



1. INTRODUCTION AND BACKGROUND

The African Gender and Development Index (AGDI) was introduced by United Nations Economic Commission for Africa (ECA) in 2004 with the aim of supporting member States to measure the gap in the relative status of African men and women and to assess progress made in implementing government policies that promote gender equality and the empowerment of women and girls. The AGDI 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 was piloted during 2004 and 2005 in 12 countries: Benin, Burkina Faso, Cameroon, Ethiopia, Egypt, Ghana, Madagascar, Mozambique, South Africa, Tanzania, Tunisia and Uganda. During phase 2, it was extended to an additional 14 countries: Botswana, Burundi, Cape Verde, Congo (Republic of), Côte d'Ivoire, Djibouti, Democratic Republic of Congo, the Gambia, Kenya, Mali, Malawi, Senegal, Togo and Zambia. AGDI 3 was launched in June 2015 and consists of Guinea, Liberia, Namibia, Niger, Rwanda, Seychelles, Sierra Leone, South Africa, Swaziland, and Zimbabwe. The fourth and last phase of AGDI implementation was launched in June 2016 and includes the following countries: Chad, Guinea Bissau, Mauritius, Mauritania, and São Tomé and Príncipe. The completion of phases 3 and 4 will bring the total to 41 countries that have undertaken national AGDI studies, with South Africa undertaking the process twice.

This report presents the status of gender equality in the fifteen African countries that were part of phases 3 and 4 of the AGDI, and highlights the disparities between men and women in the areas covered by the AGDI. It is based mainly on the findings of the national reports prepared by the fifteen countries covered by the report as part of the AGDI. These were supplemented by additional data and information from international databases to ensure that a consistent dataset is used in the analysis, as well as other national and international sources and journal articles. The publications prepared under the aegis of United Nations Treaty Bodies in particular the Committee on Elimination of Discrimination against Women, the Committee on the Rights of the Child and the Human Rights Council, were also used to provide supplementary information for the analysis.

Methodology

The process involved in undertaking the AGDI in a country is summarized in Chart 1.1. It starts when a country expresses its willingness to be part of the AGDI, and include training of the key personnel involved in the process, setting up a representative national advisory panel, recruiting an independent national consultant and drafting the national AGDI report. The national gender machinery takes the lead role in managing the AGDI process at the national level, while a national advisory panel is set up to oversee and steer the process (see Box 1.1).

BOX 1.1. THE AGDI NATIONAL ADVISORY PANEL

An important component of the AGDI process is the national advisory panel (NAP) which oversees and steers the process and conduct stakeholder training on data collection and scoring procedures. In setting up the panel, representation is drawn from strategic line ministries, the national statistics office, civil society organizations and national research institutions. The panel is also responsible for recruiting a national consultant to undertake the study and organize the validation of the national AGDI report at a wider stakeholder forum. Consultative and participatory meetings are held between NAP members and the national consultant to assess progress in the implementation of gender policy commitments and facilitate consensus among strategic actors and develop the rationale for the scoring presented in the African Women's Progress Scoreboard.

Source: ECA (2017).

ECA organized methodological workshops in June 2015 and June 2016 for AGDI Phase 3 countries and Phase 4 countries respectively. A consultant is recruited by the national advisory panel to collect data, and

draft and finalize the AGDI national report supported by a team of experts from the national gender machinery and national statistics office. The AGDI findings are summarized in the national AGDI report.

The structure of the AGDI

The AGDI consists of two complementary 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 in terms of implementing regional and international commitments on gender equality and women's empowerment.

a. The Gender Status Index

The GSI consists of three blocks: the Social power block which measures human capabilities; the Economic power block which measures economic opportunities; and the Political power block 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, summarized in Chart A1.1 in the Annex. The indicators receive equal weight within each sub-component and component, ensuring that the three blocks have the same weight in arriving at the GSI.

The GSI for most of the indicators is calculated the same way, by dividing the indicator for female achievement by that for male achievement for the particular variable. For indicators which refer to numbers or shares, the share of females in the total value is used.

However, there are eight so-called reverse indicators that do not follow the rule. These are related to health (stunting, underweight, mortality, prevalence of HIV/AIDS); income (share of women under the poverty line); time-use (non-market economic activities, domestic, care and volunteer activities); and employment (youth unemployment rate). The GSI for reverse indicators is calculated as:

$$(1-R_w) / (1-R_m)$$

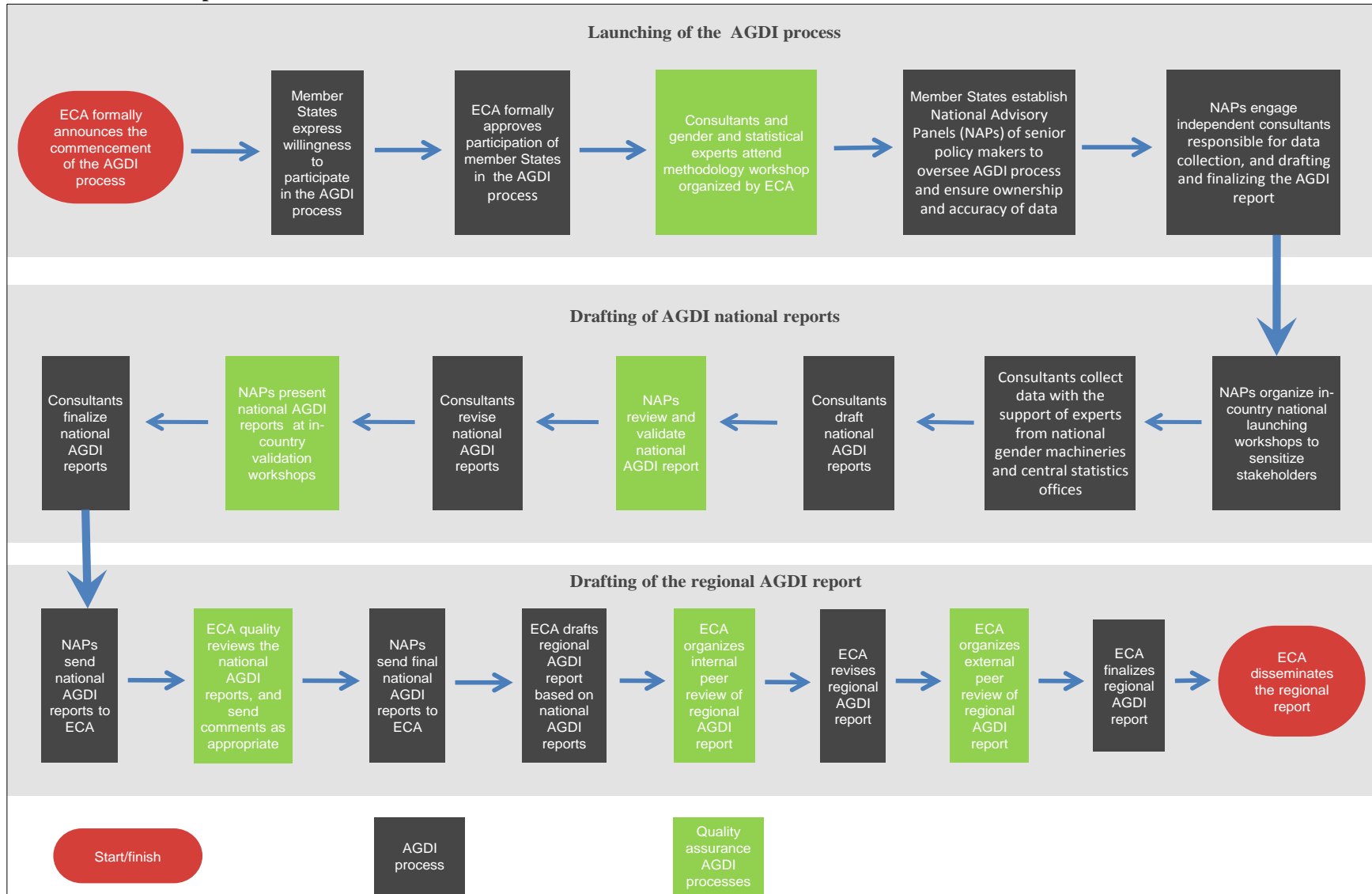
where R_w = ratio for women and R_m = ratio for men.

If an indicator is missing, the other indicators of the sub-component are re-weighted, to take account of the actual number of available indicators.

Data for the indicators in the GSI are collected from diverse sources including census reports, demographic and health surveys, labour force surveys, living standards measurement studies, and administrative reports.

Table A1.1 in the Annex shows an example of a completed GSI.

Chart 1.1: The AGDI process



b. The African Women's Progress Scoreboard

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 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); the 1989 Convention on the Rights of the Child (CRC) and its optional protocols adopted in 2000; the International Conference on Population and Development (ICPD) Programme of Action; the Millennium Declaration of 2000 which defined eight Millennium Development Goals; the 1995 Beijing Platform for Action; 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 Organization.

The AWPS is composed of four blocks: a Women's rights block, in addition to the three blocks in GSI - Economic power, Political power, and Social power. The components of the AWPS are presented in the form of a table 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 have committed to implement, as well as issues identified as crucially affecting women's lives, for which pertinent policy and implementation actions are expected from governments. These issues include maternal health, HIV/AIDS, family planning, the provision of safe abortion services, gender-based violence, harmful practices, school completion, and gender mainstreaming in all departments.

The horizontal axis of the AWPS identifies specific actions taken in order to implement and address the issues listed in the vertical axis. These include: ratification of and reporting on global and regional legal instruments; promulgation of laws and other legal measures; policy commitment; development of plans to achieve gender targets (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; capacity enhancement; and accountability and transparency.

The AWPS uses a simple scoring system to quantify the performance of governments on issues that have been agreed at global and regional levels in relation to gender equality and the empowerment of women and girls. The scoring is done by the countries themselves. Scoring is based on a three-point scale – 0, 1 and 2 – where generally, 0 shows no action on implementation; 1 shows some or partial implementation, and 2 is good or full action taken with respect to an issue. The total score for each of the specific items to be measured on the vertical axis is calculated in the relevant section of the AWPS. The percentage is calculated by dividing the total score by the maximum possible score for that particular issue. The scoring for the issues on the horizontal axis of the AWPS is summarized in Table A1.2 in the Annex, while Table A1.3 shows an example of a completed AWPS.

Countries covered by this report

The following countries are covered by this report: Chad, Guinea, Guinea-Bissau, Liberia, Mauritania, Mauritius, Namibia, Niger, Rwanda, Sao Tome and Principe, Seychelles, Sierra Leone, South Africa, Swaziland and Zimbabwe. Based on the patterns observed in the analysis of the findings and to facilitate reporting of the results, the report further groups the countries, except for Rwanda, as follows: Central and Western African countries (Chad, Guinea, Guinea-Bissau, Liberia, Mauritania, Niger and Sierra Leone); Southern African countries (Namibia, South Africa, Swaziland and Zimbabwe); and Small Island Development States (Mauritius, Sao Tome and Principe and Seychelles).

[To come: Brief profile of countries]

Structure of the report

The report is structured into eight chapters including this introductory chapter. **Chapter 2 Commitment to women's rights** and **Chapter 3 Commitment to combat gender-based violence** consolidate the findings of Women's Rights Block of the African Women Progress Scoreboard. **Chapter 4 Commitment to education for all** and **Chapter 5 Commitment to quality health care** discuss the findings of the Social power block of both the Gender Status Index and African Women Progress Scoreboard. The results of the Gender Status Index and African Women Progress Scoreboard for the Economic power block and Political power block are discussed in **Chapter 6 Access to economic opportunities and resources** and **Chapter 7 Women's Agency and decision-making** respectively. **Chapter 8 Conclusion and policy recommendations** presents conclusions on the findings from Phases 3 and 4 of the AGDI and flags recommendations to reinforce strategies that African countries need to put in place in order to advance gender equality and women's empowerment in the continent. Although the AGDI was conceptualized before the adoption of the African Union's Agenda 2063 and the global 2030 Agenda for Sustainable Development, as far as possible the report takes account of the two agendas and relate the performance of the countries covered by the report to the targets that they set.

ANNEX

Table A1.1. Calculation of the Gender Status Index

Component	Sub-component	Indicator	F	M	Index	Sub-component	Component	Block
Education	Enrolment	Early childhood enrolment	11.2	20.5	0.546			
		Primary enrolment rate (net)	58.6	83.7	0.700			
		Secondary enrolment rate (net)	19.0	39.5	0.481			
		Tertiary enrolment rate (gross)	2.4	9.6	0.250	0.494		
	Completion	Proportion of pupils starting primary grade 1 who reach last grade	56.1	75.9	0.739	0.739		
	Literacy	Literacy rate of 15-24 year-olds	33.2	57.4	0.578	0.578	0.604	
Health	Child health	Stunting of under-5s (minus 2 standard deviations)	27.0	27.3	1.004			
		Underweight under-5s (minus 2 standard deviations)	22.1	25.4	1.044			
		Under-5 mortality	163.3	162.3	0.999	1.016		
	HIV/AIDS	HIV/AIDS prevalence among 15-24 year-olds	1.5	0.8	0.993			
		Access to ART	40.0	44.0	0.909	0.951	0.984	0.794
Income	Wages	Wages - agriculture	64.6	95.9	0.674			
		Wages - civil service	396.38	502.28	0.78			
		Wages - formal sector	568.65	609.34	0.933			
		Wages - informal sector	50.65	62.25	0.815	0.803		
	Income	Income from informal enterprise	274.18	688.88	0.398			
		Income from small agricultural household enterprise	447.68	499.13	0.897			
		Proportion of population under the poverty line	28.7	13.8	0.827	0.707	0.755	
Time-use and employment	Time-use	Time spent in market economic activities (as paid employee, own-account or employer)	3.3	3.7	0.892			
		Time spent in non-market economic activities or as unpaid family worker in market economic activities	0.6	0.3	0.500			
		Time spent in domestic, care and volunteer activities	3.3	1.0	0.303	0.565		
	Employment	Share of population in non-agricultural wage employment	24.3	75.7	0.321			
		Youth unemployment rate	14.1	17.5	1.041	0.681	0.625	
Access to resources	Means of production	Ownership of rural land/farms	235,144	1,315,232	0.179			
		Ownership of urban plots/houses	81,603	413,205	0.197			
		Ownership of livestock	235	2,503	0.273			
		Access to credit (commercial and micro-credit)	39,205	72,905	0.538	0.297		
	Management	Employers	2,822	16,442	0.172			
		Own-account workers	35,237	72,583	0.483			
		High civil servants (Class A)	1,360	9,140	0.149			
		Members of professional associations	297	3,211	0.092	0.224	0.261	0.547
Public sector	Members of parliament	42	505	0.083				
	Cabinet ministers	6	46	0.130				
	Higher positions in civil service and parastatals	75	342	0.766				
	Employment in the security forces	1,325	15,233	0.087				
	Judges of higher courts	12	53	0.226				

	Judges of lower courts	42	305	0.138	0.225	
	Judges of traditional and religious courts	3	105	0.029		
	Members of local councils	8,246	27,965	0.295		
Civil society	Number of traditional rulers	241	1,352	0.178		
	Senior positions in political parties	6	33	0.182		
	Senior positions in trade unions	226	679	0.333		
	Senior positions in employers' associations	11	42	0.262		
	Senior positions in NGOs	29	370	0.078	0.214	0.215
Gender Status Index						0.519

Source: United Nations Economic Commission for Africa (2011). *The African Gender and Development Index*. ECA: Addis Ababa
Notes: ART – anti-retroviral treatment; F – female; and M – male.

Table A1.2. Activity scoring on the horizontal axis of the African Women's Progress Scoreboard

Activity	Scoring
Ratification of international or regional convention or charter	0 - Not adopted 1 - Adopted with reservations 2 - Adopted without reservations
Reporting	0 - No reporting 1 - Only some reporting done 2 - Reporting is up to date
Law or other legal measure	0 - No law or legal measure 1 - Draft law 2 - Law or measure ratified in parliament
Policy commitment	0 - No policy 1 - Draft policy, not fully elaborated 2 - Fully elaborated policy, approved by parliament
Development of a plan/gender plan	0 - No plan has been prepared 1 - The development of a plan/gender plan is in process or an inadequate plan has been developed 2 - The plan/gender plan has been fully elaborated with clear objectives and targets set, and is in use
Targets set	0 - No targets or measurable objectives specified 1 - General objectives specified but no targets set 2 - Specific objectives identified and measurable targets set
Institutional mechanism	0 - No institutional mechanism identified 1 - Within a general department, focal person appointed without special mandate, or only at the national level, while implementation should reach down to local level 2 - Specific department, focal point or gender desk within departments or regional or local administration identified at appropriate level, to ensure effectiveness
Budget	0 - No government budget allocated for this item 1 - Some funds allocated, but not sufficient to cover the costs needed to meet the targets set in the gender plan or unclear what kind of total budget is allocated to gender-related issues 2 - Sufficient government budget allocated to cover the targets set in the gender plan
Human resources	0 - No specific staff assigned 1 - Some staff assigned, but with insufficient gender expertise and without sufficient support or at too low a level in the administrative hierarchy 2 - Qualified high-level staff provided with the requisite support
Research	0 - No research needs identified and no research commissioned 1 - Some research areas are identified and implemented 2 - Research needs identified and adequate research conducted or commissioned
Involvement of civil society	0 - No attention paid to civil society, no consultation has taken place, no support foreseen 1 - Some attention paid to civil society 2 - Extensive process of consultation has taken place with the appropriate non-governmental organizations, and support for and collaboration with civil society incorporated in key activities
Information and dissemination	0 - No information efforts undertaken 1 - Some campaigns undertaken, but limited in coverage, because of language, media or other constraints such as the wide divergence between ethnic groups in a country 2 - Extensive campaigns reaching wide sectors of the population conducted
Monitoring and evaluation	0 - No monitoring and evaluation mechanism in place, no tools and appropriate indicators put in place

		<ul style="list-style-type: none"> 1 - Monitoring and evaluation tools identified and process put in place but not satisfactorily 2 - Adequate monitoring and evaluation under way or undertaken
Capacity enhancement		<ul style="list-style-type: none"> 0 - No training opportunities provided by the government 1 - Training opportunities offered do not make for optimum staff productivity 2 - Sufficient training and retraining opportunities provided by the government to maximize the capacity of staff to work effectively
Accountability and transparency	and	<ul style="list-style-type: none"> 0 - Government has made no effort to ensure accountability and transparency 1 - Government has made limited effort to ensure accountability and transparency 2 - Government ensures that stakeholders are fully informed about intentions, plans, programmes. and budgets available

Table A1.3. An example of the African Women’s Progress Scoreboard

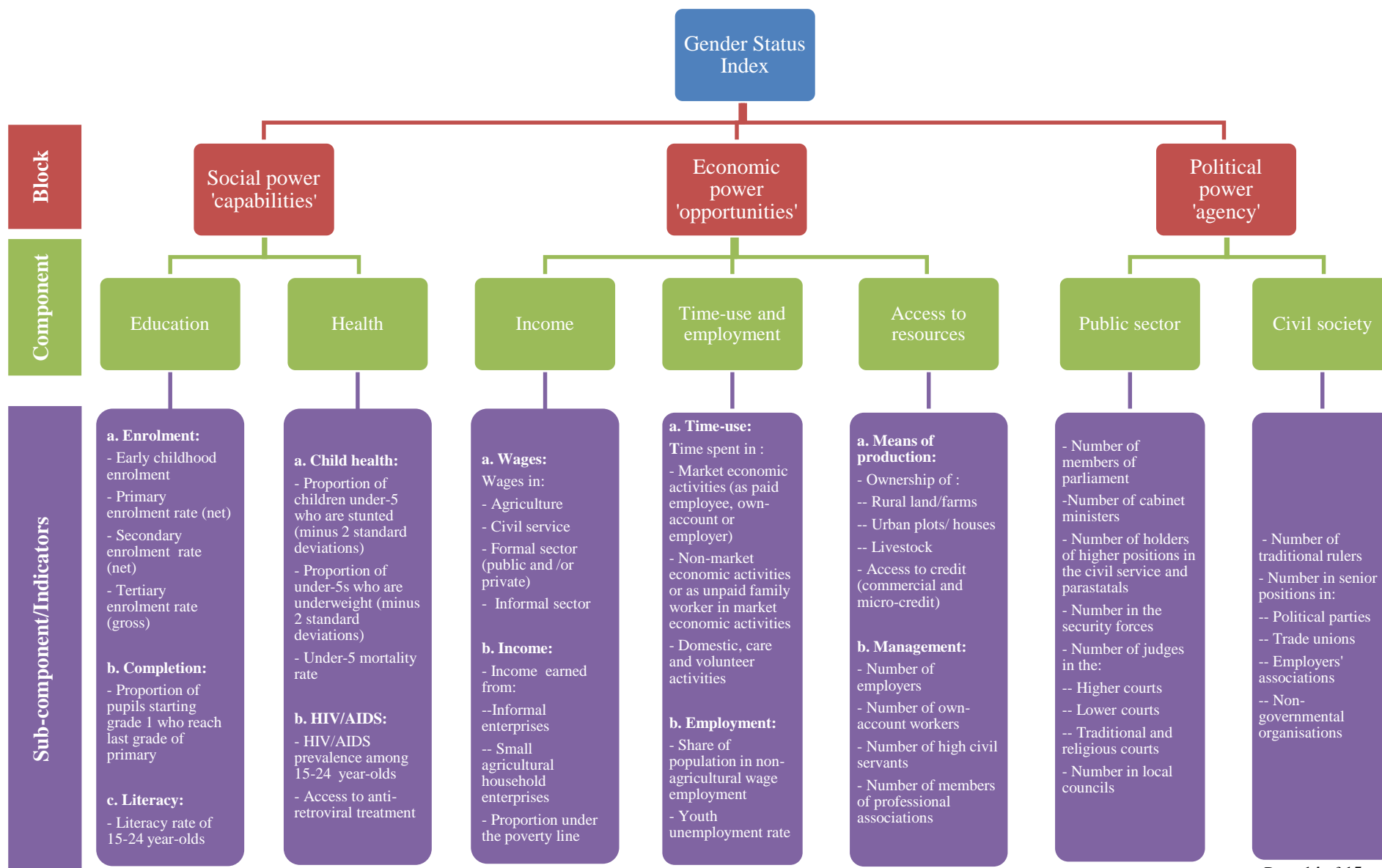
		Ratification	Reporting	Law	Policy commitment	Development of a plan	Targets	Institutional mechanisms	Budget	Human resources	Research	Involvement of civil society	Information and dissemination	Monitoring and evaluation	Capacity enhancement	Accountability/transparency	Total	Percentage	
Women’s rights	International and regional legal instruments on women’s rights	CEDAW	2	1	2	1	1	1	1	1	1	1	1	1	1	1	17	48	
		CEDAW, 1979 (Article 2)	X	X	2	1	1	1	1	1	1	1	0	0	0	0	10	38	
		CEDAW, 1979 (Article 16)	X	X	2	1	1	1	1	1	1	1	0	0	0	0	10	38	
		Optional Protocol to CEDAW, 1999	1	X	X	X	X	X	X	X	0	0	0	0	0	0	1	7	
		Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa, 2003	X	2	1	1	1	0	0	0	1	1	1	0	1	1	0	10	36
		Beijing Platform for Action, 1995	X	2	1	1	2	1	1	0	1	1	1	1	1	1	1	15	53
		Solemn Declaration on Gender Equality in Africa, 2004	X	0	1	2	1	0	1	0	0	0	1	1	1	1	1	10	35
		African Charter on the Rights and Welfare of the Child	0	2	2	1	1	1	2	1	1	1	1	1	1	1	1	17	56
Social power ‘capabilities’	Violence against women and children	Harmful practices: FGM; early/forced marriage; widowhood rites	X	X	2	2	2	2	1	1	1	2	1	1	1	1	1	18	69
		Review and modification of customary law	X	X	0	1	1	0	0	0	0	2	0	1	1	0	0	6	23
		Domestic violence	X	X	2	1	1	1	1	0	1	1	1	1	0	1	1	12	46
		Rape	X	X	1	1	1	1	1	0	1	1	1	1	1	1	1	12	46
		Statutory rape/defilement	X	X	2	2	1	1	1	1	1	1	1	1	1	1	1	15	57
		Sexual harassment	X	X	1	0	0	1	1	0	0	1	1	1	1	0	0	7	27
		Protocol to Prevent, Suppress and Punish of Trafficking in Persons, especially Women and Children, 2000	2	1	2	1	1	1	1	0	1	1	1	1	1	0	0	14	46
		Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography, 2000	2	1	2	1	1	1	1	0	1	2	1	1	1	1	1	17	56
		Optional Protocol to the CRC on the Involvement of Children in Armed Conflict, 2000	0	0	1	1	0	0	0	0	1	1	0	0	0	0	0	4	13
		Health - ICPD Plan of Action	HIV/AIDS	X	X	0	2	2	1	1	1	2	2	2	2	1	1	18	69
		Maternal mortality	X	X	2	2	2	2	1	1	1	2	2	1	1	1	19	73	
		Family planning	X	X	1	2	2	2	1	1	1	2	2	2	1	1	19	73	
		Safe abortion	X	X	0	1	0	0	1	0	1	2	1	0	0	0	6	23	

Political power 'agency'	Education	Policies to prevent and protect female dropouts	X	X	1	1	1	1	1	1	1	1	1	1	1	1	1	13	50
		Education on human/women's rights	X	X	0	1	0	0	0	0	0	0	1	1	0	0	0	0	3
	Employment	ILO Convention 100 on Equal Remuneration, 1951	2	2	2	2	2	2	1	0	1	1	1	1	1	1	0	19	63
		ILO Convention 111 on Equal Remuneration, 1958	2	2	2	2	2	2	1	1	1	1	1	1	0	1	1	20	66
		ILO Convention 183 concerning Maternity Protection at the Workplace, 2000	1	0	1	1	0	0	0	0	0	0	0	0	0	0	0	3	10
	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	2	1	1	1	1	0	0	0	0	0	1	0	7	29
		Access to agricultural extension services	X	X	X	0	1	0	1	0	1	0	1	0	0	1	1	6	50
		Access to land	X	X	X	0	1	0	0	0	1	0	0	0	0	0	0	2	16
	NEPAD Framework Document, 2001	Access to technology	X	X	0	1	0	0	0	0	0	1	0	0	1	0	0	3	11
	Peace and security	UN Security Council Resolutions 1325, 1820, 1888 and 1889 on women, peace and security	1	X	1	1	0	0	0	0	0	0	0	0	0	0	0	3	10
	Participation in decision-making	Participation of women in traditional governance	X	X	0	1	0	1	1	0	0	1	1	1	1	1	0	8	20
		Participation of women in peace processes and negotiations	X	X	0	1	0	0	0	0	0	0	0	0	1	0	0	1	3
	Policies	Gender mainstreaming in all departments	X	X	1	1	2	2	1	1	1	1	1	1	1	1	1	15	57
		Support for women's quotas and affirmative action	X	X	0	1	1	0	0	0	0	0	0	0	0	0	0	2	7
	Total score																	356	38

Source: United Nations Economic Commission for Africa (2011). *The African Gender and Development Index*. ECA: Addis Ababa.

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 – human immunodeficiency virus/acquired immunodeficiency syndrome; ICPD – International Conference on Population and Development; ILO – International Labour Organization; NEPAD – New Partnership for Africa's Development; and UN – United Nations.

Chart A1.1: Components of the ECA Gender Status Index



Reference

Economic Commission for Africa (2017). *The African Gender and Development Index: Technical note*.