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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

**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 organizes the monitoring-related activities within the time frame of 2002 and 2003. The Evaluation-related activities on the other hand are planned for 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 coordination and advocacy for gender mainstreaming in all the sectors.

Some technical non-government organizations who are heavily involved in development work 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 coordinated by the national coordinating NGO with the assistance of the participating ministries.

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 coordination, 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, 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 the implementation process**

(a) At the National Level

1. **Monitoring at the level of the ministry responsible for gender**

At the level of the ministry (or national machinery) in charge of gender, the National Monitoring and Evaluation Officers (NM&EO) play the double role of: **directly** monitoring 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 process in the line ministries and among non-governmental organizations (NGOs).

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

- ◆ The National Gender Policy 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 document itself and assessed accordingly. The NM&EO should also monitor the process of the implementation of the Gender Policy from the monitoring reports that are submitted from 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 (as stipulated by the *Monitoring and Evaluation Tool*) by April 2002
- ◆ Establish a monitoring plan with a time frame and the periodicity by April 2002
- ◆ Carry out the monitoring exercise from May to August 2002 and from January to April in 2003
- ◆ Synthesise the monitoring reports, the first by end of September 2002 and the second by June 2003
- ◆ Forward synthesized reports to SRDC by October 2002 and July 2003 respectively
- ◆ SRDC to submit to ACW the synthesized monitoring reports of the subregions by December 2002 and September 2003 respectively

2. Coordinating the monitoring process in the line ministries

The NM&EO have the second important role of coordinating the monitoring process at the level of the line ministries. Not only do they have to make sure that the monitoring 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.

Coordination 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 (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 plan (time frame, periodicity)
- ◆ Negotiate when the first and second monitoring reports are to be submitted to the ministry in charge of gender

- ◆ Synthesize the 2 national monitoring reports by end of September 2002 and June 2003, respectively
- ◆ Submit the monitoring reports to SRDC, by October 2002 and July 2003 respectively
- ◆ SRDC to submit the synthesized monitoring reports of the subregion to ACW by December 2002 and September 2003 respectively

3. Coordinating the monitoring 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 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 programme
- Ensure each national NGO has a monitoring plan
- Negotiate when the first and second monitoring reports would be submitted to the Ministries in charge of Gender
- Integrate the 2 national NGO monitoring reports into the national reports by end of September 2002 and June 2003
- Submit the monitoring reports to SRDCs by October 2002 and June 2003 respectively
- SRDC to submit the synthesized monitoring reports of the subregions to ACW by December 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 to provide necessary technical backstopping to the gender mainstreaming process. In the context of monitoring the African Plan of Action, they would be responsible for the monitoring of the following areas:

- ◆ The implementation of the National Gender Policy 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 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, the expected outcome, and the bench marks by March 2002
- ◆ Formulate a monitoring plan by April 2002

- ◆ Monitor the activities from May to August 2002 and from January to April 2003
- ◆ Submit the monitoring reports to the gender national machinery by September 2002 and May 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 process according to the *Monitoring and Evaluation Tool*.

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

- ◆ The institutional policy on gender
- ◆ The institutional mechanism to promote gender mainstreaming
- ◆ Provisions for capacity building towards gender mainstreaming

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

- ◆ Confirming with the decision-makers the areas to be monitored, their expected outcome (as per *Monitoring and Evaluation Tool*) and the benchmarks
- ◆ Formulating a monitoring plan
- ◆ Carrying out the monitoring activities
- ◆ Submitting monitoring reports to the governing bodies and to CWD through ACW by December 2002 and December 2003

II. Evaluation of progress made in the implementation of the African Plan of Action

The evaluation process of the African Plan of Action will be carried out in 2004 in preparation for the regional and global Beijing + 10 conferences. While it is recommended that a multidisciplinary, multisectoral national committee be set up to take charge of the evaluation process at the technical level, the NM&EO in the Ministries in charge of gender and the SM&EO will play a central role in the evaluation process.

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

(a) At the national level

(i) Evaluation within the national machineries in charge of gender

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

- ◆ With the assistance of a multi-disciplinary, multi-sectoral national committee, conduct an evaluation of the implementation of the 4 areas of focus according to the *Monitoring and Evaluation Tool* from January to March 2004
- ◆ Submit the report to SRDCs by April 2004
- ◆ SRDCs to synthesize the national reports from the various countries and submit them to the Intergovernmental Committee of Experts (ICE) between April and June 2004
- ◆ SRDCs to submit final subregional evaluation reports to ACW by end of June 2004

(ii) Coordinating the evaluation process at the level of the line ministries

The NM&EOs from the national machineries will:

- ◆ Ensure that an evaluation of the status of implementation of the selected areas of the African Plan of Action is carried out in the line ministries on the basis of the monitoring reports and other updated information as stipulated in the *Monitoring and Evaluation Tool* from December 2003 to February 2004
- ◆ Ensure the evaluation reports are submitted to the national machinery on gender by end of February 2004
- ◆ In collaboration with the national evaluation committee, synthesize the reports from the line ministries and the national machinery into a national evaluation report in March 2004
- ◆ Submit the national evaluation report to SRDCs by April 2004

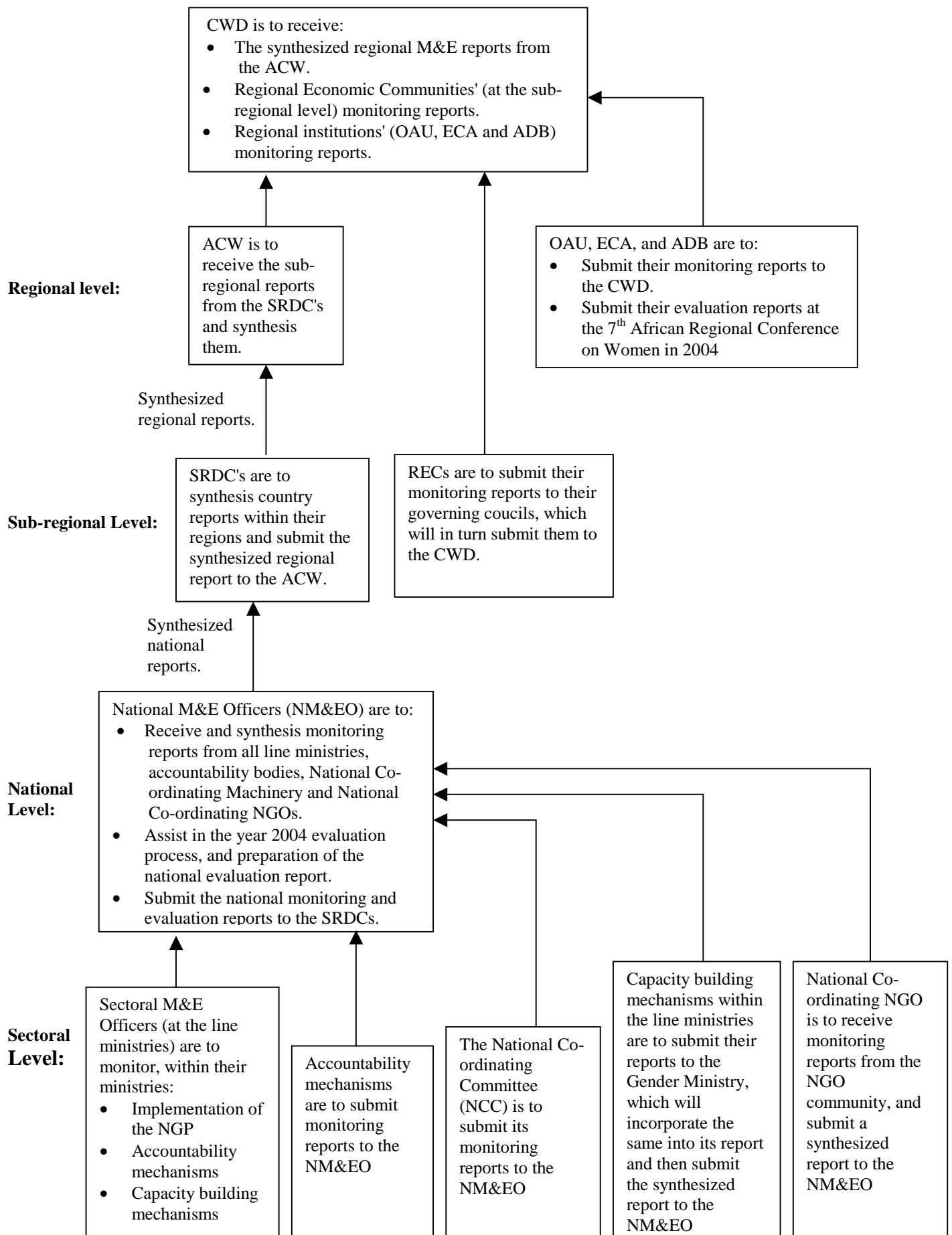
(iii) Coordinating evaluation at the level of SRDCs

- SRDCs to synthesize national evaluation reports into subregional evaluation reports by May 2004.
- SRDCs to organize subregional evaluation meetings between June and July 2004 (possibly under the auspices of the ICEs) to review and endorse synthesized subregional evaluation reports and to build consensus on the future priorities of the subregions with regard to gender issues.
- Participants to include representatives from the participating ministries, i.e ministries of finance, planning, agriculture, health, trade and industry and the ministries in charge of gender. RECs should also participate.
- ◆ SRDCs to submit the finalized evaluation reports of the subregions to ACW by early August 2004

(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 exercise and other appropriate sources as suggested in the *Monitoring and Evaluation Tool* to conduct the evaluation in their respective institutions and submit the report to the Regional High Level Consultative Meeting in November 2004
- ACW will synthesize subregional evaluation reports and submit them to the Regional High Level Consultative Meeting in 2004. Participants at the Consultative Meeting should include ministers of the 6 participating ministries.

DIAGRAM FOR MONITORING AND EVALUATION.



*Time-frame for the Monitoring Process at the national level
2002-2004*

Annex I

	Monitoring activities	Months	Person responsible
1.	Training in Monitoring And Evaluation	January-April 2002	National Monitoring and Evaluation Officers (NM&EO) Sectoral Monitoring and Evaluation Officers (SM&EO) and Coordinating NGO Officers to be trained
2.	Preparation of the Work Plans	January-April 2002	All Monitoring and Evaluation Officers
3.	Verification that Work Plans are prepared by NGO and sectoral ministries	January to April 2002	National Monitoring and Evaluation Officers
4.	Monitoring activities in all concerned ministries and NGOs	May –August 2002	All Monitoring and Evaluation Officers
5.	Verification of monitoring activities in line ministries and In NGOs	Ditto	National Monitoring and Evaluation Officers
6.	Preparation and submission of sectoral baseline monitoring reports to NM&EOs	August 2002	SM&EOs and Coordinating NGOs
7.	Preparation and submission of NGO monitoring reports to NM&EOs	August 2002	Coordinating NGOs
8.	Synthesize national baseline report from SM&EOs, Coordinating NGOs and NM&EO	September 2002	NM&EOs
9.	Submit national baseline reports to SRDCs	early October 2002	NM&EOs
10.	Discussion of baseline reports with decision-makers in ministries and NGOs	September-October 2002	All Monitoring and Evaluation Officers
11.	Continuous monitoring and implementation of corrective actions	September-December 2002	All Monitoring and Evaluation Officers
12.	Synthesize national reports into one subregional monitoring report	October-November 2002	SRDCs
13.	Subregional baseline reports submitted to ACW	December 2002	SRDCs
14.	Verification that monitoring activities are on course in sectoral ministries and Coordinating NGOs	January-February 2003	NM&EOs
15.	Continuous monitoring activities in all sectoral ministries and the ministry in charge of gender	January-April 2003	All Monitoring and Evaluation Officers
16.	Reports from sector mins. And NGOs completed and submitted to NM&EOs	end of April 2003	SM&EOs and Coordinating NGOs
17.	First national monitoring report Synthesized	May-June 2003	NM&EOs

18.	National Monitoring reports sent to SRDCs	July 2003	NM&EOs
19.	Discussion of first monitoring report with decision-makers and corrective actions identified	May-June 2003	All Monitoring and Evaluation Officers
20.	Continuous monitoring activities	May-December 2003	Ditto
21.	Preparation of sectoral Monitoring reports in the Ministries in charge of gender, Sectoral Ministries and the NGOs	end December 03- January 2004	All Monitoring and Evaluation Officers and Coordinating NGOs
22.	Submission of sectoral and NGO Monitoring reports to NM&EOs	January 2004	SM&EO and Coord. NGOs
23.	Synthesis of a national monitoring Report in preparation for the evaluation exercise	February 2004	NM&EOs

Time frame for the Evaluation Process 2004

Annex II

	Activity	Month	Persons responsible
1.	Analysis of annual Monitoring reports and other sources in relation to relevance, performance and success of implementation	January February March	National Monitoring and Evaluation Officers
2.	Synthesis and validation of National Evaluation report	end March	National Monitoring and Evaluation Officers Multi-sectoral Committee
3.	Submission of National Evaluation Report to SRDCs	beginning April	National Monitoring and Evaluation Officers
4.	Synthesis of National Evaluation Reports into Subregional Reports and submission to ICEs	April-June	SRDCs
5.	Submission of Subregional Evaluation Reports to ACW	end- June	SRDCs
6.	Synthesis of the Evaluation Report and recommendations from the subregions	July August September	ACW
7.	Preparations of the High Level Consultative Regional Meeting	July-October	ACW
8.	Organization of the High Level Consultative Regional meeting	November	ACW