



United Nations  
Economic Commission for Africa

**The African Gender and Development Index:  
Phase 4**

**Concept Note**

**April 2016**

**Draft**

## I. Background and justification

### A. Importance of gender statistics

Gender statistics cuts across the traditional fields of statistics to identify, collect, compile, analyze, present, and disseminate statistics that reflect the problems, issues and questions related to the lives of men and women in society, and policy issues relating to gender<sup>1</sup>. The disaggregation of data by sex is an important element in the production, analysis and dissemination of gender statistics. However, gender statistics should go beyond data disaggregated by sex. In addition to sex-disaggregated data, the compilation, analysis and dissemination of gender statistics should:

- (a) Ensure that the statistics reflect problems, issues and questions related to men and women in society;
- (b) Allow for an adequate reflection of men's and women's status, and gender roles and relations in society;
- (c) Take into account stereotypes and social and cultural factors that might introduce gender bias into data; and
- (d) Reveal meaningful differences and similarities between women and men<sup>2</sup>.

Advocates for increased gender equality and the advancement of women recommend a gender-focus in statistics that recognize that, because of cultural and social factors, men and women have different roles in society, differential access to and control over resources, and different skills and interest<sup>3</sup>. Without such an approach the planning and implementation of policies, programmes and projects will not adequately take account of the different status of men and women. Gender statistics are also required to monitor and evaluate policies, programmes and projects, and to provide the evidence base for research.

### B. Mandates

The quest for gender equality and the empowerment of women is enshrined in international and regional declarations, commitments and development frameworks to which a majority of African countries are signatories. At the international level, these include the United Nations Convention on the Elimination of Discrimination against Women (CEDAW) of 1979, the Beijing Platform for Action (BPfA) of the Fourth World Conference on Women held in Beijing of 1995, and the United Nations Sustainable Development Agenda of 2015, which articulated seventeen Sustainable development goals (SDGs) with associated targets that have to be met by 2030. Regional initiatives including the New Economic Partnership for Africa's Development (NEPAD) and its gender component and the African Union Solemn Declaration on Gender Equality of 2004 have also provided mandates for fostering greater gender equality. In addition, many national governments have promulgated legislative and regulatory frameworks, and implemented policies and programmes aimed at promoting gender equality and the empowerment of women.

BPfA marked an important step in the development of gender-disaggregated data and statistics. Under strategic objective H.3 ("generate and disseminate gender disaggregated data and information for planning and evaluation"), it called for national, regional and international statistical services and relevant governmental and United Nations agencies to "ensure that statistics related to individuals are collected,

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<sup>1</sup> Beijing Declaration and Platform for Action (1995). *Report of the Fourth World Conference on Women*. Sales No. 96.IV.13, paragraph 206. Available at: <http://www.un.org/womenwatch/daw/beijing/pdf/Beijing%20full%20report%20E.pdf>

<sup>2</sup> United Nations Statistics Division (2012), *Gender Statistics Manual: Integrating a Gender Perspective in Statistics*, Draft (Revision 18 March 2012), page 6.

<sup>3</sup> United Nations Economic Commission for Europe and World Bank Institute (2010), *Developing Gender Statistics: A Practical Tool*, page 1.

compiled, analysed and presented by sex and age and reflect problems, issues and questions related to women and men in society “<sup>4</sup>. It also called on Governments to “use more gender-sensitive data in the formulation of policy and implementation of programmes and projects”<sup>5</sup>, and on the United Nations to “promote the further development of statistical methods to improve data that relate to women in economic, social, cultural and political development”<sup>6</sup>.

The Sustainable Development Agenda has a standalone goal – SDG 5 (to *achieve gender equality and empower all women and girls*) – which highlights the importance of achieving gender equality and the empowerment of women and girls through the adoption and strengthening of sound policies and enforceable legislation. Such policies and legislation seek to address key priorities for gender equality and women’s empowerment including in relation to discrimination, violence against all women and girls, harmful practices, unpaid care and domestic work, participation in decision making, opportunities for leadership, access to sexual and reproductive health and reproductive rights, rights to economic resources and technology. In addition to the standalone goal 5, gender perspectives and special indicators for women have also been woven into many of the other SDGs in particular those related to poverty alleviation, maternal health, educational attainment, water and sanitation, and employment. This will encourage countries to look at sex-and gender-disaggregated data for all the issues tackled by the SDG framework.

### C. ECA’s response to mandates

ECA has, since 1998, a dedicated programme supporting member States on gender equality and the empowerment of women currently being operated by the African Centre for Gender (ACG). Following the restructuring of ECA starting in 2012, ACG developed the Continent-Wide Initiative for Gender Equality and Women’s Empowerment (CWIGWE), which provides a strategic focus for its programme of work. The initiative was endorsed by the seventh Joint Annual Meetings of the African Union Specialized Technical Committee on Finance, Monetary Affairs, Economic Planning and Integration and the ECA Conference of African Ministers of Finance, Planning and Economic Development in Abuja, Nigeria in 2016. It aims to ensure that the work of ECA has an effect on the life of every woman in Africa, irrespective of geographical location, status and ethnic group while building on the positive interconnections between women’s socioeconomic and political development and Africa’s structural transformation. It addresses three interlinked pillars around which the work of ACG is organized, namely economic empowerment; women’s human rights; and the social sector.

ACG’s programmes and development of knowledge products have repeatedly underlined the value and importance of the collection and use of gender responsive statistics to effectively inform policy priorities. One of the main strategies for the implementation of the CWIGWE is the production of accurate gender statistics along with policy research to inform policies and programmes, including the consolidation of the African Gender and Development Index (AGDI). The AGDI was developed by ECA in response to the Beijing Plus Ten Review in 2004 when a large number of African countries reporting on the status of the implementation of BPfA indicated a lack of adequate data to reflect achievements in gender equality and the empowerment of women, as well as gaps where these exist.

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<sup>4</sup> *Opcit.* 1, paragraph 206.

<sup>5</sup> *Ibid.*

<sup>6</sup> *Ibid.*

## II. African Gender and Development Index

The first of its kind in Africa, the AGDI was introduced by ECA in 2004 with the aim of supporting member States to measure the gap in the status of African men and women and to assess progress made by Governments of African countries in implementing policies aimed at promoting gender equality and the empowerment of women and girls. It was endorsed by ministers, responsible for gender equality and women's affairs during the seventh African Regional Conference on Women (Beijing Plus Ten Review) held in Addis Ababa in October 2004.

The AGDI consists of two parts: a Gender Status Index (GSI) and the African Women's Progress Scoreboard (AWPS). The GSI covers the aspects of gender relations that can be measured quantitatively, while the AWPS captures qualitative issues in relation to the performance of gender policies of African Governments on implementing regional and international commitments on gender equality and women's empowerment.

The GSI consists of three blocks: the social power, which measures human capabilities; the economic power, which measures economic opportunities; and the political power which measures voice or political agency. The components and sub-components of the three blocks are measured using relevant indicators. The GSI consists of 44 indicators divided into 7 components and 11 sub-components, which is summarized in figure 1. The indicators receive equal weight within each sub-component and component, therefore ensuring that the three blocks have the same weight in arriving at the GSI. Each indicator is calculated the same way by dividing the indicator for female achievement by that for male achievement for the particular variable. For indicators that refer to numbers or shares, the share of females in the total value is used.

The AWPS focuses on those issues such as women's rights that cannot be quantified using conventional statistics. It tracks government progress in ratifying regional and international conventions, documents and treaties regarding gender equality and women's advancement and empowerment, and in incorporating the principles of these conventions and documents in national laws, programmes, and policies. The regional conventions, documents and treaties included in the AWPS are the 1990 African Charter on the Rights and Welfare of the Child; the 2001 NEPAD Framework Document; the 2003 Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa; and the 2004 Solemn Declaration on Gender Equality in Africa. The key international instruments included are: the CEDAW; the 1989 Convention on the Rights of the Child (CRC) and its optional protocols adopted in 2000; the ICPD Programme of Action; the Millennium Declaration of 2000 which defined eight Millennium Development Goals (MDGs); the BPfA; the 1999 Optional Protocol to CEDAW; and the 2000 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. The AWPS also tracks the progress made by countries relative to three United Nations Security Council Resolutions on Peace and Security, namely resolution 1325 of 2000, resolution 1820 of 2008, and resolution 1888 of 2009, as well as relative to Conventions 100, 111 and 182 adopted by members of the International Labour Organisation.

The AWPS is composed of four blocks: women's rights, in addition to the three blocks in GSI - economic power, political power, and social power. The components of the AWPS are presented in figure 2 with vertical and horizontal axes. The vertical axis lists the indicators which address the global and regional agreements, declarations or resolutions which African governments have ratified and committed to implement, as well as issues identified as crucially affecting women's lives - including maternal health, HIV/AIDS, violence against women, school dropout, and gender mainstreaming in all departments - for which pertinent policy and implementation actions are expected from governments. The horizontal axis of the AWPS identifies specific actions taken in order to implement and address the issues identified in the

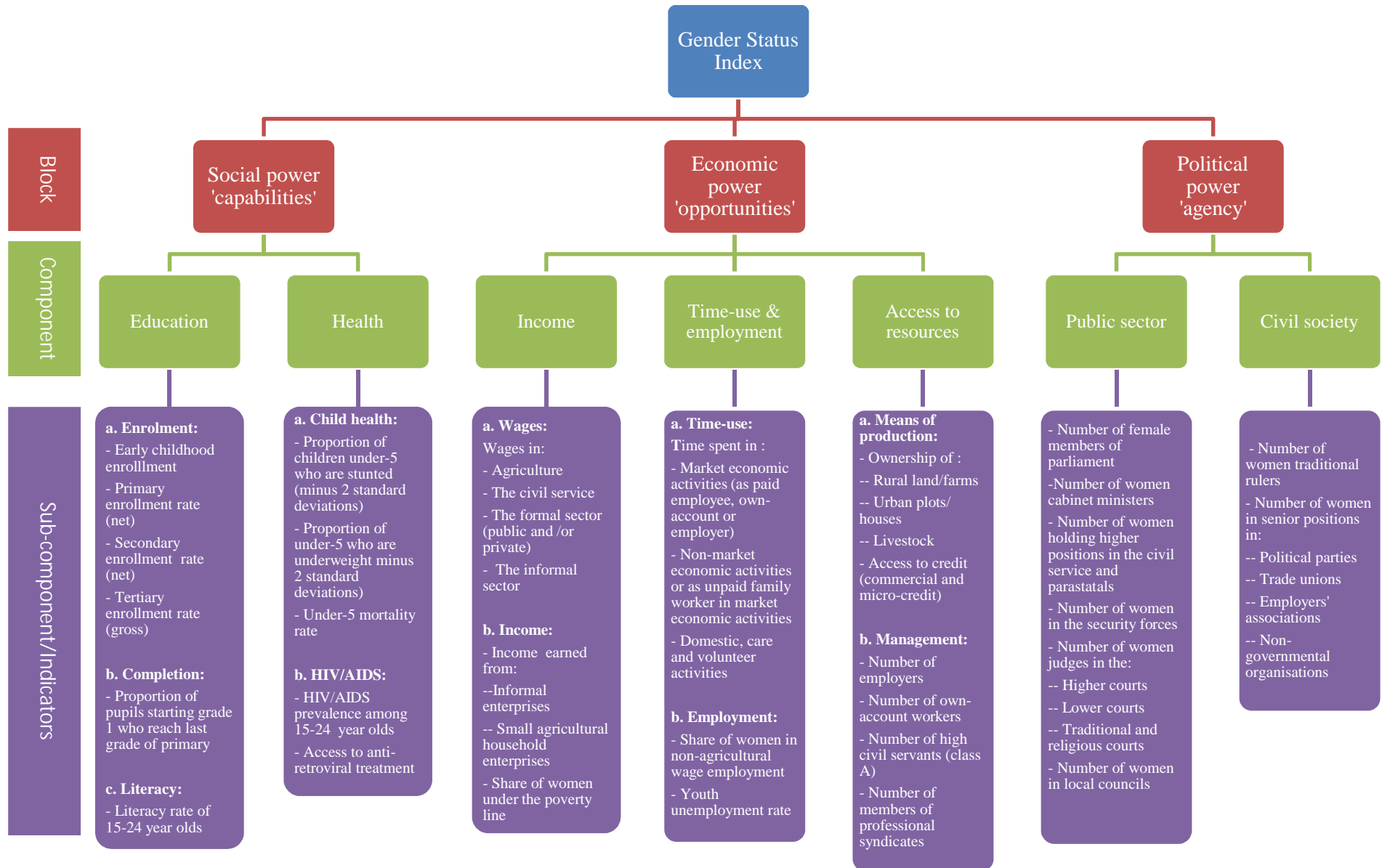
vertical axis. These include: ratification of and reporting on global and regional legal instruments; promulgation of law and other legal measures; policy commitment; development of plan to achieve gender target with targets set, institutional mechanism in place and finance and human resources allocated; research; involvement of civil society; information and dissemination; monitoring and evaluation issues; training; and accountability and transparency.

The AWPS uses a simple scoring system to quantify the performance of governments on issues that have been agreed at the global and regional levels in relation to gender equality and the empowerment of women and girls. Scoring is based on a three-point scale as 0, 1 and 2, where generally, 0 shows no action of implementation taken against an identified treaty or issue; 1 shows some or partial implementation and 2 is good or full action taken with respect to an issue.

The AGDI was piloted in twelve countries, namely: Benin, Burkina Faso, Cameroon, Ethiopia, Egypt, Ghana, Madagascar, Mozambique, South Africa, Tanzania, Tunisia and Uganda. During phase 2, it was extended to an additional fourteen countries namely; Botswana, Burundi, Cape Verde, Congo (Republic), Côte d'Ivoire, Djibouti, Democratic Republic of Congo, the Gambia, Kenya, Mali, Malawi, Senegal, Togo and Zambia. AGDI 3 is in progress and is being implemented in Guinea, Liberia, Namibia, Niger, Nigeria, Rwanda, Seychelles, Sierra Leone, South Africa, Swaziland, and Zimbabwe, which will bring a total of thirty-six countries to have undertaken the national AGDI studies, with South Africa undertaking the process twice.

Lessons learnt from the implementation of AGDI confirm the potential of the index as a planning and policy-making tool for achieving gender equality in Africa's transformative development agenda. Malawi has used the AGDI to inform and engender its National Poverty Reduction Strategy through presenting gender as a sub theme in the first and second phases of Malawi Growth and Development Strategy (MGDS). MGDS is Malawi's overarching medium term strategy for poverty reduction and wealth creation. In addition to gender being a stand-alone theme, it was considered as a cross cutting issue affecting all sectors of development and thus making it a fundamental for effective realization of all the development goals. Togo intends to use its AGDI report to inform its inclusive growth strategy. Using AGDI as a planning and policy making tool will enable countries not only to track their progress but more importantly to take concrete policy actions and measures to address gender inequality.

**Figure 1: Components of the ECA Gender Status Index**





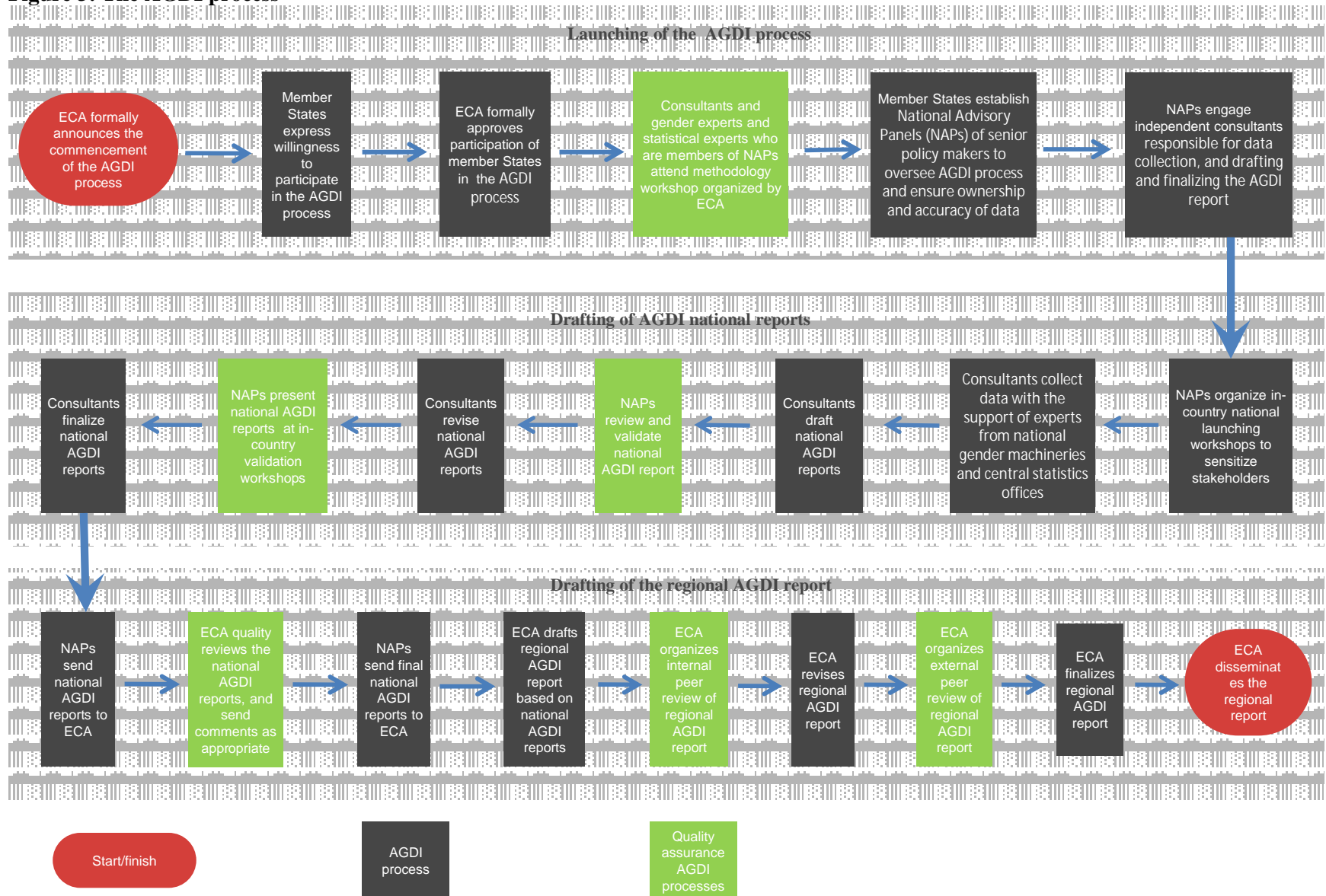
		Safe abortions	X	X																
	Education	Policies to prevent and protect female dropouts	X	X																
		Education on human/ women's rights	X	X																
Economic power 'opportunities'	Employment	ILO Convention 100 on Equal Remuneration, 1951																		
		ILO Convention 111 on Equal Remuneration, 1958																		
		ILO Convention 183 Concerning Maternity Protection at the Workplace, 2000																		
	Sustainable development (Article 19 of the Protocol to the ACHPR on the Rights of Women in Africa, 2003)	Engendering national poverty reduction strategies to ensure that gender dimensions of poverty are taken into account	X	X	X															
		Access to agricultural extension services	X	X	X															
		Access to land	X	X																
	NEPAD Framework Document, 2001	Access to technology	X	X	X															
Political power 'agency'	Peace and security	UN Security Resolutions 1325, 1820, 1888 and 1889 on Women, Peace and Security	X	X																
	Participation in decision-making	Participation of women in traditional governance	X	X																
	Policies	Gender mainstreaming in all departments	X	X																
		Support for women's quotas and affirmative action	X	X																
<b>Total score</b>																				

**Notes:** X = Not applicable

The abbreviations used in the table stand for: ACHPR - African Charter on Human and Peoples' Rights; CEDAW – Convention on the Elimination of All Forms of Discrimination against Women; CRC - Convention on the Rights of the Child; FGM – female genital mutilation; HIV/AIDS; ICPD – International Conference on Population and Development; ILO – International Labour Organization; NEPAD – The New Partnership for Africa's Development; and UN – United Nations.



**Figure 3: The AGDI process**



### **III. The African Gender and Development Index – Phase 4**

#### **A. Implementation strategy**

In the fourth phase of the implementation of the AGDI, as many of the eighteen countries that have not gone through the AGDI process will be encouraged to participate - ECA will target at least ten countries for AGDI 4. These countries are as follows: Algeria, Angola, Central African Republic, Chad, Comoros, Equatorial Guinea, Eritrea, Gabon, Guinea Bissau, Lesotho, Libya, Morocco, Mauritius, Mauritania, Sao Tome and Principe, Somalia, South Sudan, and Sudan. At the start of the process of AGDI 4, ECA will write to the ministries responsible for gender and women affairs in these eighteen countries to ascertain their willingness to participate in the AGDI process. Once countries have expressed their willingness to participate in AGDI 4, the steps outlined in figure 3 will take place.

ACG will organize a methodology workshop where three participants from each of the AGDI 4 countries will participate. The three participants will include: (a) the Director of the division/department responsible for gender and/or women's affairs who will be responsible for managing the AGDI process at the national level; (b) one staff of the ministry responsible for gender and/or women's affairs who will be responsible for the technical aspects of AGDI from a gender perspective; and (c) one staff of the national statistics office who will be responsible for the technical aspects of AGDI from a statistics perspective and who is familiar with gender statistics and gender issues. Participants will be introduced to the two components of the AGDI, its objectives and undertake practical exercises to determine the indicators and data sources to be included. Representatives from a selected AGDI 3 country will be invited to participate in the methodology workshop to share their experience with the AGDI process with participants.

ACG will also provide back stopping to participating countries during implementation to ensure that statistical calculations are done in accordance with the guidelines in the AGDI manual. Towards that end, a consultant will be hired to review the calculations of the GSI and the scoring in the AWPS in national reports. Field missions will be organized in collaboration with ECA's Sub-regional offices to provide support to participating countries.

At the national level, the process entails setting up national advisory panels to oversee and steer the AGDI process forward, and also carry out training for wider stakeholders to sensitize them on data collection and scoring procedures. In setting up the panels, representation is drawn from strategic line ministries and the central statistics offices, civil society organizations, and research institutions under the leadership of national gender machineries. The panels are also responsible for recruiting National Consultants to undertake the study and to organize the validation of the national AGDI reports to a wider stakeholder forum to ensure good quality research reports.

#### **B. Objective, outputs, and expected outcomes**

Building on progress made during the first three phases, AGDI 4 will be implemented as a monitoring and evaluation tool. The gender statistics gathered will also be used to support member States in ensuring that the planning and policy making processes address the gender dimensions and issues of concern to women and girls.

The specific objectives of AGDI 4 are as follows:

- (a) Provide African governments with data and information on the status of gender equality and the effects of their gender policies in reducing women's marginalization;

- (b) Democratize statistics and provide gender planners and development practitioners with a monitoring tool that is effective, valid, reliable and easy to use;
- (c) Equip policy-makers and their partners with a tool to integrate gender into national planning and policy making processes and to measure gender equality and promote women's right and advancement of women in economic, political, social spheres; and
- (d) Strengthen the capacity of member States to effectively integrate gender into their policies and monitor progress made in implementing international and regional commitments on gender equality and women's empowerment.

The main outputs expected from this exercise are the following:

- (a) At least 10 national AGDI reports with AGDI data produced by member States; and
- (b) A regional AGDI report synthesising the main findings of the national reports produced by ECA.

The expectation is that at the end of this process, there will be:

- (a) Enhanced capacity of researchers and statisticians in AGDI 4 countries to generate and use reliable and nationally validated gender statistics and sex-disaggregated data;
- (b) Enhanced capacity of national gender machineries in in AGDI 4 countries to address challenges of measuring their performance towards fulfilling their international and regional commitments; and
- (c) Availability of data on gender equality to be used by the ECA's Sub-regional offices to produce country profiles.

## C. Plan and budget

The main activities that will be carried out and the timelines for AGDI 4 are summarized in Table 1.

**Table 1: Activities for ADGI 4**

	Activity	Due date	Responsibility
1	Develop concept note	30 March 2016	Gonzague
2	Write to countries to ascertain their willingness to participate in AGDI4	21 April 2016	Thoko
3	Prepare background documents for Methodological Training Workshop	1 April – 31 May 2016	Gonzague
4	Send invitation letters to participants for the Methodological Training Workshop	31 April 2016	Gonzague
5	Prepare Letter of Agreements (LoA)	15 May 2016	Gonzague
6	Organise and service Methodological Training Workshop	7-8 June 2016	ACG
7	Follow-up on administrative arrangements (LoA) and financial disbursements	June 2016	Gonzague
8	Undertake country support missions	July-September 2016	ACG
9	Recruit Statistician to assist with the review of GSI and AWPS	September 2016	Gonzague

10	Provide comments on AGDI national reports	September-December 2016	ACG professional staff
11	Draft the regional AGDI report	January-March 2017	Gonzague
12	Send invitation letters to participants for the validation of the AGDI 4 regional report	15 February 2017	Gonzague
13	Organise meeting to review of regional AGDI report	April 2017	ACG
14	Finalise, edit, translate and publish AGDI report	May-July 2017	ACG/Publication section

## D. Collaborative arrangements

ACG intends to continue its partnership with ECA's Sub-regional offices in rolling out AGDI to the rest of the continent so as to ensure effective follow up and support as needed. The centre will also continue and strengthen collaboration with the African Centre for Statistics especially with the section dealing with Gender Statistics for synergic delivery and support to member States.

For AGDI 4, ACG will also work closely with the African Development Bank (AfDB). AfDB launched its Gender Equality Index in 2015. This collaboration would be beneficial to both organizations and it is hoped that it will lead to the development of a single African gender index in the future.