

GOAL 3

PROMOTE GENDER EQUALITY AND EMPOWER WOMEN

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Goal 3: Promote Gender Equality and Empower Women

If the MDGs followed the official United Nations definition of gender mainstreaming, all the goals would incorporate a gender equality and women's empowerment perspective. All targets and indicators would be gender-responsive and, where possible, sex-disaggregated, enabling the 'concerns and experiences of women', as well as men, to be an integral part of the entire MDG process.

Box 3. United Nations definition of gender mainstreaming

In July 1997, the United Nations Economic and Social Council defined the concept of mainstreaming a gender perspective as follows:

'Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.'

Instead, the first draft of the MDG document clearly views the gender goal primarily as an instrument for achieving the other MDGs.⁸⁸ The goal that was to become Goal 3 was described in paragraph 121 as 'to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable'.

Women's rights were not on the agenda in paragraph 121, although they were referred to in the education goal and in a separate goal 'to combat all forms of violence against women and to implement the Convention on the Elimination of All Forms of Discrimination against Women' (paragraphs 209-13). The latter goal did not survive the translation to the MDGs, leaving Goal 3 as the only explicitly gender goal, focused on improvements in women's lives and women's empowerment as an instrument to achieve the other goals, rather than to benefit women and girls and realize their human rights.

The only target under Goal 3 focuses on eliminating gender disparity in education. The three indicators are broader, covering participation in education, gender disparity in wage employment, and participation in national parliaments. A fourth indicator—the ratio of literate women to men 15-24 years old—was moved in the 2007 revision of the MDGs to become (with slight modification) indicator 2.3 under Goal 2.

Matrix 8: Global target and indicators for gender equality and empowerment			
Target		Indicators	
<i>All indicators should be disaggregated by sex and urban/rural as far as possible</i>			
3.A	Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	3.1	Ratios of girls to boys in primary, secondary and tertiary education
		3.2	Share of women in wage employment in the non-agricultural sector
		3.3	Proportion of seats held by women in national parliament

A. Issues for a gender-responsive rights-based analysis

The following analysis draws heavily on the work of the UN Millennium Task Force on Education and Gender Equality. This Task Force was set up under the UN Millennium Project, an independent advisory body established by the Secretary-General of the United Nations, to develop a concrete action plan for the world to achieve the Millennium Development Goals.

1. Gender equality covers three domains

Gender equality and empowerment both encompass many dimensions that are not covered under Goal 3 or any of the other MDGs. The Task Force on Education and Gender Equality used an operational framework for gender equality that covers three inter-related aspects or domains of gender equality:

- **capabilities:** basic abilities as measured by education, health and nutrition. Capabilities are the means through which other forms of well-being can be accessed;
- **access to resources and opportunities:** equality of opportunity to use their capabilities through access to economic assets such as land or housing, resources such as income and employment, as well as political opportunity, such as representation in parliaments and other political bodies;
- **security:** reduced vulnerability to violence and conflict, which cause physical and psychological harm and reduce the ability of individuals, households and communities to fulfil their potential. Gender-based violence against women and girls is often intended to keep them 'in their place' through fear.⁸⁹

The global MDGs focus on the first two of these domains. However, change in all three is critical to achieve gender equality.

2. Gender equality is not sufficient for empowerment

The Taskforce noted that empowerment is related to but different from gender equality and requires both gender equality and the freedom for women and girls to make their own choices about their lives. Empowerment is the ability of women to control their own destiny. To be empowered, women must not only have equal capabilities and access to resources and opportunities. They must also have the capacity or agency to make decisions and strategic choices. In order to exercise free choice, they must have security and live without fear of violence or coercion.

3. The priorities for achieving Goal 3 are interdependent with the other goals

The Task Force identified seven inter-dependent strategic priorities for achieving gender equality and women's empowerment. Goals, targets and indicators related to many of these priorities are found under the other goals of the global MDG framework. Others are not addressed at the global level, but are suggested in the relevant sections of this document.

- strengthen opportunities for post-primary education for girls, in addition to achieving universal primary schooling for girls (*Goal 2*);
- guarantee sexual and reproductive health and rights for women and girls (*Goals 3, 5 and 6*);
- invest in infrastructure to reduce the time spent by women and girls' on unpaid household and care work (*Goals 1 and 2*);
- guarantee property and inheritance rights for women and girls (*Goals 1, 2 and 7*);
- eliminate gender inequality in employment by reducing women's dependence on informal employment, closing gender gaps in earnings and reducing occupational segregation, which is the concentration of women and men in different occupations and industries, particularly the concentration of women in poorly paid occupations and industries (*Goal 1*);
- increase women's share of seats in national parliaments and local government bodies (*Goal 3*);
- eliminate violence against girls and women (*Goal 3*).

4. Three target groups of women should be prioritized

The Task Force emphasized that three target groups of women require special attention:

- poor women in the poorest countries and in countries where poverty remains high despite significant increases in national income;
- adolescents, who are at a stage in life when strategic interventions can dramatically improve outcomes for the rest of their lives. Due to the large numbers of adolescents in poor countries, such improvements can significantly improve national outcomes;
- women and girls in conflict and post-conflict situations, who are usually the majority of displaced people in refugee camps and conflict zones and whose rights and lives are threatened daily. Post-conflict situations may offer a greater opportunity to reduce gender barriers and create a more gender-equitable society because the traditional social norms and structures have been disrupted by the conflict. This is particularly the case if reconstruction promotes the full and equal participation of women.⁹⁰

B. National long-term targets and indicators

Matrix 9 below suggests a range of long-term targets and indicators for gender equality and empowerment, based on the preceding gender-responsive rights-based analysis of Goal 3. They should be adapted and added to so that they are relevant and useful for the individual country.

The suggested targets and indicators which are marked + are based on the report of the UN Millennium Task Force on Education and Gender Equality 2005.⁹¹ As noted, many of the seven strategic priorities identified by the Task Force are related to other MDG goals. The suggestions below should therefore be read in conjunction with the relevant targets and indicators under Goals 1, 2, 5, 6 and 7.

Women's groups and civil society should ensure that CEDAW and the Convention on the Rights of the Child, as well as other human rights, country reports, the Beijing Platform and national action plans on women and children are taken into consideration in the development of specific targets and indicators for implementation of programmes to achieve Goal 3. These documents can also provide input to the preparation of country and subnational MDG reports.

Matrix 9: National long-term targets and indicators for gender equality and empowerment	
Targets	Indicators (see note # below)
L3.A Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015 (<i>unchanged from global target 3.A</i>)	L3.A.1 Ratio of female to male gross enrolment rates in primary, secondary, and tertiary education ⁺
	L3.A.2 Ratio of female to male gross enrolment rates in technical and vocational education, by field of study
	L3.A.3 Ratio of female to male enrolment rates in universities, by faculty and level—undergraduate, masters and doctorate
	L3.A.4 Ratio of female to male completion rates in primary, secondary and tertiary education ⁺
	L3.A.5 Ratio of female to male completion rates in technical and vocational education, by field of study
	L3.A.6 Ratio of female to male completion rates in universities, by faculty and level—undergraduate, masters and doctorate
L3.B Guarantee sexual and reproductive rights for women and girls ⁺	L3.B.1 Proportion of demand for contraceptives that is satisfied ⁺
	L3.B.2 Adolescent fertility rate ⁺
L3.C Invest in infrastructure to reduce women's and girls' time burden ⁺	L3.C.1 Mean number of hours per day/year spent by women and men on fetching water or collecting fuel ⁺
	L3.C.2 Mean number of hours of unpaid household and domestic (non-labour force) work carried out by women and men per week ⁺
	L3.C.3 Mean number of hours of rest and recreation of women and men per week <i>Note: These indicators require time use survey data.</i>
L3.D Guarantee women's and girls' property and inheritance rights ⁺	L3.D.1 Land ownership, by female, male and jointly held ⁺
	L3.D.2 Housing title, disaggregated by female, male or jointly held ⁺

Matrix 9: National long-term targets and indicators for gender equality and empowerment

<p>L3.E Eliminate violence against girls and women ⁺</p>	<p>L3.E.1 Prevalence of domestic violence against women and girls⁺</p> <p>L3.E.2 Proportion of reported cases of domestic violence against women and girls that are prosecuted</p> <p>L3.E.3 Proportion of domestic violence cases prosecuted that result in a conviction</p> <p>L3.E.4 Average length of sentence for convicted perpetrators of domestic violence against women and girls</p>
<p>L3.F Eliminate violence against girls and women in situations of crisis or conflict</p>	<p>L3.F.1 Prevalence of violence, including gender-based violence, against women and girls in situations of crisis or conflict</p> <p>L3.F.2 Proportion of cases of violence, including gender-based violence, against women and girls in situations of crisis or conflict that are prosecuted</p> <p>L3.F.3 Proportion of cases of violence, including gender-based violence, against women and girls in situations of crisis or conflict that result in conviction</p> <p>L3.F.4 Average length of sentence for convicted perpetrators of violence, including gender-based violence, against women and girls in situations of crisis or conflict</p> <p><i>Note: for crisis and conflict situations, such data should be collected and monitored by the agencies responsible for management of refugee and resettlement camps. In some cases prosecutions should be under international human rights law rather than national laws.</i></p>
<p><i>* Numeric targets are important for monitoring and accountability. Suggested percentage targets should be adapted to suit what is both feasible and necessary to achieve national targets. Suggested timeframes should be adjusted in accordance with how often data are available to measure progress</i></p> <p><i># All individual level indicators should be disaggregated by sex, rural/urban location and other relevant socio-economic variables, particularly those relating to minority groups and, where relevant, internally displaced persons.</i></p> <p><i>+ Based on the report of the UN Millennium Task Force on Education and Gender Equality 2005.</i></p>	

C. Gender-responsive rights-based strategies

1. Ensure that educational outcomes lead to employment or increased incomes

To improve gender equality and, especially, empowerment, increased educational attainment for girls and women must lead to increased cash incomes. As discussed under Goal 2, empirical evidence shows that parental and community attitudes towards female education begin to change where increased education for girls leads directly to paid employment, because they can see a direct benefit.

Even if women and girls do not immediately benefit because their earnings are controlled and used by their families, the increased income that they earn does give them some leverage and a greater say in family affairs, and this eventually contributes to empowerment. It may also lead to delayed age at first marriage, which also reduces the negative health effects of early marriage and childbearing and can increase women's empowerment within marriage.

Where women are able to retain some control over their earnings, the result is both increased gender equality and empowerment. However, it should be noted that married women continue to prioritize spending their incomes on their families rather than themselves.

Gender-responsive rights-based strategies to address this issue are suggested under Goal 2.

2. Improve sexual and reproductive rights for women

Sexual and reproductive rights are essential to women's ability to develop their capabilities, maintain their health, take advantage of educational and economic opportunities, and make strategic choices about their lives. Improving sexual and reproductive rights for women requires improvements in the health system. It also involves working with men and communities to promote their recognition of and respect for women's sexual and reproductive rights, to encourage men to take responsibility for their own sexual health and fertility and to help them exercise those responsibilities.

In addition to strategies suggested under Goals 5 and 6, gender-responsive rights-based strategies to address this issue include:

- provide quality family planning services through the national health system, covering both female- and male-based methods of contraception, emergency obstetric care, safe abortion—where that is legal—and post-abortion care;
- provide services to prevent and treat sexually transmitted diseases, including HIV/AIDS, through the national health system;
- implement programmes to reduce malnutrition and anaemia, which contribute to reproductive health problems, particularly among poor women, adolescent girls and in rural areas subject to food shortages;
- implement programmes of sexuality education, both within and outside the health system;
- support integrated sexuality education and services for young people, in line with the Convention on the Rights of the Child;
- support integrated sexuality education for adults, in particular men, through non-formal education and community-based efforts;
- promote public information campaigns by government and civil society on women's reproductive rights and on national obligations under CEDAW, particularly Article 12, and

under the Programme of Action of the International Conference on Population and Development.

3. Promote gender equality and men's involvement in unpaid domestic and care work

Investing in infrastructure to reduce women and girls' time burden will assist them to participate in educational, productive and civic activities, but will not lead to gender equality unless their share of unpaid domestic and care work is reduced and that of men increased. This is happening slowly in more developed countries, but even in the most advanced countries, women, including working women, do most of the unpaid domestic and care work in households. This inevitably reduces their access to education, paid employment and participation in public life and therefore disempowers women compared to men.

Women are paid less than men and are more likely to work part-time

Women are still at a significant earnings disadvantage in the workplace in the UK and across Europe. In the UK, 82 percent of part-time workers are women, while in Europe the figure is 81 percent. In 2003, women working part-time earned just 60 percent of the average hourly earnings of men who worked full-time.⁹² Some women work part-time by choice and others because they are unable to find full-time work that is compatible with their family responsibilities. In some countries, men are also increasingly choosing to work part-time.

Improved infrastructure assists women to carry out their current work load in a shorter period of time, and thus to build and use their capabilities. By removing drudgery and introducing the potential for using technology and labour-saving equipment, electrification, improved transport and other aspects of infrastructural development may also encourage men to share in unpaid work.

Policies can change gender stereotypes

In Sweden, the majority of a generous provision of parental leave, paid by the State, was taken only by mothers, although it was available to either parent. When the government reserved part for fathers only, the proportion of fathers taking both the reserved share and more of the available leave increased sharply. The new policy changed perceptions about the social acceptability of men taking parental leave.

Unpaid household and care work is essential for the welfare of society and the sustainability of the economy. However, as long as decisions between women and men about who is responsible for the unpaid aspects of household activity and family life are determined by cultural expectations and gender stereotypes rather than the best interests of the individuals involved, Goal 3 cannot be achieved. Policy and institutional changes, such as flexible working arrangements for women and men, paid family and care leave for women and men, as well as changed attitudes toward men taking on domestic roles, will be needed to enable individual women and men to allocate unpaid household work and family care in ways that best suit their particular needs and situations.

Even when individual women and men are free to share unpaid work as they choose, women's reproductive role means that women will probably still do more family care than men, take more time out of the paid workforce and be more likely to choose part-time work in order

to balance work and family. They will therefore have, on average, shorter working lives and lower retirement incomes, although they will also, on average, live longer. Policy makers,

Particularly those involved in the design and implementation of welfare policy, social support systems, pension and superannuation systems, need to take this difference into account to ensure that women are not systematically disadvantaged as a result, particularly in old age.

In addition to strategies proposed by the Task Force on Education and Gender Equality, and others suggested under Goal 1 in relation to women's time poverty, gender-responsive rights-based strategies to address this issue include:

Family-friendly policies help men to share in childcare

In the Australian public service, both women and men can work flexible hours as long as they average the standard total number of hours. Thus, a couple can arrange their working hours so that one parent is always available to supervise their children before school, and the other can cover after school. Purchased leave arrangements which allow up to four extra weeks leave a year, spreading the lower salary across the full year, make it easier for parents to care for their children during school holidays. Women returning from maternity leave also have the right to work part-time for the first year, and all employees can negotiate part-time arrangements if their manager approves.

- implement public campaigns to change community attitudes among both women and men towards gender role stereotypes and, in particular, promote and value men's participation in unpaid household and care work;
- encourage workplaces and employers to provide paid parental leave to both fathers and mothers on the birth of a child;
- where uptake by fathers is low, consider providing part of the parental leave package only to men, to encourage them to take advantage of this facility;
- encourage workplaces and employers to treat women and men employees equally in providing special leave for those needing to care for sick children or disabled or elderly family members;
- encourage workplaces and employers to facilitate job sharing and part-time work for both women and men to enable them to more equally share in unpaid family and household responsibilities; however, note that part-time work can disadvantage women if they are in industries and sectors that pay significantly less than standard rates;
- encourage workplaces and employers to allow flexible working arrangements for women and men to enable both to participate actively in family life and to improve the balance between work and family, particularly for men.

4. Increase women's ownership of property and their rights to equal inheritance

Ensuring women's rights to land not only guarantees a roof over their head, but also provides livelihoods and a safety net for women and their families. Joint titling prevents unilateral actions by one partner and helps to protect women against loss of property as a result of divorce or death of the spouse.

However, women in developing countries are much less likely than men to own land, housing or other productive assets such as livestock. Unequal ownership of and access to property arise from customary laws, registration of land and housing in the name of the household head, who is usually a male, and inheritance practices that typically favour males over females.

Where land or other property is communally owned, women are also less likely than men to have access to its use or to control how it is used. In particular, women do not have the right to rent, mortgage, bequeath or sell communal property even when they have the right to use it. The right to use is also not secure and can be withdrawn by men, especially if the value of the property changes due to pro-market policies or the introduction of cash crops in preference to subsistence crops.

In socialist systems such as China and Viet Nam, both females and males above a certain age were issued with equal rights to use state-owned land, but these cannot be transferred. Many women have found that their access to the land is lost on marriage because, by custom, most marry out of their natal village. Others lose access when they migrate to towns in search of work. Since the land cannot be sold and they often live far away, their right to the land is effectively lost. Married women's lack of access to land in the village into which

Lack of data on women's property rights

Few countries have accurate data on women's property rights. However, studies in several regions suggest that gender disparities in land ownership are large. A study of five Latin American countries found that women were one-third or less of land owners. In Cameroon, where women do more than 75 percent of agricultural work, women were estimated to hold less than 10 percent of land certificates.⁹³

Lao women lose traditional land rights

In Lao society, daughters make up the majority of those who inherit land from parents. However, as a result of gender-blind land titling programmes, these matrilineal inheritance patterns have been changing. According to the Lao delegation presenting their Country Report to CEDAW in 2005, recent statistics showed that, while most of the land originally belonged to women, the land title documents were mostly registered in the husband's name alone.

The Lao delegation explained that in the past, land had been registered in the wife's name, but land titling had resulted in a change to the husband's name, even though according to Lao law, common marriage assets should be registered under the names of both husband and wife. The land titling commission acknowledged the shortcomings in the system and was taking steps to restore land rights to women. To ensure full implementation of the law, Lao women were also being educated on the land titling process.⁹⁴

they marry also tends to reduce their participation in decision-making in the family and community.

Patriarchal societies, which form the majority, bequeath most property to sons rather than daughters. Traditionally, where a bride price is paid, this is regarded as the girls' share of inheritance. However, this usually does not include land or other property. Under Islamic law, female heirs are entitled to only half the share of male heirs. Such practices reinforce and reproduce women's lack of property rights through the generations.

Women in Viet Nam have equal rights to property but many are unaware

In Viet Nam, the Law on Marriage and Family considers land acquired after marriage to be a common asset. Under the revised Land Law 2003, land certificates must bear the names of both husband and wife if the land belongs to both of them. If the woman's name is stated on the certificate, the law protects her and she maintains rights to the land in case of separation, divorce or widowhood. However, many women are unaware of their rights.⁹⁵

Donors assisting governments to implement formal land titling schemes therefore have a special responsibility to ensure that their projects are gender-sensitive and to monitor the issuing of land titles by female, male and joint title holder.

In view of the vulnerability of many rural women in such circumstances, programmes addressing the needs of female farmers should also consider supporting property rights for women. For example, programmes that provide improved access to credit, seeds, fertilizers and new technologies could also promote joint titling or titling in women's names.

Group strategies can also assist women to obtain land and property rights through cooperative ventures to invest in or manage land and production. For poor women, these may include obtaining group rights over land or property distributed by government or otherwise acquired by them.⁹⁷ Women's groups can also use human rights law, particularly CEDAW and ICESCR, to claim their rights to housing and property through the courts.

Land rights are vital for women in post-tsunami Aceh

Land conflicts are increasing in Aceh since the 2004 tsunami and a significant number of women have been denied the right to own and inherit land since the tsunami. Most land is recorded in the name of men, with only about 5 percent of plots registered in the names of husband and wife. Aceh will not succeed in rebuilding if women are denied the right to own land and benefit from land revenues. A joint land titling policy issued in 2006 by the reconstruction agency was an important milestone for Aceh and Indonesia as a whole.⁹⁶

Gender-responsive rights-based strategies to address this issue include:

- remove legislative obstacles to equal inheritance or women's ownership of property;
- ensure that programmes to issue formal land titles are sensitive to gender issues and to existing patterns of land ownership, particularly where these are matrilineal;
- legislate for joint titling for property acquired during marriage and ensure that awareness of the law is raised among women, men, communities and the courts;
- support awareness raising programmes to promote equal inheritance rights for women and girls;

- repeal inheritance laws discriminating against women;
- explore innovative approaches to joint and collective ownership and access to land and property, and identify and implement those most appropriate for specific circumstances and groups of women, particularly poor women and those from minority groups;
- promote government programmes to assist poor women to hold group rights over land distributed by government or otherwise acquired by them;
- complement women's land rights with improved access to credit, seeds, fertilizers and new technologies.

5. Reduce gender inequality in paid employment and business

Paid employment or access to alternative sources of cash income, particularly business, are critical to women's empowerment. A secure income provides security and independence and enhances a woman's capacity to make free and strategic choices about her life, as well as that of her children. It also contributes to more intangible aspects of empowerment such as enhanced self-confidence and self-esteem, and increases a woman's bargaining power in her family and household, as well as increasing the respect she commands within the community.

Early marriage, early childbearing, and domestic and care responsibilities are significant barriers to women's and girls' employment. Providing ways for women to manage their care responsibilities while working is critical to increasing the participation rate of women in the formal and informal sectors.

In the formal sector, both domestic and care responsibilities and low levels of education are barriers to women's employment, particularly in the absence of paid maternity leave. However, paid maternity leave must be implemented in ways that do not significantly increase the costs to employers of employing women compared to men.

Women are also disadvantaged and face discrimination in the formal sector through lower earnings and fewer benefits, particularly allowances and pensions. In many countries, family allowances are paid only to male heads of household and denied to women even when they are household heads. The compulsory retirement age is also often lower for women than men, even though women tend to have shorter working lives due to their childbearing and rearing responsibilities. As a result, working women receive lower pensions although their need for retirement income is greater because, on average, they live longer than men. The majority of women who do have pensions gain them only through their husbands, because the women are either not in the workforce or are in casual and/or part-time work.

Many women are forced to work in the informal sector where earnings are low and working conditions poor. Women migrant workers are particularly likely to work in the informal and service sectors, where working conditions are both poor and poorly monitored by the relevant authorities. They are especially vulnerable if they are illegal or undocumented workers, as there are few mechanisms to protect their rights.

Sharing the costs of maternity leave

A recent Australian proposal suggested imposing a small tax on all workers and pooling this to pay maternity leave to women at their usual wage for 17 weeks. All employers would also pay a small levy on their wages bill into a pool to cover the costs of temporarily replacing woman workers on maternity leave. In this way, all workers and employers would share the cost of maternity leave, and the direct costs of maternity leave would not give employers a reason for refusing to hire women.

In addition to those suggested under Goal 1, gender-responsive rights-based strategies to address this issue include:

- support programmes to improve working conditions for women migrant workers, particularly those in vulnerable occupations such as domestic service;
- provide subsidies or use tax concessions and other incentives to encourage workplaces and employers to establish work-based childcare or otherwise assist their employees with their care responsibilities;
- help communities to establish cooperative or collective childcare, especially for poor women and those in the informal sector;
- ensure that women's greater need for retirement income is considered in the design of pension schemes and that gender equality is applied in terms of retirement age and other pension conditions;
- implement public employment guarantee schemes for poor women, especially in rural areas;
- provide a basic public pension for elderly women with no other means of support;
- develop social protection schemes for workers in the informal sector to cover gaps in the public provision of health insurance, maternity allowances and disability allowances and support;
- develop collective approaches to provide social protection and welfare benefits to women and girls working in the informal sector;
- monitor and improve working conditions in the informal sector, particularly for women and girls;
- develop gender-responsive rights-based approaches to providing paid maternity leave for working women;
- support women's groups to organize women and girls working in the informal sector to negotiate better working conditions and provide services to members;
- provide micro-credit and micro-enterprise programmes that specifically target women and girls in the informal sector;
- invest in basic infrastructure, including access to safe water, electricity and sanitation, to support women and girls working in the informal sector.

Empowering women migrant workers in Asia

The UNIFEM Regional Programme on Empowering Women Migrant Workers in Asia works in close collaboration with the Ministry of Labour in Jordan, which is amending the labour law to cover domestic workers. This recognizes domestic workers as productive labour and as workers with legally recognized and enforceable rights.

The Ministry has also endorsed a Special Unified Working Contract for Non-Jordanian Domestic Workers with substantive rights provisions. Under the contract, the employer is responsible for the costs of the workers' travel, work and residence permits, timely payment of wages and providing adequate shelter, clothing, health care, and accident insurance. The worker has the right to terminate the contract without notice and is entitled to a weekly holiday and a bonus at the end of the contract equivalent to 15 days wages. Workers are entitled to treatment in accordance with international human rights standards.

The Government of Hong Kong also issues a legally valid domestic worker's employment contract with important rights provisions, including minimum wages paid direct to the worker in timely fashion, a weekly holiday and health insurance.⁹⁸

6. Increase women's participation in decision-making in the public sphere at all levels

Women's free, active and informed participation in decision-making in all spheres of life is an essential component of empowerment because it enables women to help determine the kind of world in which they want to live and the way in which they wish to live their lives. Women's equality of opportunity to participate in politics is a human right, as well as a basic requirement for genuine democracy. Women have different priorities and concerns from men, and are more likely to be active in supporting laws benefiting women, children and families.

However, getting women—or any other group—elected to parliament in significant numbers usually involves a series of processes over a period of time. In newly established countries such as Timor-Leste, or in countries rebuilding democracies, women's participation in the development of a national constitution is a critical step. Civic education for women, and gender-responsive education for women and men is important in ensuring that both are willing to vote for women candidates.

Training for potential women candidates should be based on a realistic assessment of the political system rather than on an idealised model of modern western democracies. Advocacy with key community opinion leaders and traditional leaders, both women and men, may be much more important than a modern electoral campaign. Focusing only on women voters may be ineffective if households, and women, traditionally deliver their votes as 'directed' by village leaders

Advocacy on behalf of women's active involvement in political parties is another important step. In many

UN training for potential candidates in Timor-Leste

UNIFEM and the UN Gender Affairs Unit conducted six workshops to train 250 women interested in contesting the first democratic election in Timor-Leste in August 2001. Twenty-six of the participants registered as candidates, making up 10 percent of all women candidates, and one of these was eventually elected. A number of the women who trained decided not to run for office but to form a Women's Political Caucus to support all women candidates during the election. As a result of the activities of the caucus and the national women's network REDE, 27 percent of seats in the election were won by women.

932 women elected to Cambodia's Commune Councils

In 2002, 11,853 women candidates—16 percent of all candidates—stood for Cambodia's first democratically contested commune elections in three decades.

UNIFEM and other donors supported seven women's NGOs to recruit five master trainers who ran an initial Training of Trainers course for 80 trainers from 24 provinces and four trainers from each of the three major parties. At the end of the course, the trainees were tested and 59 passed. The new graduate trainers were then given hands-on training in two pilot training courses for candidates in two provinces.

On return to their home provinces, the 59 trainers ran between six and 26 workshops training 5,527 women, of whom 60 percent registered as candidates. The NGOs had directly trained 61 percent of all candidates, well exceeding their target of 30 percent.

As a result, women were elected in all 24 provinces covered by the training, the majority as council members. Almost 17 percent of the elected women were elected to one of the top three positions in the Commune Councils.

countries, the majority of candidates elected are party candidates. It is much more difficult for independent candidates to get elected and, if elected, to have any influence in the parliament. Some of the more successful quota systems to increase women's participation in parliament have been implemented through political parties rather than directly in the parliament.

The local level of government is especially important for women because it provides many of the basic services such as water, sanitation and the delivery of health and education, and can also be a stepping stone to higher levels of politics. Entry to local government is often easier for women because political parties tend to be less active and it is easier for women to organize and to reach potential voters. Quota systems for women at the local level have been effective in a number of countries and are often more easily instituted because they can be legislated by the national government.

The Beijing Platform for Action set a minimum target for women's participation in national parliaments and local government of 30 percent. Although ideally women's share should be around half, experience suggests that 30 percent is the critical minimum required for women's collective voices to be heard and for individual women to feel free to express their personal opinions.

Once in parliament, elected women need support to fulfil their responsibilities. Like all new representatives, they need to be trained in parliamentary procedures and strategies and to be supported by their constituencies. In addition, women who are elected will not necessarily be representative of the majority of women, and may not understand their needs. Women's groups can help to ensure that they effectively advocate for gender-responsive rights-based approaches within parliament by giving them ongoing encouragement, keeping in regular contact, and supporting them to understand the gender aspects of all issues which impact on women, including those such as macroeconomic policy which are not traditionally understood as relevant to women or gender.

The decisions affecting the lives of women are not just taken in parliaments and local government—decisions by the civil service, international financial institutions and even private companies also have significant impact. While the global participation target focuses on the public sphere, which is more easily held accountable and for which data are usually available, it is important not to overlook these other institutions. It is likely that in many, women's participation at the senior levels is low; women who are at senior levels may not be representative or and understand the needs of most women; and both male and female decision makers are generally unaware of the importance of gender-responsive rights-based approaches. Similar strategies to those for parliamentarians could target both women and men in these institutions.

A quota helps women enter local government

In Timor-Leste, a 2004 law stipulates that women and men can be elected as *Aldeia* or Hamlet Chiefs and members of the Hamlet Councils. Councils are to comprise the *Chefe de Suco*; all the *Chefe de Aldeias* within the *suco*; two women; two youth, one of each sex; and an elder.

A nationwide UNIFEM training campaign on transformative leadership supported women as potential candidates. More than half of the women trained stood for election to the Councils, and 55 percent were elected. Between 10 and 67 percent of trained women were elected in the districts. Female voters were 49 percent of the total, outnumbering male voters in three districts. Only 76 women stood for 442 *Suco* Chief positions and seven were elected. In accordance with the 2004 law, at least 1,342 women were elected across all districts. Two women were also elected as customary leaders, a post traditionally held by men.⁹⁹

Gender-responsive rights-based strategies to address this issue include:

- legislate quotas of at least 30 percent for women at the local level;
- lobby political parties to apply a quota of at least 30 percent for women at all levels of government;
- support gender-responsive rights-based civic education for women and men that recognises the importance of women's vote, and encourages women and men to vote for female candidates;
- support training for potential female political candidates at all levels of government, based on careful study of the particular political system of the country and how male candidates go about getting elected;
- at all levels of government, support training for newly elected women and men

UN support for women in politics in Thailand

A Thai NGO and UNDP issued a report on *Women's Right to a Political Voice in Thailand* to highlight women's status in government, analyse barriers and suggest ways of overcoming them. UNIFEM then supported capacity-building for women to run in elections, provided technical support on gender-responsive governance to elected women and assisted them to establish a Network of Women for Local Government.

As a result of lobbying by women's groups, the 2007 Constitution includes more gender equality provisions. Political parties must consider an appropriate proportion of women in the party list; gender equality is set as a criteria for selection of senators; and the NGO members of the Parliament's Irregular Standing Committee to consider bills related to women, children and disadvantaged groups must have equal numbers of women and men.¹⁰⁰

- focusing on both a gender-responsive rights-based perspective and the technical aspects of their roles as parliamentarians;
- provide training for women in parliament and local government on the budget and encourage them to be active on budget committees;
- support and encourage elected female representatives throughout their term in office, not just at the time of the election;
- monitor voting patterns of male and female representatives in the parliament on issues that are particularly important to women, note that these may not just be 'women's' or 'gender' issues but include major issues of national importance, especially economic policy;
- establish mechanisms such as regular meetings between female representatives in parliament and women's groups, including those representing poor and rural women, to ensure that female members of parliament are able to understand and adequately represent the interests and concerns of women in the community;
- support female representatives in parliament to advocate for gender budgeting initiatives to ensure that commitments to women and gender equality are matched by appropriate budget allocations.

7. Eliminate violence against women and girls

Violence against women and girls is a gross violation of women's rights. Apart from its serious health and development effects, and its contribution to homelessness, violence and the fear of violence is a major obstacle to women's empowerment. It prevents women from exercising their right to freedom of choice in how they live their lives.

UNIFEM supports legislation against domestic violence

UNIFEM supported advocacy by women's groups and gender advocates for the passage of anti domestic violence laws in Cambodia, Indonesia, Lao PDR, and Viet Nam, as well as in Thailand.

A major obstacle to the development of policies and programmes to address gender-based violence is the lack of consistent and comparable data, both over time and between countries. However, existing data collected by women's organizations working on the issue and data held by the police and courts can be used for advocacy.

CEDAW Concluding Observations lead to legislative change on women's rights in Thailand

In Thailand, advocacy by the national women's machinery and women activists in following up on the CEDAW Concluding Observations resulted in the passage of the new Act on the Protection of Victims of Domestic Violence. The Act provides for systematic protection and rehabilitation of victims, requires members of public to report and obliges law enforcement officers to respond immediately to acts of violence against women. Amendments to the Criminal Code replaced a discriminatory provision on marital rape. An amendment to the Family Law Act allows equal grounds to women and men for divorce and betrothal, both as recommended by the CEDAW Committee.¹⁰¹

Gender-responsive rights-based strategies to address this issue include:

- implement programmes in national statistics offices to collect regular data on the prevalence of violence against women and girls, either through special surveys or as modules in existing surveys;
- collect, collate and disseminate existing data on violence against women from NGOs, police and court records;
- ensure that available data on violence against women are presented in CEDAW country reports; if necessary, assist women's groups to develop alternative reports to present the data;
- increase the number of cases reported and prosecuted in the courts;
- establish special police units staffed by women officers specifically trained to handle cases of violence against women;
- work with men and men's groups to raise awareness that violence against women is a crime and an abuse of women's human rights;
- in hospitals and health clinics, develop protocols to identify cases of violence against women and to deal appropriately and sensitively with cases of rape and domestic violence;
- improve laws and legal mechanisms such as restraining and protection orders to protect women from abusive partners, and make marital rape a crime;

- implement school-based programmes for boys and girls to promote respect for women and girls and to raise awareness that violence against women, including psychological violence and sexual harassment, are crimes;
- provide safe houses for women and girls affected by violence against women;
- provide training for all police and court officials, including judges, on violence against women and girls to ensure that violence against women is treated as a serious crime and an abuse of human rights;
- monitor police and courts on cases of violence against women and ensure public dissemination of the results in the media to raise awareness of its prevalence and the way in which the legal and judicial system are dealing with the issue;
- improve public infrastructure, particularly transportation systems, the location of bus stops and access points for rail stations, etc, as well as lighting in public places, in order to improve women's safety;
- where women must work late at night, provide special arrangements for their security and safety both at work and on their journey home.

8. Eliminate violence, especially gender-based violence, against women in crisis and conflict

Historically, the focus of efforts to reduce violence against women has tended to be on domestic violence. However, violence against women and girls in situations of conflict is now recognized as a 'weapon of war' and a basic abuse of human rights.

Rape and sexual violence against women may be used as a means of attacking their communities. To reduce the risks of them being rejected and socially excluded, counselling and support services for women affected by such violence also need to target families and communities.

Women in conflict and crisis situations are also particularly vulnerable to other forms of violence such as robbery, which further increases the precariousness of their situation.

Specific strategies are needed to address all forms of violence, including gender-based violence, against women and girls in situations of crisis and conflict. These include:

- implement special measures in conflict and crisis situations to protect women and girls from violence, including gender-based violence, such as providing protected areas, sensitizing police and security forces to gender-based violence, providing regular patrols by police and/or security forces and including women in police and security forces;
- ensure that data are collected and used to identify women and girls in crisis and conflict situations who are at high risk of violence—including orphans, widows and disabled women and girls—and implement special measures to protect them;
- undertake gender audits of programmes to distribute food, water and other supplies to assess and minimize the risks of violence to women and girls accessing the programmes, for example by providing safe locations and access routes, operating during daylight and, where possible, with sufficient time for women and girls to reach safety before dark, providing lighting where they need to move after dark (for example, to access toilet facilities), and providing physical protection by police and/or security forces;
- consult women and girls, particularly those in groups at high risk of violence, including gender-based violence, on their protection needs;
- provide appropriate counselling and support services for women and girls affected by violence, including gender-based violence, as well as for their families and communities.

9. Implement gender-responsive budgeting

Increased resources, both human and financial, are needed to achieve the MDGs. These resources must be directed toward gender-responsive rights-based strategies. Gender-responsive budgeting is a tool for achieving both increased resources and supporting the implementation of gender-responsive rights-based strategies.

Gender-responsive budgeting should:

- be incorporated within the existing national budgeting system and the existing system of data collection, monitoring and evaluation;
- involve collaboration among budget officials, line department officials and the national women's machinery;
- involve community participation, including from parents and women's groups;
- focus not only on increasing budget allocations for programmes for girls but also on monitoring and evaluation to ensure that implementation is gender-responsive and rights-based.

10. Support women and women's groups to hold governments accountable for their commitments

Accountability requires transparency, information, and mechanisms through which rights holders can hold governments and government officials to account. Women are often denied access to information by illiteracy, poor education, lack of time due to domestic and other responsibilities and male domination in decision-making.

Poor women in particular may need assistance from NGOs and other groups in order to claim their rights and hold governments accountable for their commitments under the Millennium Development Goals.

Gender-responsive rights-based strategies to address this issue include:

- support capacity-building for women's groups to enable them to use data and analysis to hold governments accountable;
- disseminate the results of gender analysis under the MDGs to women's groups;
- disseminate results in formats such as charts, pictographs and summary statistics that are appropriate for non-technical audiences—for illiterate audiences, appropriate formats include simple story boards, pictures drawn in the earth, role plays and puppets;
- consult women's groups on interpretation of results and integrate their responses into the final reports;

Using the courts to uphold human rights

In April 2001, during a severe and prolonged drought, an NGO petitioned the Supreme Court of India arguing that the government has a duty to provide relief for mass hunger.

The government responded with a list of programmes being implemented. However, the court directed the government to *fully* implement all the schemes. This converted them into legal entitlements, giving eligible beneficiaries the right to demand benefits and approach the court if their entitlements were not provided. Some of the programmes provided a national maternity benefit for poor women. An integrated child development scheme also covered adolescent girls, pregnant and lactating mothers and provided a childcare centre in each settlement.¹⁰²

- create mechanisms such as public meetings, access to the media, or parliamentary committees through which women's groups and civil society can hold governments accountable for meeting MDG targets;
- support civil society groups and NGOs to use the courts to hold governments accountable for meeting established human rights, such as the right to food, particularly for women and girls.

11. Ensure women's active participation in data collection

To inform gender-responsive rights-based policies, it is essential that data are collected through methods that are gender-responsive and reflect women's concerns and situations. This requires that women from a range of backgrounds, including minorities and disadvantaged groups, and experts on gender analysis and gender statistics, participate in all aspects and types of data collection. The approach taken in Nepal to engendering the 2001 Population and Housing Census gives a good example (see page 8).

Gender-responsive rights-based strategies to address this issue include:

- include women, gender statistics experts and gender and poverty experts in design teams for all surveys and other forms of data collection, and in data analysis and dissemination;
- consult women's groups, including those representing minorities and disadvantaged groups, in the design and development of surveys and other data collection instruments;
- conduct focus groups separately for women and men so that women can freely express their views and share their experiences;
- for the same reason, conduct separate sex-disaggregated focus groups for age and other socio-economic categories, such as minority background, caste, income level and household headship;
- include women, ideally not less than 40 percent and not more than 60 percent, in data collection as enumerators, supervisors, and in data entry and dissemination, and ensure that women from minority and other disadvantaged groups are included in these roles at appropriate proportions.

D. National intermediate targets and indicators

Matrix 10 below suggests a range of national intermediate targets and indicators for gender equality and empowerment, based on the preceding analysis and suggested strategies. They should be adapted and added to so that they are relevant and useful for the individual country.

Intermediate targets and indicators should be used by women's groups and civil society, as well as by policy makers and programme managers, to assess whether a particular strategy is achieving the intended result and to indicate where and when a strategy may need to be adjusted or replaced.

The targets in Matrix 10 are largely based on the seven priority strategies identified by the Task Force on Education and Gender Equality.¹⁰³ These indicators monitor implementation processes rather than long-term outcomes. They therefore focus on both numbers and changes relating specifically to women, as well as ratios comparing women and men.

Numbers show short-term changes, whereas percentages, which change more slowly, reflect longer-term changes. Changes relating specifically to women show whether women are

benefiting from policies and programmes. However, ratios of benefits for women compared to men are needed to show whether gender gaps are being closed.

Matrix 10: National intermediate targets and indicators for gender equality and empowerment	
Targets	Indicators (see note # below)
<p>I3.a Increase employment for women by 2 percent* each year until labour force participation rates for women and men are similar in total and by sector and industry</p>	<p>I3.a.1 Number of new jobs for women, by sector and industry</p> <p>I3.a.2 Ratio of new jobs for women to new jobs for men, by sector and industry</p> <p>I3.a.3 Number of new women's businesses, by sector and industry</p> <p>I3.a.4 Ratio of new women's to new men's businesses, by sector and industry</p> <p><i>These indicators will allow comparisons between expanding and declining sectors and industries</i></p>
<p>I3.b Eliminate gender inequality in employment by decreasing women's reliance on informal sector employment by 2 percent* per 3-year* survey period</p>	<p>I3.b.1 Proportion of women in wage and self-employment, by type</p> <p>I3.b.2 Proportion of women-owned sole proprietorships</p> <p>I3.b.3 Proportion of individual loans to women by government and private banks</p> <p>I3.b.4 Proportion of individual loans to women in micro-credit schemes</p> <p>I3.b.5 Proportion of women-owned businesses in micro-enterprise support schemes</p>
<p>I3.c Eliminate gender inequality in employment by closing gender gaps in earnings by 2 percent* per 3-year* survey period until equality is achieved</p>	<p>I3.c.1 Gender gaps in earnings in wage and self-employment, by occupation</p> <p>I3.c.2 Gender gaps in earnings in wage and self-employment, by industry</p>
<p>I3.d Eliminate gender inequality in employment by reducing occupational and industrial segregation by 2 percent* per 3-year* survey period until equality is achieved</p>	<p>I3.d.1 Proportion of women and men in paid employment, by occupation</p> <p>I3.d.2 Proportion of women and men in paid employment, by industry</p>
<p>I3.e Increase incomes for women through women-owned and women-controlled businesses by 2 percent* each year until parity is reached with men</p>	<p>I3.e.1 Number of women-owned businesses starting up</p> <p>I3.e.2 Ratio of women-owned to men-owned businesses starting up</p> <p>I3.e.3 Number of women-owned businesses participating in government-funded business</p>

Matrix 10: National intermediate targets and indicators for gender equality and empowerment	
in similar businesses	<p>support programmes, including export-oriented programmes</p> <p>I3.e.4 Ratio of women-owned to men-owned businesses participating in government-funded business support programmes, including export-oriented programmes</p>
I3.f Improve sexual and reproductive rights for women	<p>I3.f.1 Number of new acceptors for family planning, by sex</p> <p>I3.f.2 Number of abortions performed, where this is legal</p> <p>I3.f.3 Number of sexuality education classes conducted in schools</p> <p>I3.f.4 Proportion of students attending sexuality education classes in schools, disaggregated by sex</p> <p>I3.f.5 Number of sexuality education classes conducted in communities for women and men</p> <p>I3.f.6 Number of participants in sexuality education classes conducted in communities, disaggregated by sex</p> <p>I3.f.7 Ratio of men to women attending community sexuality education</p> <p>I3.f.8 Number and/or proportion of adolescents receiving counselling services or sexuality education from schools or the health system, disaggregated by sex</p> <p>I3.f.9 Ratio of male to female adolescents receiving counselling services or sexuality education</p>

Matrix 10: National intermediate targets and indicators for gender equality and empowerment		
13.g	Eliminate social expectations and gender stereotypes about whether women or men should do unpaid domestic and care work, leading to an increase in the amount of time that men spend on housework and child care and a more equal sharing of these responsibilities between women and men	<p>13.g.1 Time trends in the number of hours of childcare by men</p> <p>13.g.2 Ratio of women's hours of childcare to men's</p> <p>13.g.3 Trends in men's hours spent on housework</p> <p>13.g.4 Ratio of women's hours of housework to men's</p> <p>13.g.5 Number of employers giving flexible work arrangements to women and men</p> <p>13.g.6 Ratio of male to female employees using flexible work arrangements</p> <p>13.g.7 Number of employers providing parental leave to both fathers and mothers on the birth of a child</p> <p>13.g.8 Ratio of male to female employees taking parental leave</p> <p>13.g.9 Number of employers providing leave to male and female employees to fulfil care responsibilities</p> <p>13.g.10 Ratio of male to female employees taking care leave</p>
13.h	Reduce the incidence of violence against women and girls by 5 percent* each year until it is eliminated.	<p>13.h.1 Number of cases of violence against women reported to police</p> <p>13.h.2 Number and/or proportion of reported cases prosecuted in the courts</p> <p>13.h.3 Number of perpetrators sentenced and length of sentence</p> <p>13.h.4 Number of women/girls seeking shelter in safe houses or from women's groups for protection from violence against women</p> <p>13.h.5 Proportion of the population that knows violence against women is a crime</p>

Matrix 10: National intermediate targets and indicators for gender equality and empowerment

<p>I3.i Reduce the incidence of violence against women, including gender-based in situations of crisis or conflict by 5 percent* each year until it is eliminated</p>	<p>I3.i.1 Number of cases of violence against women and girls in crisis or conflict situations reported to the relevant authorities</p> <p>I3.i.2 Number and/or proportion of reported cases of violence against women and girls in crisis or conflict situations prosecuted</p> <p>I3.i.3 Number of perpetrators of violence against women and girls in crisis or conflict situations sentenced, and length of sentence</p> <p>I3.i.4 Number of women/girls in crisis or conflict situations utilizing special shelters for protection from violence</p> <p>I3.i.5 Proportion of the police/security forces/emergency service personnel that has been sensitized to the need for special attention to violence, particularly gender-based and sexual violence, against women</p> <p>I3.i.6 Proportion of service delivery programmes in crisis or conflict situations that have undertaken a gender audit to minimize the risks of violence against women and girls</p>
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Matrix 10: National intermediate targets and indicators for gender equality and empowerment

<p>13.j Increase women's participation in the public sphere at all levels by 5 percent* each year to reach at least 30 percent* by 2015.</p>	<p>13.j.1 Number and size of women's quotas in the national parliament</p> <p>13.j.2 Number of political parties with quotas for women candidates and size of quotas, by party</p> <p>13.j.3 Number of women trained as potential candidates for election, by level of government—national, subnational, local</p> <p>13.j.4 Proportion of candidates standing for election who are women, by level of government</p> <p>13.j.5 Proportion of elected seats won by women, by level of government</p> <p>13.j.6 Proportion of voters who are women, by level of government</p> <p>13.j.7 Number of elected women and men participating in gender-responsive training in governance procedures</p> <p>13.j.8 Existence of mechanisms linking elected women to women constituents</p> <p>13.j.9 Existence of mechanisms to monitor voting patterns of female and male members of parliament on issues of importance to women, including general economic issues</p> <p>13.j.10 Women's share of employment in the civil service, by level and sector</p>
<p>13.k Provide sufficient budget to support the chosen strategies and ensure that policies and programmes to benefit girls receive an equal share</p>	<p>13.k.1 Proportion of the national budget devoted to gender equality and empowerment</p> <p>13.k.2 Proportion of the national budget actually spent on gender equality and empowerment</p> <p>13.k.3 Proportion of GDP allocated to gender equality and empowerment</p> <p>13.k.4 Proportion of the national gender equality and empowerment budget allocated to gender-responsive rights-based initiatives</p> <p>13.k.5 Proportion of the national gender equality and empowerment budget actually spent on gender-responsive rights-based initiatives</p>

* *Numeric targets are important for monitoring and accountability. Suggested percentage targets should be adapted to suit what is both feasible and necessary to achieve national targets. Suggested timeframes should be adjusted in accordance with how often data are available to measure progress.*

All individual level indicators should be disaggregated by sex, rural/urban location and other relevant socio-economic variables, particularly those relating to minority groups and, where relevant, internally displaced persons.