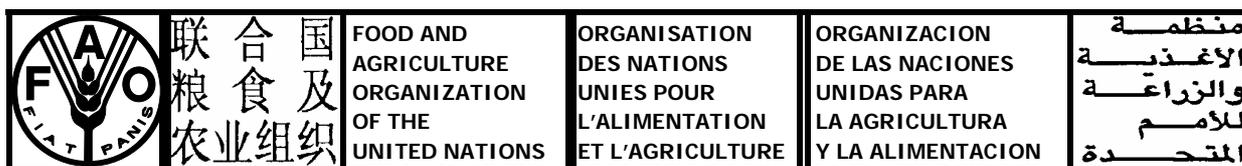


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## Agenda Item 7

<b>COMMISSION DES STATISTIQUES AGRICOLES POUR L'AFRIQUE</b>
<b>Dix-Neuvième Session</b>
<b>MAPUTO, MOZAMBIQUE, 24 - 27 OCTOBER 2005</b>
<b>INTRODUCING THE AFRICAN GENDER AND DEVELOPMENT INDEX - AGDI</b>
<b>African Center for Gender and Development</b>

**Introduction**

United Nations regional commissions have been mandated to facilitate the effective implementation, monitoring and evaluation of the international and regional platforms and plans for Action on gender equality and women's advancement. Within the framework of this mandate, the Economic Commission for Africa/African Center for Gender and Development (ECA/ACGD) developed, from 2002 to 2004, the African Gender and Development Index (AGDI) to provide African policy makers and their partners with an appropriate tool to monitor progress towards gender equality and women's advancement.

**I. What is AGDI?**

AGDI is a tool that ECA has developed to provide Member States with a monitoring mechanism for tracking their performance in implementing their international and regional gender commitments. It is:

- ⇒ A *composite index* that combines both quantitative indicators on gender equality and qualitative indicators on women's empowerment through its two parts, the Gender Status Index (GSI) and the African Women's Progress Scoreboard (AWPS).
- ⇒ A *specifically African index* in three respects. First it takes into account the major African charters and documents that have a bearing on gender relations. Second it identifies gender gaps in selected power blocks (social, economic and political) and facilitates the review of the underlying gender relations in Africa. Third, its findings are specifically from the African countries, based on nationally available statistics.

- ⇒ A common African platform for assessing the performance of Member States towards gender equality, analyzing issues as they come across countries and sharing information on how countries are addressing them.
- ⇒ A valuable and comprehensive *tool for streamlining reporting* on all regional and international gender documents. It encompasses the major regional and international gender documents such as: the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and its Optional protocol on women's rights; the Beijing PFA and its follow up processes; the International Conference on Population and Development (ICPD), Cairo 1994, and ICPD PoA +5; the Millennium Development Goals (MDGs); the African Charter on Human and People's Rights and its protocol on the rights of women in Africa.

## **II. Why has ECA developed the AGDI?**

Effective gender mainstreaming requires baseline sex-disaggregated data and indicators of outputs, outcomes and impact on Governments performance in achieving equality. The AGDI was intended to address the lack of sex-disaggregated data and to overcome the technical challenges for tracking progress in the advancement of women and gender equality. The tool provides a mechanism for measuring the status of women as compared to men's in the social, economic and political spheres. In developing this index, ECA hoped to achieve the following objectives:

- ⇒ To provide African policymakers and their partners with an appropriate tool to measure gender equality and equity, and women's empowerment and advancement;
- ⇒ To help monitor the progress made in implementing conventions that African countries have ratified;
- ⇒ To democratize statistics and qualitative monitoring tools that are easy to use and are effective; and
- ⇒ To stimulate interdepartmental cooperation within the Ministries in which it will be applied.

## **III. Methodology for developing the AGDI**

Before the AGDI, numerous indexes have been developed to measure gender equality and women's empowerment. These include the Gender-related Development Index (GDI) and the Gender Empowerment Measure (GEM) developed by the United Nations Development Programme (UNDP). These two indexes have been the first global instruments to demonstrate that the level of gender equality in a country is not solely dependent upon a country's economic performance. However, the GDI and GEM are still closely related to a country's Gross Domestic Product (GDP). Moreover, the international database used by the UNDP is not always adequate to capture African realities. Besides, by focusing on quantitative issues, the GDI and the GEM ignore qualitative issues such as women's rights.

Through the development of the African Gender and Development Index (AGDI), ECA took further the steps initiated by the UNDP by separating the gender status from a country's GDP, making use of data sets that are nationally available and incorporating qualitative issues. The AGDI maps out gender gaps between men and women in all spheres and at various levels and tracks progress towards gender equality and women's advancement in both quantitative and qualitative ways. It provides an effective monitoring mechanism that policy makers can use to assess their performance in implementing the various documents African countries have ratified.

The development of the AGDI involved various steps which include the following:

1. Definition of a theoretical framework by reviewing existing indices and any global agreements and charters to which African countries are signatories;
2. Presentation of the proposed Index for scrutiny to a working group comprised of statisticians, economists, gender experts, and sociologist/development experts for strict scrutiny;
3. Presentation of the proposed Index to a Regional Advisory Panel comprised of panelists from the twelve countries in which the index was to be piloted as well as representatives from the United Nations Population Fund (UNFPA), the World Bank, the United Nations Development Fund for Women (UNIFEM) and other partners for discussion and validation;
4. Launching of AGDI at the Fourth African development Forum (ADF IV) in Addis Ababa on 12 October 2004 and endorsement by Ministers and experts during the Seventh African Regional Conference on Women (Beijing + 10) held in October 2004 during ADF IV. During the Beijing +10 Ministerial conference, African ministers and experts acknowledged the AGDI as a critical tool to monitor progress in achieving gender equality and equity and recommended its extension to all African countries.
5. Trial phase application of the Index in twelve countries in order to determine its feasibility, relevance, and applicability and improve the availability of gender disaggregated data: Benin, Burkina Faso, Cameroon, Ethiopia, Egypt, Ghana, Madagascar, Mozambique, South Africa, Tanzania, Tunisia and Uganda.
6. The results of the field trials will be published in the African Women's Report to be launched in December 2005. Subsequent editions of the AWR will allow for more in-depth analysis of both individual indicators and of particular trends and salient issues. A major focus will be on best practices, in order to allow African governments to learn from the experiences of neighboring countries.
7. ECA is currently preparing the extension process of the AGDI to all African countries in two phases: 25 countries will be covered in 2006-2007 and the remaining 16 countries in 2008-2009.

#### **IV. The components of the AGDI**

##### **1 Quantitative assessment of gender equality: the Gender Status Index (GSI)**

In each participating country, the research institution collects 42 sex-disaggregated variables distributed into three blocs:

- *The social power block 'capabilities' with two components:*
  - Education measured by variables on enrolment, dropout and literacy.
  - Health measured by variables on child health, life expectancy at birth, new HIV infection and time spent out of work.
- *The economic power bloc 'opportunities' with three components:*
  - Income measured by variables on wages in agriculture, in civil service and in the formal sector, and on income from informal enterprise, small agricultural household enterprises and remittances and intra-household transfers.

- Time use or employment measured by variables on time spent in market economic activities and in non-market economic activities, and on employment.
- Access to resources measured by access to means of production and to management positions.
- *The political power bloc 'agency' with two components:*
  - Representation in key decision making positions in the public sector
  - Representation in key decision making positions in civil society.

Each one of the three blocks has the same weigh in the computation of the GSI. Within each block, each component carries the same weigh. In each component, all sub-components weight the same. The more the GSI is close to 1, the better the performance on gender equality is in the country.

For each variable, the indicator of gender equality is calculated the same way: it consists in the comparison of female achievement to male achievement. For variables with a negative connotation, the indicator is obtained by comparing male achievements to female achievements. The indicator is also calculated for each component and for each block. Then the Gender Status Index which takes into account all the 42 variables is compiled to give the overall gender profile of the country.

**Box 1: Agricultural sex disaggregated indicators in the GSI: Preliminary findings from the AGDI field studies**

***Wages in agriculture***

The data is obtained from agricultural surveys, censuses or household surveys. The indicator is obtained by dividing by comparing female wages to male wages.

- Burkina: the indicator for year 2003 is 0.257 (data from EP 3, 2003), showing great gender disparities.
- Ethiopia: the data was not available. Therefore a proxy was utilized: the rural household income from wages and salaries classified by the sex of the head of household. For year 2000, the indicator is 0.67 (data from the 1999/2000 Household income, Consumption and Expenditure Survey). To a lesser extent than Burkina, gender inequality features in wages and salaries. However, the research team noted the data does not fully reflect the reality for two reasons: (i) it does not show unpaid family labor mainly done by women; (ii) women headed households represent a small fraction of the population.
- South Africa: the indicator is 0.766 for the mean wages in agriculture according to data from the Labor force survey 2001.

***Income from small agricultural household enterprises***

The data is usually obtained from agricultural surveys and living standards measurement studies (LSMS). This data is difficult to obtain, therefore a proxy is proposed for this indicator. Household living conditions surveys usually publish income per head or per household by socioeconomic category of the household head and among the socio-economic categories, there is the category of small farmers.

- Burkina: the indicator for the average monthly monetary income of households with activities from primary sector according to the gender of the head of household is 0.249 for 2003 (data from EP3). However, the size of the household differs: 4.1 for female-headed households and 6.7 for male-headed households.
- Ethiopia: the data was obtained from the 1999/2000 Household Income, Consumption and Expenditure Survey. For the income from small agricultural household enterprise classified by the sex of the head of the household, the indicator is: 0.897 for year 2000.
- South Africa: the data is not available.

***Ownership of rural/urban plots/houses or land***

- Burkina: the indicator for the number of cultivated plots according to the sex of the owner is 0.604 for year 2001, and 0.587 for 1998, showing a favorable trend towards more gender equality (data collected from the land registration records).
- Ethiopia: the indicator is 0.315 for the ownership of land classified by the sex of the head of the household for year 2000 (data obtained from the Welfare monitoring survey, 2000), which shows great disparities between men and women.
- South Africa: the data is not available as the land registration records do not disaggregate by gender.

**2. Qualitative assessment of performance on women's advancement: the African Women's Progress Scoreboard (AWPS)**

In each country, the research team assesses the level of implementation of all key women's rights and gender equality regional and international documents classified within four blocs:

- *Women's rights bloc:*
  - CEDAW, with a special attention to its optional protocol, article 2 on the principle of equality of men and women in national constitutions and other legislations and article 16 on marriage and family relations.
  - The African Charter on Human and People's Rights, women's rights protocol – harmful practices.
  
- *Social bloc:*
  - Beijing PFA.
  - Violence against women: domestic violence, rape, sexual harassment and trafficking in women.
  - Health- ICPD PoA plus five: sexually transmitted infections, HIV/AIDS, maternal mortality and contraception.
  - 2001 Abuja Declaration on HIV/AIDS and women.
  - Education: policy in girls school dropouts and education on human/women's rights.
  
- *Economic bloc:*
  - ILO Conventions and policies: Convention 100 on Equal remuneration, Convention 111 on Discrimination and Convention 183 on Maternity protection at the workplace and policy on HIV/AIDS.
  - Engendering national poverty reduction strategy papers (PRSP) and other development plans.
  - Access to agricultural extension services.
  - Access to technology.
  - Equal access to land.
  
- *Political bloc:*
  - UN Resolution 1325 on conflict prevention.
  - Beijing PFA effective and accessible national machinery.
  - Policies on the following: support for women's quota and affirmative action; decision making positions within parliament/ministries; gender mainstreaming in all departments.

For each convention or document, the research team collects information on the following measurements:

- Ratification: was the international convention or document ratified, with or without reservation?
- Reporting: has the country met all the reporting requirements;
- Law: was a national law passed on the specific gender issue;
- Policy commitment: have policy documents specifying the particular intentions of Governments to address the specific issue and the activities to be undertaken to reach their goals been passed?
- Development of a plan/gender plan: has a plan with clear objectives and particular activities been elaborated?
- Targets: have realistic and measurable targets been set?
- Institutional mechanism: have Government departments or institutions organized adequate institutional mechanisms, such as gender desks or focal points, at appropriate levels to implement the specific convention or document?
- Budget: have Governments paid attention to the gendered impact their budget has on the specific item by allocating sufficient resources for the implementation of the gender plan specified earlier?
- Human resources: is sufficient and qualified staff employed to implement the necessary gender related activities?
- Research: has Government taken sufficient care to ensure that data collection and analysis on the specific item take place?
- Involvement of civil society: how is Government collaborating with NGOs on the specific on the particular item?
- Information and dissemination: Do Governments undertake sufficient efforts to ensure that the population is aware of the specific issue, and whether the information spread is correct and will reach people in a language they understand?
- Monitoring and evaluation: is the gender policy or plan under consideration monitored and are appropriate indicators to measure progress for the particular item being used?

The performance of member States on each measurement for each convention is scored on the basis a three-point scale: 0 for a zero performance, 1 for a poor – fair performance and 2 for a good to excellent performance. A detailed narrative substantiates the score attributed on each measurement.

**Box 2: Agricultural gender sensitive qualitative indicators in the AWPS: preliminary findings from the AGDI field studies**

**Access to agricultural extension services**

Large numbers of African women are farmers while agricultural extension services are more often directed at men. These services must take gender equality concerns into account. For example, in some regions, women's mobility is more restricted than men's, which may prevent women from traveling to meetings or offices. Such constraints should be overcome to improve women's access to agricultural extension services for increased productivity and income. Through the AWPS, research institutions have assessed whether Governments have adopted a policy document to address the specific barriers to women's access to agricultural extension services and the extent to which such document is implemented.

The review of national AGDI reports has showed that some pilot countries have elaborated a policy and/or established institutional frameworks on women's access to agricultural services, e.g.:

- The National plan for women's access to agricultural services in Burkina (1994/95 and 1998/99);
- The setting up of the Policy and Coordination Unit for Women in Agriculture (1992) in Egypt;
- In Tunisia, a project for women's access to agricultural extension services is implemented since 1988;
- Gender equality objectives in the master plan for agricultural and rural development in Benin (2001);
- The setting up of a 'Women in Agricultural Development' Unit to promote gender equity in agriculture in Ghana.

Some countries such as Ethiopia have scored extremely low on the variable. In all pilot countries, effort is needed with regard to the development of specific plans with achievable targets, adequate resources and clear monitoring and evaluation mechanisms. For many countries, insufficient number of female agricultural extensionists remains a great impediment for having direct access to women farmers.

### *Equal access to land*

The rights of women to inheritance and ownership of land and property was stressed by various instruments such as the Beijing Platform for Action and the Convention of the Elimination of all forms of Discriminations Against Women. The AWPS measures whether women have equal access to and control of land and whether Governments have taken the necessary measures to remove rules of inheritance or other practices which prevent women from having the same access to and control over land of the same quality as their male family members have.

The results of the field studies evidence that some countries have set some mechanisms to bridge gender gaps in this area.

- In Benin, although there is no specific policy, there are political statements to revise the land rights. The new family law gives women and men the same rights for land ownership.
- In Egypt, some general objectives are set to improve women's access to land through enhancing their awareness of their legal rights to land ownership and control.
- In Ethiopia, the Federal Constitution and Federal Land Administration laws include provisions that ensure equal access to land. The Federal Constitution states that 'women have the right to acquire, administer, control, use and transfer property. In particular they have equal rights with men with respect to use, transfer, administration and control of land. They shall also enjoy equal treatment in the inheritance of property'. The Federal Rural Land Administration Law also states such rights.
- In Madagascar, the legal provisions allow women to equally acquire and inherit land.
- In South Africa, the White paper on land policy issued in 1997 places emphasis on the removal of legal restrictions on women's access to land, including marriage, inheritance and customary law.
- In Tanzania, the Village Act and Land Act 1999 S.3 (2) provides 'the Right of every woman to acquire, hold, use and deal with land to the same extent and subject to the same restrictions as has been the right of any man'. There are also provisions for women's representation in village land councils.

Despite these positive trends, law enforcement mechanisms and institutions remain very weak as well as dissemination of information on land rights. This is further constrained by the co-existence of customary practices and legal reforms of land rights with regard to ownership and inheritance.

### **V. Areas needing improvement**

- The AGDI does not assess gender relations in reference to absolute levels of well-being. It only measures the gender gap, irrespective of the general socio-economic performance of a country. The AGDI must thus be used in combination with measures that do indicate such absolute levels, such as the Human Development Index (HDI).
- The AGDI uses national data, which allows the research teams to present a wider set of data than are used in the other indices. However, not all data that the AGDI ideally requires is always available.

- The AGDI focuses only on gender equality and the status of women. It does not refer to other intersecting factors of oppression, such as race, ethnicity, the rural/urban gap and age.
- The AGDI only deals with the national level and does not yet measure gender disparities at the local level (household and community levels; urban-rural analysis).
- Some key variables on gender equality and women's empowerment are not yet included in the Gender Status Index and in the African Women's Progress Scoreboard. These include: water and sanitation; settlement and housing; local governance; TB and malaria which are killer diseases in Africa. The inclusion of such issues will be discussed when indicators will be revisited for the next phase of the AGDI.
- The current 3-point system for scoring in the African Women's Progress Scoreboard is too limiting. A 4 or 5-point system will be introduced to better monitor incremental developments towards gender equality.
- Another challenge is the sensitivity of Governments about the measurement of their achievements. Currently, the scoring is done at national level by the research institutions, which then discuss it with the national advisory panel. There is a need to set a forum for negotiating the scoring when there are contentious issues around the scoring of achievements.