002-2003:

Follow-up on the implementation of the decisions taken at the regional meeting in November 2001:

- ◆ Finalization and dissemination of the monitoring and evaluation programme to member States, NGOs and all relevant actors
- ◆ Implementation of the capacity building programme for all responsible for the monitoring and evaluation at the national, subregional and regional levels
- ◆ Follow-up and support to the monitoring and evaluation programme at the national level
- ◆ Formulation and establishment of a networking mechanism at subregional and regional levels for the purpose of sharing information among stakeholders (through ICE and CWD meetings)