



UNITED NATIONS



Second Meeting of the
Presiding Officers of the
Regional Conference on
Population and Development in
Latin America and the Caribbean

Distr.
LIMITED

LC/L.4016(MDP.2/3)
16 June 2015

ENGLISH
ORIGINAL: SPANISH

Second meeting of the Presiding Officers of the Regional Conference
on Population and Development in Latin America and the Caribbean

Santiago, 24-26 June 2015

**DRAFT OPERATIONAL GUIDE FOR IMPLEMENTATION AND FOLLOW-UP OF
THE MONTEVIDEO CONSENSUS ON POPULATION AND DEVELOPMENT**

Second draft

The second draft of the Operational guide for the implementation and follow-up of the Montevideo Consensus on Population and Development includes the observations, comments and suggestions made by the member States of the Regional Conference on the first draft of the document, which was prepared by the ad hoc working group established for that purpose, under the coordination of the Chair of the Regional Conference, with support from the technical secretariat of the Regional Conference, for review by member countries of the Economic Commission for Latin America and the Caribbean (ECLAC).

This document was prepared by the Latin American and Caribbean Demographic Centre (CELADE)-Population Division of ECLAC, with support and inputs from the Division for Gender Affairs of ECLAC.

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INTRODUCTION

This second draft is the outcome of a process that began at the first meeting of the ad hoc working group for preparation of the Operational guide for implementation and follow-up of the Montevideo Consensus on Population and Development, held on 14 November 2014. At that meeting, various criteria were established for preparing the guide, together with a calendar of activities leading up to the second meeting of the Regional Conference on Population and Development, which will take place in Mexico City from 6 to 9 October 2015.

The first task was to prepare a preliminary classification of the priority measures¹ set forth in the Montevideo Consensus, without attempting to establish any hierarchy between them, but recognizing the need to give some of them differentiated treatment, especially those that are of particularly broad scope compared to those that are clearly more operational. The next step was to operationalize a group of priority measures selected from each chapter of the Consensus: these were analysed at a workshop to review progress in preparation of the operational guide, which was held in Mexico City on 26 and 27 March 2015 and in which the majority of members of the ad hoc group participated. Based on the conclusions from that workshop, the secretariat completed the guide, giving operational form to the remaining priority measures.²

On 20 April 2015, the members of the group received the first draft with the operationalization of all the priority measures in the Montevideo Consensus. Several of those members submitted comments on the draft, as did as the United Nations Population Fund (UNFPA), for inclusion in the operational guide.

On 30 April, after the secretariat had considered and incorporated the suggestions received from the group, the first draft of the Operational guide was distributed to all the member States of the Regional Conference on Population and Development. The countries then had until 20 May to convey new comments and suggestions, which the secretariat considered and included in this second draft, which will be considered by the Presiding Officers of the Conference at their second meeting.

Further background on the process of preparing this draft and the contents of this guide can be found in the first chapter.

¹ Referred to in the Montevideo Consensus as “priority actions”.

² At this point in the process, the operating guidelines took the title “Operational guide for the implementation and follow-up of the Montevideo Consensus on Population and Development” in the English-language version.

I. BACKGROUND

The Montevideo Consensus on Population and Development was the outcome of the first session of the Regional Conference on Population and Development in Latin America and the Caribbean, held in Montevideo from 12 to 15 August 2013. It represents the most significant intergovernmental agreement signed in the region in the area of population and development, and has become a key piece of the process of reviewing the Programme of Action from the International Conference on Population and Development (PA-ICPD) and its follow-up since 2014. In this respect, Resolution 2014/1 of the United Nations Commission on Population and Development takes note of the outcome documents from the regional conferences on population and development, and recognizes that they provide region-specific guidance on population and development beyond 2014.

The broad support that the Montevideo Consensus on Population and Development has received in the region has enabled the countries of Latin America and the Caribbean to adopt common positions in international forums, and has shown a possible path whereby the global accord to implement the Programme of Action from the International Conference on Population and Development beyond 2014 can be reconciled with region-specific circumstances.

Although the Montevideo Consensus covers all the major population and development issues in Latin America and the Caribbean and forms the basis for a comprehensive, up-to-date roadmap for the future of regional action in this area, it requires a number of additional clarifications to make it into an operational agenda. This point is recognized in the conceptual note prepared by CELADE-Population Division of the Economic Commission for Latin America and the Caribbean (ECLAC), as technical secretariat of the Regional Conference, for the first meeting of the Presiding Officers, which was held at ECLAC headquarters in Santiago on 12 and 13 November 2014. There it was agreed that the second session of the Regional Conference, to be held in Mexico City in October 2015, would have for examination and approval a set of operating guidelines for implementing the Montevideo Consensus. It was also decided to create an ad hoc working group to prepare a draft of such an operational guide, and that draft is the substance of this document.

In particular, agreement 13 adopted at the meeting of the Presiding Officers requested the secretariat to work in consultation with the coordinator of the working group and its member countries, with the support and collaboration of the United Nations Population Fund and with the active participation of civil society, on the preparation of a draft proposal, based on the conceptual note mentioned above, for the development of the operating guidelines. As well, the chair of the Presiding Officers suggested that the outcome of the second session of the Regional Conference should be an instrument that would offer countries not only clear and specific guidance for implementing the Montevideo Consensus but also the means for monitoring that implementation, i.e. an instrument to ensure that the Consensus is put into effect.

At its meeting in Santiago on 14 November 2014, the working group defined the scope of the exercise to be performed with the priority measures of the Consensus, indicating that its work would be geared to finding the most effective way to support their implementation and follow-up, without establishing rankings or priorities among the measures. That exercise presupposed the definition of objectives, lines of action, targets and indicators, which would be presented in specific tables for each priority measure in the Consensus.

Agreement 14 adopted at the first meeting of the Presiding Officers highlighted the importance of follow-up and accountability as key components for ensuring implementation of the priority measures of the Montevideo Consensus. In this same vein, the working group decided to take into account any existing tools and mechanisms of accountability that might be useful.

In December 2014, the secretariat sent to members of the working group a preliminary proposal for classifying the priority measures of the Montevideo Consensus according to the degree of complexity that would be involved in implementing them, and taking into account the scope of the measure and its level of generality. The proposal included a first evaluation of the existing monitoring mechanisms that could support follow-up to each priority measure in the Consensus.

As a result, the secretariat received numerous inputs from governments and from civil society organizations, as members of the working group, on how to address the priority measures and make them operational, on the basis of which a broad criterion was selected as the framework for operationalizing each of those measures to the greatest extent possible.

This approach does not presuppose any hierarchical ranking of the priority measures, but recognizes the need for differentiated treatment of some of them, especially those that stand out as particularly broad, general or abstract in comparison to those that are clearly more operational. As well, a number of priority measures are considered, in whole or in part, in existing regional or international instruments and mechanisms (for example, the sustainable development goals and the outcomes of the sessions of the Regional Conference on Women in Latin America and the Caribbean), and consequently their implementation and follow-up can be complemented by the mechanisms stipulated in those instruments and mechanisms, or by other priority measures dealing with the same issues in a convergent and complementary manner.

Preparation of the guide also required efforts to achieve harmonization and consistency so that the rationale for the different measures would be balanced and coherent, beyond the differences in complexity presented by the priority measures.

Each thematic chapter begins with an introduction that offers an overview, recognizing that the chapter is more than the sum of operationalized priority measures, thus making it possible to establish linkages of synergy and complementarity among them. That introduction is followed by a table that develops each of the measures in depth.

On one hand, the emphasis is placed on the lines of action for the priority measures in which the Montevideo Consensus renews the commitments of the member States of ECLAC: these are lines of action selected to fulfil or give effect to the priority measure. On the other hand, there is reference to measures that are already sufficiently advanced in other spheres, whether in the programmes and policies of other agencies, funds, organizations or programmes of the United Nations, and the jurisprudence of the Treaty Committees, or in the reports or standards issuing from special procedures of the Human Rights Council.

Within this framework, the priority measures of a more general nature are presented in an elementary tabular format that sets out the scope of the measure, the existing instruments and mechanisms (regional and international) through which the measure can be achieved and, in some cases, specific objectives that could derive from such measures.

For making operational the remaining measures in the tables, some specific objectives are first proposed. The proposed lines of action, for their part, provide elements as to how the measure can be fully implemented. In addition, some plausible targets are sketched out in light of regional and international experience. With respect to the indicators, the guiding criterion is that they should be regionally comparable, measurable, and as simple as possible.

Finally, as a general criterion adopted for presentation of the lines of action, targets and indicators for each priority measure, the intention is not to provide an exhaustive or final list, but rather an illustrative series of possible actions and targets with floor-level indicators. Consequently, the list could be expanded and geared to the national level in light of other elements that meet the specific needs of each country.

It should be noted that some targets have a fixed time horizon for implementation (for example, the year 2020 or 2030), because they are drawn from other instruments, such as the sustainable development goals (SDGs), with which the Consensus and consequently the operational guide are intended to establish synergies.

Among the indicators explained in the tables, some relate to impact and others to process. Process indicators are used for priority measures that have a very precise objective, such as the adoption of a specific rule or the signing of a specific international instrument for the protection of rights.

Indicators should be disaggregated by sex, age, urban or rural residence, ethnicity and socioeconomic status, where relevant. However, for some priority measures, a minimum disaggregation is specified in the comments section. Some indicators need further operationalization, which will depend on the particular national context.

Lastly, the indicators may be drawn from various sources, whether national (for example, censuses, surveys, administrative records and national reports presented to various multilateral bodies) or international, originating with specialized agencies and multilateral organizations (including statistics, standardized national reports, and reports of special rapporteurs).

II. FRAMEWORKS FOR IMPLEMENTING THE REGIONAL AGENDA ON POPULATION AND DEVELOPMENT

This section of the guide corresponds to chapter J of the Montevideo Consensus, which refers to the frameworks needed for its adequate and effective implementation. The issues considered in this chapter require special treatment, as they cut across all the topics developed in the main body of the guide.

The chapter focuses on measures or actions that are deemed indispensable for the adequate and effective implementation of the Montevideo Consensus in the region, and they will require a clear decision and ongoing support and strengthening on the part of governments over the medium and long terms. Generally speaking, the measures considered refer to four main aspects. One aspect that was considered of primary importance is the need for countries to have a permanent institutional structure devoted to population and development issues from an integrated perspective that goes beyond the traditional sectorized or “line-ministry” approach. Such a structure should include a permanent and regularly functioning mechanism for inter-ministerial and interagency coordination, consistent with the modalities and specific features of each country.

Second, it identifies the need to strengthen sources of statistical information, with particular attention to reinforcing official statistics and conventional sources of demographic information, giving them the financial and technical sustainability needed to produce and process sociodemographic information for countries and the region.

Third, the chapter highlights the need to strengthen regional education and training programmes dealing with population and development, to ensure financial support for existing programmes (at both the regional and the country level), and the development of new sources consistent with specific demands, taking advantage of the available technological advances, in order to guarantee the technical capacities that countries need to deal with issues relating to population and development and to formulate public policies.

A fourth fundamental aspect is the need to implement monitoring mechanisms, both regional and national, as a way of ensuring adequate progress in effective implementation of the Montevideo Consensus. Those mechanisms must also be capable of encouraging active participation on the part of civil society.

It is clear that implementation of the priority measures will require assured financial resources for putting the Montevideo Consensus into effect, both through international cooperation and through national budget allocations.

The need to define and implement an institutional structure for population and development issues at the country level is set out in priority measure 99 of this chapter. It calls explicitly for establishing and strengthening a permanent institutional structure as well as a mechanism for inter-institutional coordination that includes organizations of civil society. This measure addresses the concern that the absence of a coordinating institutional structure may imply partial or fragmented treatment of the sociodemographic issues, in contrast to a comprehensive vision with a broad focus on population and development. It is clear that the sectoral institutions by themselves have serious limitations when it comes to dealing with population issues from an integrated approach and monitoring them effectively.

Creating and maintaining a permanent institutional structure and a mechanism for interagency coordination will generally require such lines of action as these:

- Define the institutions that are to comprise the mechanism, and their roles, depending on the population issues to be addressed.
- Designate the institution that will be responsible for coordination, and its roles (including its role as focal point for monitoring implementation of the Montevideo Consensus and as interlocutor with the Regional Conference, and serving as liaison among the other institutions).
- Create the mechanisms for achieving such coordination, to the extent possible with legal or formal backing.
- Allocate the necessary budgetary resources for financing the coordinating institution and the coordination mechanisms.

The measure also highlights the need to ensure that the institutional structure for population and development issues includes mechanisms to guarantee participation by civil society. This measure is closely linked with priority measure 107 in the same chapter of this guide. Measure 3 of chapter A provides greater detail on specific objectives, lines of action, targets and indicators for implementation of the institutional structure for population and development.

The question of sources and systems of information on population and development is addressed in priority measures 102, 103 and 104. This is again a cross-cutting issue that arises throughout the Montevideo Consensus and is therefore dealt with in various chapters of this guide. It is recognized that the region has made substantial progress in boosting governments' capacities to collect, process, analyse and disseminate sociodemographic information, and in particular that obtained through population censuses. However, there are still challenges when it comes to the adequate disaggregation and geographical coding needed to characterize specific population groups and territorial subdivisions so as to integrate approaches such as a gender, interculturalism, and the growing need for local and participatory planning. As well, it is essential to formulate and strengthen legal and regulatory frameworks for the regular conduct of censuses and the use of vital statistics and other administrative records that can be of great help with topics that are difficult to measure.

As in the case of the institutional structure, the information aspect also poses the need for systemic treatment of sources and of data and coordination among the entities producing them, in order to avoid overlap and dispersal of sources and data and thereby enhance their quality, relevance and timeliness, while at the same time economizing on resources.

The development of sociodemographic information is in fact stressed as one of the key lines of action throughout the Montevideo Consensus and this guide. The more general lines of action include the following:

- Develop countries' capacity to produce, disseminate and use sociodemographic information for formulating public plans and policies in the various sectors.
- Develop forward-looking information for assessing the economic and social impact of population dynamics as a way of generating awareness of the linkages between population dynamics and development policies.
- Ensure that statistics contain the age and geographical disaggregations needed to identify and characterize population groups of relevance for public policies, incorporating the gender focus and the intercultural perspective, as well as adolescents and youth, older persons, persons with disabilities, persons with care needs, persons subject to violence, women, indigenous peoples and Afro-descendent populations, populations exposed to natural disaster risks, migrants and displaced persons, among others.

- Focus efforts on democratizing access to all databases, for example by developing online consultation and processing tools.
- Maintain a constant process of training in the preparation and use of analyses of sociodemographic information.

Priority measure 103 makes explicit the requirement to have sufficient human and financial resources to improve population information systems, in keeping with targets 17.18 and 17.19 of the SDGs relating to the availability of timely, reliable and high-quality data disaggregated by groups so as to measure, through the preparation of indicators, the progress achieved toward sustainable development. In the context of the recommendations of the Advisory Group on a Data Revolution for Sustainable Development, it is important to work in coordination with the Statistical Conference of the Americas (SCA), and especially with its working groups on population, gender statistics, institutional strengthening, monitoring of the SDGs and statistics on childhood and adolescence. In addition, the support of agencies such as UNFPA, UNICEF, PAHO, the IDB and the World Bank is vital. It is also important to achieve financial and technical sustainability for a set of existing tools for generating and processing sociodemographic information on countries of the region, for example the REDATAM software and the various regional databases developed by CELADE.

The issue of training of the human resources needed for implementing the Montevideo Consensus and for giving continuity to population and development activities is recognized in priority measure 106, where countries agreed to design and implement training strategies in the area of population and development. The need to train human resources in population and development issues has been expressed systematically and urgently by the countries of Latin America and the Caribbean. The shortage of trained personnel can be explained in part by the fact that, while formal courses and programmes do exist in some countries of the region, they are insufficient to ensure generational succession or to offset the leakage inherent in the high turnover rate among government officials. This shortage is critical for national statistics offices attempting to carry out population censuses, and also for the various sectoral and development planning institutions that are unable to include population aspects in public plans and policies. Limitations on the availability of training make it very difficult for the officials responsible for population issues to have a comprehensive vision of these issues. The training of human resources includes the need to equip civil society with the knowledge it needs to participate in decision-making and in monitoring and evaluating policies in these areas.

A number of efforts have recently been made to address these needs, including the re-launch of the Intensive Regional Course on Demographic Analysis offered by CELADE-Population Division of ECLAC. As well, several countries in the region have training programmes in the area of population and development, and some of them are of long standing and high quality. Yet there is still no mechanism to assure the funding needed to make such programmes permanent and sustainable. Strategies are also needed to ensure the complementarity of measures in ways that will take best advantage of available resources, develop specific courses for existing needs, and make maximum use of technological advances and new approaches to training.

As a general line of action, this guide proposes the need to formulate and develop a human resource training strategy in population and development issues, covering the following elements among others:

- An inventory of the existing offer and directories of trained resources. ALAP and the national population associations, as well as CELADE, can support these activities and they have inventories that can be updated.

- Integration and harmonization for articulating and complementing the various available programmes and resources, and for filling the persistent gaps relating to certain topics, territorial levels and modalities of supply.
- New approaches and nontraditional methods of training in population issues, taking advantage of available technological advances.

The issue of oversight and accountability for implementation of the Montevideo Consensus is covered in priority measures 101 and 107, the latter of which refers to the participation of civil society and social movements in such monitoring. Priority measure 105 also refers to the need to ensure sufficient financial resources for putting in place clear and effective transparency and accountability mechanisms. The priority measures herein identify various mechanisms, instruments and regional and international bodies that can support the monitoring of the various measures in the Montevideo Consensus, in ways that will make use of available resources and avoid duplication of efforts. At the same time, the drafters of the guide made a special effort to specify lines of action, targets and indicators for the different priority measures, to serve as the basis for oversight and accountability in each country.

With respect to the remaining priority measures contained in chapter J, the adoption of a regional agenda on population and development (priority measure 100) is expected, pursuant to the decisions taken at the session of the Presiding Officers, in fulfilment of the Montevideo Consensus itself, and it can be operationalized by means of this guide. Priority measure 108 refers to the next meeting of the SCA, scheduled for November 2015, which is to consider a proposal for harmonizing health indicators, now being prepared by the responsible working group.

Lastly, full implementation of the Montevideo Consensus in the context of the ICPD beyond 2014, as expressed in priority measure 107, will require a firm and ongoing commitment on the part of countries and international cooperation to assure and mobilize the necessary financial resources. The guide identifies, under the various topics, the related international organizations that can support the different lines of action. Priority measure 46 offers greater detail on the bodies that can be used to raise funding for primary healthcare, and which can serve as an example for other topics. The SDGs and the guidelines for development financing that are part of the post-2015 development strategies offer important opportunities for fund-raising.

III. MAKING OPERATIONAL THE PRIORITY MEASURES OF THE MONTEVIDEO CONSENSUS ON POPULATION AND DEVELOPMENT

Chapter A

FULL INTEGRATION OF POPULATION DYNAMICS INTO SUSTAINABLE DEVELOPMENT WITH GENDER EQUALITY AND RESPECT FOR HUMAN RIGHTS

It is impossible to adopt forward-looking policies for improving people's lives without taking into account population dynamics, which determine the number of people, where they will live, and the composition and age structure of future populations. Population is intrinsic to development: it is shaped by economic, social and environmental forces and in turn it gives shape to future economic, social and environmental conditions. As the preamble to the Consensus notes, *“population dynamics —growth and decline, changes in the age structure, urbanization, migration and changing household and family structures— influence the opportunities for human development, are shaped by the decisions that people take and are essential for planning economic and social growth as well as for the three pillars of sustainable development: social, economic and environmental.”*

This first chapter of the Montevideo Consensus on Population and Development presents three main topics that characterize the regional vision of development: development that eradicates poverty and breaks the cycles of exclusion and inequality (PM 1); a human rights approach to development (PM 2); and development that is sustainable (PMs 5 and 6). There is an insistence throughout all the chapters of the Consensus that this development is intrinsically linked to population dynamics.

In addition to delineating the regional vision of development, chapter A also underlines the importance of integrating population issues into public policies and planning in order to achieve the development goals mentioned above. The Consensus calls for establishing an institutional structure to address population and development issues in a comprehensive and sustainable manner. The central task here is to ensure full integration of the population dynamics into the planning of sustainable development, sectoral policies, and public policies and programmes (PM 4). The mainstreaming of population dynamics into sustainable development planning is a central focus of population and development activities. Consequently, it must involve various institutions of government responsible, for example, for the areas of health, education, pensions, gender and planning. This broad range of public agencies involved in population and development issues underscores the need to designate a coordination body within government (PM 3) to ensure integrated treatment of population and development topics.

PRIORITY MEASURE 1

“Reinforce the public policies and actions needed to eradicate poverty and break the cycles of exclusion and inequality as a condition for achieving development in the region.”

Comments

Poverty in all its manifestations represents, in and of itself, a denial of rights, and eradicating poverty is a moral imperative for the region which governments must assume. The objective of reducing poverty also relates to the role that the factors of population dynamics play in policies designed to break the cycles of poverty and exclusion. Not only is this the first measure called for in the Montevideo Consensus, it is also the first objective of the sustainable development goals, to “end poverty in all its forms everywhere”. The call to put an end to all forms of discrimination is repeated throughout the Consensus for various groups that have suffered exclusion and denial of their rights. This call to break the cycles of exclusion and inequality can also be found in SDG 10, “reduce inequality within and among countries”. While progress in reducing poverty is modest in all countries of the region, and will be subject to monitoring under the SDGs, there has been some forward movement in Latin America and the Caribbean in breaking the cycles of exclusion and inequality, but better measurement tools are needed. As well, knowledge of the role of population dynamics in terms of these goals is not sufficiently developed, disseminated or appreciated on the part of public policy makers.

PRIORITY MEASURE 2

“Apply a human rights approach with a gender and intercultural perspective in addressing population and development issues, and step up efforts to recognize, promote and uphold relevant goals in order to eliminate inequalities and foster social inclusion.”

Comments

The second priority measure presents a guiding principle for population and development policies—the importance of a human rights approach with a gender and intercultural perspective—and it is closely linked with the first measure. The rights approach holds that the international rights framework is accepted and offers a coherent system of principles and rules in the development area. Consequently, it is important that population policies should adopt this approach, as well as the gender and cultural diversity perspective. This approach constitutes the basis for actions designed to break the cycles of exclusion and inequality, in which the multiple dimensions of social exclusion must be considered, such as those that affect victims of violence, migrants and displaced persons, people with special capabilities, and people subject to geographical and generational stigmatization.

The human rights approach is reflected in a crosscutting manner in all chapters of the Consensus, for which reason it is suggested that the second priority measure should be monitored against the specific lines of action, targets and indicators listed in other chapters.

PRIORITY MEASURE 3

“Build and strengthen national and subnational public institutions with responsibility for population and development issues, and ensure that they function in an integral and sustainable manner with the active participation of non-governmental stakeholders.”

Specific objectives

1. To establish and strengthen the institutional structure responsible for population and development issues; 2. To guarantee the human, technical and financial resources needed to make that institutional structure sustainable and comprehensive; 3. To encourage active participation by nongovernmental stakeholders in population and development issues; 4. To promote and strengthen the institutional structure responsible for population and development issues at the subnational level.

Possible lines of action

1. Explore the models of other countries that have a functioning institutional structure for population and development, evaluate their principal challenges, and select the model most appropriate for the country; 2. Adopt an institutional structure for population and development, including the designation of a public institution to provide technical support and coordinate actions on the issue; 3. Guarantee the sustainability of the population and development institutional structure, in financial and political terms, and identify the main challenges; 4. Promote the design and implementation of policies and programmes based on a prior assessment of the existing mechanisms for coordination among different sectors to ensure that population and development issues are handled in an integrated manner; 5. Strengthen the institutions working in different sectors (such as pensions, health, education, gender and planning) on population and development issues, including training and updating of their working teams, and facilitate the long-term retention of specialized human resources; 6. Establish formal channels for civil society participation, facilitate and encourage participation by the poorest and most marginal groups, and create a process for interactive debate and feedback to ensure that all stakeholders recognize that their contribution is meaningful.

Targets

1. An institutional structure defined to ensure the integrated treatment of population and development issues; 2. A public institution designated and operating as coordinator of population and development actions; 3. Formal mechanisms defined and operating to allow active participation by nongovernmental stakeholders.

Indicators

1. Existence of a focal point on population and development issues prior to the Third Meeting of Presiding Officers of the Regional Meeting of the RCPD; 2. Existence of a public institution responsible for coordinating population and development issues, acting as the country's counterpart to the RCPD before the third meeting; 3. Existence of a mechanism for broad participation, including nongovernmental stakeholders.

Related instruments, forums and mechanisms

1. Existing national frameworks for population and development.
2. National frameworks created for follow-up and monitoring of the SDGs.

Comments

The Consensus calls for establishing an integrated and sustainable institutional structure responsible for population and development matters, the central task of which is to ensure full integration of population dynamics into the planning of sustainable development, sectoral policies, and public programmes and policies in general (PM 4). The integration of population dynamics into sustainable development planning is a central focus of population and development activities. Consequently, it must involve different institutions of government responsible for such areas as health, education, pensions, gender and planning. This broad range of public agencies involved in population and development matters underscores the need for a coordination body within government (PM 3) to ensure the comprehensive treatment of population and development issues.

PRIORITY MEASURE 4

“Ensure full integration of population dynamics into sustainable development planning, sectoral policies and public policies and programmes in general—in particular in development and land-use planning—at national and subnational levels, drawing on sociodemographic knowledge and information and harnessing technological advances.”

Specific objectives	1. Ensure full integration of population dynamics into sustainable development planning, sectoral policies and public policies and programmes in general, and development and land-use planning in particular, at national and subnational levels; 2. Make use of sociodemographic knowledge and information, harnessing technological advances.
Possible lines of action	1. Develop a national plan using this guide for implementation of the Montevideo Consensus in order to ensure integration of population issues into public policies and planning so as to achieve sustainable development with equality and respect for human rights; 2. Develop long-term forecasts showing the impact of population dynamics on economies; 3. Promote the production, dissemination and use of socioeconomic statistics disaggregated by population group, for example women, older persons, adolescents, and indigenous peoples; 4. Strengthen the national statistics system, the civil registry, censuses and other sociodemographic information systems; 5. Strengthen national capacities for handling population and development issues; 6. Prepare a national plan for implementing the Montevideo Consensus; 7. Produce the information needed to evaluate the economic impact of changes in the age structure (for example through the system of National Transfer Accounts).
Targets	1. Population dynamics are fully incorporated into sustainable development planning, sectoral policies and public policies and programmes in general.
Indicators	1. National plan for implementing the Montevideo Consensus, prior to the Third Regional Meeting of the RCPD; 2. Long-term forecasts of the sectoral impacts (pensions, health, education) of population dynamics; 3. Socioeconomic statistics in hand, disaggregated by population groups, for example women, older persons, adolescents and indigenous peoples.
Related instruments, forums and mechanisms	
Comments	This measure is complementary to PM 86 and PM 94 on inclusion of special population dynamics for indigenous peoples and for Afro-descendants, respectively.

PRIORITY MEASURE 5

“Pursue sustainable development as a means of securing now and in the future human well-being for all peoples on an equitable basis, and ensuring that the linkages between population, resources, the environment and development are fully recognized, appropriately administered and maintained in a harmonious and dynamic balance with a thriving biodiversity and healthy ecosystems.”

Comments

This measure combines two objectives of the SDGs intended to achieve sustainable development with a particular focus on ecosystems: Goal 14, “Conserve and sustainably use the oceans, seas and marine resources for sustainable development”, and Goal 15, “Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.” It is suggested that PM 5 should be monitored against Goals 14 and 15 of the SDGs. Population is one of the most important factors for environmental change. Consequently, in order to achieve sustainable development it is essential to take into account the transformations that are produced through demographic dynamics, a point that links this measure directly to PM 4.

PRIORITY MEASURE 6

“Guarantee sustainable production and consumption patterns and avoid exacerbating the undesirable climate change phenomena brought about by human activity.”

Comments

PM 6, like PM 5, is aligned with the specific objective of SDG Goal 12, “Ensure sustainable consumption and production patterns”. It is suggested that measure 6 should be monitored against SDG Goal 12. This measure is linked in a general way with chapter G on territorial inequality, spatial mobility and vulnerability, and in particular with PM 83, “Promote inclusive development of natural resources, avoiding the social and environmental damage that this may cause.”

Chapter B

RIGHTS, NEEDS, RESPONSIBILITIES AND THE DEMANDS OF GIRLS, BOYS, ADOLESCENTS AND YOUTH

According to current United Nations estimates, Latin America and the Caribbean will have 630 million inhabitants in 2015, of which nearly 52% will belong to the under-29-years age group, the reference group for this chapter. Within that age group, children under 15 years number 164 million, representing 26.1% of the total,³ adolescents (10 to 19 years of age) 112 million, or 17.8% of the total, and young people (15 to 29 years) 162 million, or 25.6% of the total.⁴

Just as important as the population weight of this age group is the fact that its members are recognized as having rights, in various international instruments and in national legislation. Governments must guarantee those rights and attend to the demands of this age group so that this stage of their life will be full and satisfying. At the same time, social investment in this population segment is indispensable for sustainable development in its three pillars—social, economic and environmental—for it is at this stage of life that the central milestones of adulthood begin to define themselves. A healthy adulthood, well-educated, socially integrated and culturally sensitive to the broad issues of equality and sustainability, will encourage people to develop their capacities, to exercise their rights, and to contribute to sustainable development.

This chapter covers 11 priority measures (7-17). Measure 7, on general aspirations for the best possible life for children, adolescents and young people, is treated in an abbreviated manner in order to estimate, essentially, what can be implemented and monitored through other priority measures of the Montevideo Consensus and other international instruments, forums and mechanisms. The 10 remaining priority measures are spelled out in full tables, using the standard descriptors and criteria agreed. Five priority measures (11-15) deal directly with sexuality and reproduction, with an emphasis on guaranteeing comprehensive sexual education (11), ensuring access to sexual and reproductive health including contraceptive methods and the exercise of sexual and reproductive rights (12), preventing pregnant adolescents from dropping out of school, and preventing pregnancy among adolescents and eliminating unsafe abortion (14), and helping young women avoid subsequent pregnancies (15). Among the other priority measures there is one that seeks to guarantee youth participation in decisions and policies, another on investment in youth, with the emphasis on education (9), a third on strengthening youth employment and promoting decent work (10), a fourth on preventing violence, promoting harmonious coexistence and guaranteeing access to justice (16), and a final one on data availability and quality (17).

The measures in this chapter are intimately linked with those of chapter D on universal access to sexual and reproductive health services. In fact, some of the objectives, lines of action, targets and indicators for the priority measures of chapter B could correspond, at least in part, to the equivalent age cohorts in chapter D. Consequently, it is reasonable to apply principles of economy and complementarity in this case and to work with common lines of action, goals and indicators, with the age specification indicated above, where appropriate, as will be explained in the “comments” line of the tables.

³ In fact, the international definition included in the Convention defines children as persons under 18 years of age, but there are no projections by simple age available for constituting the groups 0-18.

⁴ For further details, see <http://esa.un.org/unpd/wpp/Excel-Data/population.htm>.

PRIORITY MEASURE 7

“Guarantee for all boys, girls, adolescents and young people, without any form of discrimination, the chance to live a life free from poverty and violence, and to enjoy protection and exercise of their human rights, a range of opportunities and access to health, education and social protection.”

Comments

This Priority measure has many objectives that by definition apply to the reference age group (boys, girls, adolescents and young people), such as: 1. Guaranteeing, without any form of discrimination, the chance to live a life free from poverty; 2. Guaranteeing, without any form of discrimination, the chance to live a life free from violence; 3. Ensuring protection, without any form of discrimination; 4. Ensuring the exercise of human rights, without any form of discrimination; 5. Ensuring a range of opportunities, without any form of discrimination; 6. Ensuring access to health, without any form of discrimination; 7. Ensuring access to education, without any form of discrimination; 8. Ensuring access to social protection, without any form of discrimination. Most of these objectives are expressed in a very general way, which makes specific and concrete monitoring difficult. Given this diversity of objectives and their generality, this priority measure can perhaps best be fulfilled by implementing other international instruments and other priority measures of the Montevideo Consensus. Among the relevant international instruments are: (a) the Universal Declaration of Human Rights (various articles of which are taken up in subsequent PMs); (b) the Convention on the Rights of the Child (various articles of which are taken up in subsequent PMs); (c) the Ibero-American Convention on the Rights of Youth (various articles of which are taken up in subsequent PMs); (d) the United Nations System-wide Action Plan on Youth (Youth SWAP), which focuses on five areas: employment and entrepreneurship; protection of rights and civic engagement; political inclusion; education, including comprehensive sexuality education; and health; (e) MDG goals 1, 2 and 4; and (f) SDG targets 1.1: By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day; 4.1: By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes; 4.2: by 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education; 4.3: by 2030, ensure equal access for all women and men to affordable quality technical, vocational and tertiary education, including university; 8.6: by 2020, substantially reduce the proportion of youth not in employment, education or training; 10.4. Adopt policies, especially fiscal, wage and social protection policies and progressively achieve greater equality; 16.2. End abuse, exploitation, trafficking and all forms of violence and torture against children. Among the Priority measures of the Montevideo Consensus that will serve for implementing PM 7 are: PM 9 on investment, with the emphasis on education; PM 10 on employment opportunities; and PM 16 on violence, harmonious coexistence and access to justice. The objectives referring to “exercise of rights” and to “range of opportunities” are very general, but they can be considered achievable with implementation of all the priority measures relating to rights and opportunities that apply to this group. With respect to oversight bodies and mechanisms, the most important are those that have binding systems of accountability, such as the Convention on the Rights of the Child, for which its Committee on the Rights of the Child has been operating since 1991 and in which 191 of the 194 Member States of the United Nations participate. As well, UNICEF has key input to offer in this area, and should play a leading role in promoting and monitoring this priority measure, particularly as it relates to children. The same holds for the Ibero-American Youth Organization (OU) with respect to this priority measure and its application and follow-up in the case of adolescents and young people.

PRIORITY MEASURE 8

“Guarantee also the existence of mechanisms for the effective participation, without any form of discrimination, of adolescents and young people in public debate, in decision-making and in all policy and programme phases, in particular on matters that affect them directly, and strengthen institutional mechanisms for youth.”

Specific objectives

1. To ensure the availability of mechanisms and bodies for channelling and making effective the participation by adolescents and young people in public decisions and policies, in particular those that affect them directly; 2. To ensure that adolescents and young people are in fact participating effectively in public decisions and policies, in particular those that affect them directly.

Possible lines of action

1. Endow the institutions responsible for promoting and enforcing the rights of adolescents and young people with informal and open channels and forums where adolescents and young people can participate and express their opinions; 2. Establish rules and procedures and mechanisms to guarantee the inclusion of young people and adolescents in the advisory bodies of the various public institutions involved in policies that concern them; 3. Define mechanisms to guarantee the inclusion and participation of adolescents and young people in the advisory and deliberative bodies of the legislative sphere, in particular in the processing of legislation that concerns them; 4. Establish publicly available virtual and/or physical forums for consulting adolescents and young people on public decisions that affect them, and promote, encourage and facilitate participation in those forums by adolescents and young people.

Targets

1. To have in place an institutional structure for youth affairs that defines, implements, and successfully promotes participation by adolescents and young people in public affairs; 2. Increase the number of public bodies with mechanisms for effective participation by young people and adolescents in public policies that affect them, in all their phases; 3. Adolescents and young people have the opportunity to submit observations and comments on proposed legislation during its legislative processing; 4. Adolescents and young people express their opinions directly (through virtual or physical means) and have an influence on public decisions that affect them; 5. Increased participation by adolescents and young people in spheres of interest to them; 6. Increased youth participation in public affairs, including elections.

Indicators

1. Absolute and relative number of forums for young people to participate in public decisions that affect them; 2. Percentage of adolescents and young people who consider that their country offers them adequate forums and mechanisms for participation in public affairs; 3. Percentage of parliamentarians who are young.

Related instruments, forums and mechanisms

Ibero-American Convention on the Rights of Youth, Article 21, “Youth Participation”.

Comments

1. Adolescents must be considered as “young people” where there is no specific mention of this group, as they face specific limitations in terms of their visibility and formal and political recognition; 2. The percentage of voters among young people may be another useful indicator, although it may not mean much when voting is mandatory and when there is no simple procedure to evade voting. With respect to forums for participation, as with all or nearly all the indicators for institutions or policies, verifying them will require special information sources (for example ad hoc reports) and specific procedures (for rigorous and representative evaluation of sources).

PRIORITY MEASURE 9

“Invest in youth, through specific public policies and differentiated access, especially through the provision, without discrimination, of universal, free, public, secular, high-quality, intercultural education in order to ensure that this stage of life is full and satisfactory, to enable them to develop as autonomous individuals with a sense of responsibility and solidarity and with the ability to tackle creatively the challenges of the twenty-first century.”

Specific objective	To provide universal access to education, in particular through education that is public, universal, secular, intercultural, non-discriminatory, and of high quality.
Possible lines of action	1. Guarantee universal coverage of free public education, with all the resources this implies; 2. Institute comprehensive programmes of support for public education designed to boost its quality, ensure it is secular, and promote retention at all levels; 3. Improve teacher training; 4. Improve working conditions for public teachers; 5. Encourage recruitment to the teaching profession; 6. Reward good teacher performance; 7. Improve school management at all levels, from the ministry to the classroom; 8. Bring the curriculum into line with the technological revolution; 9. Take advantage of new technologies to improve teaching and learning; 10. Introduce systems for monitoring and evaluating coverage and quality.
Targets	1. All public education institutions offer, without discrimination, instruction that is secular, intercultural, free and of high quality; 2. All children, adolescents and youth have access, without discrimination, to public institutions that are secular, intercultural, free end of high quality.
Indicators	1. Percentage of public education institutions offering, without discrimination, education that is secular, intercultural, free end of high-quality; 2. Net school enrolment rates, disaggregated by sector and level; 3. Investment in public education per student, by educational level
Related instruments, forums and mechanisms	Universal Declaration of Human Rights, Article 26; Ibero-American Convention on the rights of youth, article 22, “Right to Education”; SDGs, targets 4.1, 4.2 and 4.3. The Universal Declaration of Human Rights has an accountability mechanism, the “Universal Periodic Review”, based on reports from countries and rapporteurs. The Convention on the Rights of the Child and its accountability mechanism could also be important, as noted under Priority measure 7, although in this case the most relevant provision is Article 28 on the right to education. Because it deals with education issues, UNESCO has an obvious role in promoting and monitoring this Priority measure. The Organization of Iberoamerican States for Education, Science and Culture has established a set of targets in this area for 2021 (see [online] http://www.oei.es/metas2021.pdf).
Comments	This PM contains a number of descriptions whose meaning cannot be taken for granted (secular education, intercultural, non-discriminatory, free and of high quality), but are difficult to assess in detail (i.e. school by school). Accordingly, one alternative is to conduct a formal review of compliance with legal attributes (secular, intercultural, non-discriminatory, free) and measure quality by standard international testing, although these tests are not applied in all the region’s countries. If the formal review suggests that public schooling does not meet the general objectives, then the priority measure is not being upheld in that country. In view of the well-documented inequality in education in almost all the countries of the region, indicator 2 should be disaggregated by sex, area of residence, socioeconomic level and ethnicity.

PRIORITY MEASURE 10

“Promote and invest in labour and employment policies and special training programmes for youth to boost personal and collective capabilities and initiative and to enable them to reconcile studies and work activities, without precarious working conditions and guaranteeing equal opportunities and treatment.”

Specific objectives

1. Facilitate young people’s access to decent and productive employment; 2. Train young people in order to improve their participation in productive work; 3. Enable young people to reconcile studies and work activities; 4. Ensure decent working conditions for young people.

Possible lines of action

1. Implementation of specific occupational training programmes for youth; 2. Establishment of incentives for hiring young people; 3. Introduction of systems of incentives and assistance to help young people find employment; 4. Creation of public works programmes for young professionals and technicians; 5. Provision of technical support and concessional loans for young entrepreneurs; 6. Implementation of programmes to facilitate reconciliation of employment and studies; 7. Approval, regulation and enforcement of labour legislation that will punish discrimination against young people at social risk.

Targets

1. Reduction in the youth unemployment rate; 2. Higher percentage of young people with decent work; 3. Increase in the number of young people able to reconcile employment and education.

Indicators

1. Youth unemployment rate; 2. Percentage of decent jobs among employed youth; 3. Percentage of young people who are neither working, studying nor in training.

Related instruments, forums and mechanisms

SDG target 8.6 (See PM 7); Ibero-American Convention on the Rights of Youth, Article 26-28. Given that this PM pertains to labour, ILO has an obvious role in supporting and monitoring it.

Comments

It is best to avoid the stigmatizing concept of “neither-nor”, as indicator 3 reveals structural inequalities and the lack of opportunities. Additional indicators should include those relating to underemployment or informal employment, although these could be incorporated into the measurement of decent work (depending on how that measure is operationalized). In view of the well-documented social and labour inequality in almost all the countries of the region, indicator 2 should be disaggregated by sex, area of residence, socioeconomic level and ethnicity.

PRIORITY MEASURE 11

“Ensure the effective implementation, from early childhood of comprehensive sexuality education programmes, recognizing the emotional dimension of human relationships, with respect for the evolving capacity of boys and girls and the informed decisions of adolescents and young people regarding their sexuality, from a participatory, intercultural, gender-sensitive, and human rights perspective.”

Specific objectives	<p>1. To ensure universal access to comprehensive sexuality education for children, adolescents and youth, in line with the Montevideo Consensus and international standards, with full respect for the progressive autonomy of children.</p>
Possible lines of action	<p>1. Review and share national experience in the provision of comprehensive sexuality education; 2. Regulate and finance the provision of comprehensive sexual education in the schools; 3. Review curricula to ensure the inclusion of comprehensive sexual education in the schools; 4. Train teachers and facilitators for comprehensive sexuality education activities; 5. Prepare teaching materials for comprehensive sexuality education activities; 6. Implement information and awareness raising programmes on sexual and a productive health, including inter-institutional programmes of comprehensive sexuality education involving ministries of health and education and campaigns targeted at adults, in particular fathers and mothers, on the emerging symbolic and behavioural patterns relating to sexuality among the new generations; 7. Establish mechanisms for technical support to the schools and other institutions, as appropriate, for providing comprehensive sexuality education; 8. Establish opportunities for adolescents and young people to participate in all phases relating to the delivery of comprehensive sexuality education; 9. Structure systems for regular evaluation of comprehensive sexuality education programmes and adapt them to the needs of the target population and to sociocultural changes.</p>
Targets	<p>1. All public and private education institutions have programmes of comprehensive sexuality education aligned with the Montevideo Consensus; 2. Increased number of children, adolescents and young people with information and knowledge about sexual and reproductive issues, appropriate to their ages; 3. Increased number of children, adolescents and young people who take informed decisions in sexual matters with the autonomy consistent with their age.</p>
Indicators	<p>1. The official curriculum for comprehensive sexuality education is aligned with the criteria of the Montevideo Consensus and with international standards; 2. Percentage of children, adolescents and young people who have completed a comprehensive sexuality education course; 3. Percentage of children, adolescents and young people who have information and knowledge about sexual and reproductive topics adequate for their respective ages.</p>
Related instruments, forums and mechanisms	<p>Ministerial (Health and Education) Declaration on the topic signed in Mexico 2008 (“Preventing through Education”); Ibero-American Convention on the Rights of Youth, Article 23, “Right to Sexual Education”; Convention on the Rights of the Child, article 34 of which relates to this topic.</p>
Comments	<p>This Priority measure contains a number of qualifiers that cannot be taken for granted (“recognizing the emotional dimension of human relationships, with respect for the evolving capacity of boys and girls and the informed decisions of adolescents and young people regarding their sexuality, from a participatory, intercultural, gender-sensitive, and human rights perspective”). Thus, an alternative is a formal review to verify that the curriculum complies with these attributes. If the formal review suggests that comprehensive sexuality education does not fulfil the provisions of the Montevideo Consensus, then the country would not be complying with this Priority measure. If a formal review was to be considered excessive, then a target indicator could be used, such as “Percentage of schools or education programmes whose curriculum includes comprehensive sex education”.</p>
	<p>The “Preventing through Education” Declaration contains specific goals with respect to comprehensive sexuality education, which could be incorporated into this guide. These are the following: (i) by 2015, reduce by 75% the gap in the number of schools under the jurisdiction of the education ministries that are not providing comprehensive sexuality education; (ii) by 2015, reduce by 50% the gap in the number of adolescents and young people without coverage by health services that appropriately address their sexual and reproductive health needs. There is no permanent institutional arrangement, nor any official follow-up mandate, nor even any baseline for monitoring the Declaration. Nevertheless, the IPPF/WHO and the Democracy and Sexuality Network (Demyselx), the Mesoamerican Coalition for Comprehensive Sexuality Education and the Member Associations of IPPF/WHO publish regular reports on progress in fulfilling the commitments assumed in the Declaration (https://www.ippfwhr.org/es/publicaciones/evaluaci%C3%B3n-de-la-implemenci%C3%B3n-de-la-declaraci%C3%B3n-ministerial-prevenir-con-educaci%C3%B3n)</p>

PRIORITY MEASURE 12

“Implement comprehensive, timely, good-quality sexual health and reproductive health programmes for adolescents and young people, including youth-friendly sexual health and reproductive health services with a gender, human rights, intergenerational and intercultural perspective, which guarantee access to safe and effective modern contraceptive methods, respecting the principles of confidentiality and privacy, to enable adolescents and young people to exercise their sexual rights and reproductive rights, to have a responsible, pleasurable and healthy sex life, avoid early and unwanted pregnancies, the transmission of HIV and other sexually transmitted infections, and to take free, informed and responsible decisions regarding their sexual and reproductive life and the exercise of their sexual orientation.”

Specific objectives

1. To provide universal access to sexual health and reproductive health services for adolescents and young people; 2. To guarantee access to safe and effective modern contraceptive methods, respecting the principles of confidentiality and privacy; 3. To ensure exercise of the sexual and reproductive rights of adolescents and young people.

Possible lines of action

1. Adopt specific national legislation, with the appropriate regulations and protocols, to protect universal access for adolescents and young people to sexual and reproductive health services; 2. Adopt specific national legislation to guarantee exercise of the sexual and reproductive rights of adolescents and young people; 3. Guarantee regular budget funding as needed for sexual and reproductive health services and programmes for adolescents and young people; 4. Establish the physical, institutional and operational infrastructure for sexual and reproductive health services and programmes targeted especially at adolescents; 5. Institute health checkups for healthy adolescents, including a sexual and reproductive health component; 6. Train specialists in sexual and reproductive health care for adolescents and young people and in providing counselling on these issues for those groups.

Targets

1. Eliminate the barriers that obstruct or limit universal access for adolescents and young people to sexual and reproductive health services; 2. Eliminate the barriers that obstruct or limit adolescents and young people in the exercise of their sexual and reproductive rights; 3. Establish sexual and reproductive health programmes for adolescents and young people in the health ministry; 4. Provide special, locally oriented sexual and reproductive health services for adolescents and young people, staffed by suitable personnel and scaled to satisfy demand fully; 5. Meet the demand for contraception among adolescents and young people; 6. Prevent unwanted pregnancies among adolescent girls and young women.

Indicators

1. Existence of a legal framework guaranteeing the exercise of sexual and reproductive rights for adolescents and young people, including universal access to timely and high-quality comprehensive reproductive health services; 2. Percentage of adolescents and young people whose demands for contraception are met with modern methods; 3. Percentage of unplanned births in adolescence.

Related instruments, forums and mechanisms

MDG 5B; SDG targets 3.7: *By 2030 ensure universal access to sexual and reproductive health care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes*; 5.6: *Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the ICPD and the Beijing Platform for Action and the outcome documents of their review conferences.*

Comments

This Priority measure contains a number of qualifications that cannot be taken for granted (for example, that there should be “comprehensive, timely, good-quality sexual health and reproductive health programmes for adolescents and young people, including youth-friendly sexual health and reproductive health services with a gender, human rights, intergenerational and intercultural perspective”), and that can be difficult to measure with existing sources and conventional methodologies. One possibility is to use friendly services as benchmarks and quantify their care, or even rate their quality. Consequently, the sources used for monitoring must take this complexity into account, as well as the technical details that can be complicated for certain indicators, such as 2. Given the high indices of social inequality in early pregnancy patterns and in adequate and timely contraceptive protection, the indicators must be broken down by gender, socioeconomic, rural-urban and ethnic status, at least.

PRIORITY MEASURE 13

“Introduce or strengthen policies and programmes to prevent pregnant adolescents and young mothers from dropping out of school.”

Specific objective	To prevent girls from dropping out of school because they are pregnant or have a baby.
Possible lines of action	1. The measures contained in PM 11 and 12, intended to avoid all adolescent pregnancies, wanted or not; 2. Provide comprehensive oversight and support systems for adolescent mothers, in view of their greater risk and the possible social and health complications of adolescent pregnancy, and include in these systems real incentives for remaining in school; 3. Eliminate discriminatory provisions and practices that lead to the expulsion of pregnant adolescents and young mothers from the education system or make it difficult for them to remain; 4. Implement programmes for reconciling maternity with school attendance, such as flexible hours, special timetables, day care services and support for care and child raising (conditional upon remaining in school).
Targets	1. Have in place an institutional scheme that encourages pregnant adolescents and young mothers to remain in school; 2. Eradicate the legal and institutional barriers that encourage or cause pregnant adolescents and young mothers to drop out of school; 3. Increase the number of schools that have an institutional scheme to promote and facilitate school retention for pregnant adolescents and young mothers; 4. Increase the proportion of pregnant adolescents and young mothers who remain in the education system.
Indicators	1. Number of rules that discriminate against pregnant adolescents or young mothers; 2. Percentage of schools that have special programmes for reconciling maternity with school attendance; 3. Percentage of pregnant adolescents and young mothers who remain in the school system.
Related instruments, forums and mechanisms	SDG, target 8.6
Comments	Alternatively, indicator 1 could be establishment-based: “Number of educational establishments with anti-discrimination rules”.

PRIORITY MEASURE 14

“Prioritize the prevention of pregnancy among adolescents and eliminate unsafe abortion through comprehensive education on emotional development and sexuality, and timely and confidential access to good-quality information, counselling, technologies and services, including emergency oral contraception without a prescription and male and female condoms.”

Specific objectives	To avoid unwanted pregnancies and unsafe abortions
Possible lines of action	<ol style="list-style-type: none"> 1. The measures included in PMs 11 and 12 relating to comprehensive sexuality education and access to SRH for adolescents; 2. Legislate and create programmes to guarantee universal and timely access to emergency oral contraception for adolescent girls, including those under the age of 15; 3. Provide safe services for terminating pregnancy among adolescent girls and young women, consistent with national legislation.
Targets	<ol style="list-style-type: none"> 1. To meet the demand for emergency contraception for adolescent girls, including those under 15 years, and young women; 2. To reduce pregnancy during adolescence; 3. To reduce pregnancies before the age of 15; 4. To avoid unsafe abortions.
Indicators	<ol style="list-style-type: none"> 1. Fertility rate among adolescent girls and those under 15 years; 2. Fertility rate for the 10-14 age group; 3. Percentage of satisfied demand for emergency contraception among adolescent girls, including those under 15 years, and young women; 4. Percentage of unsafe abortions among adolescent girls.
Related instruments, forums and mechanisms	SDG 3: target 3.7 and target 5.6 (already mentioned).
Comments	PM closely associated with PMs 11 and 12, and can thus be implemented and monitored through those PMs, except in respect of emergency contraception, which falls exclusively under this PM. Given that emergency contraception is rather new in the region, measurement of unmet demand may be difficult and segmented by country. In the absence of this indicator, indicators on use of emergency contraception in a reference group could be used, for example the percentage of adolescents including those under age 15, and sexually active young people who made use of emergency contraception in a given period of risk exposure.

PRIORITY MEASURE 15

“Design intersectoral strategies to help young women avoid subsequent pregnancies, including antenatal, childbirth and postpartum care, access to contraceptive methods, protection, support and justice.”

Specific objective	To prevent subsequent pregnancies among adolescents.
Possible lines of action	<ol style="list-style-type: none"> 1. The measures contained in PMs 11 and 12 relating to comprehensive sexuality education and access to SRH for adolescents; 2. Implement intersectoral programmes (health, education, social protection, justice) for counselling and support of pregnant adolescents and young mothers; 3. Promote programmes for comprehensive monitoring of adolescent mothers, with emphasis on preventing subsequent pregnancy and providing access to contraception.
Targets	<ol style="list-style-type: none"> 1. Effective and coordinated implementation of intersectoral strategies to help girls avoid subsequent pregnancies during adolescence; 2. Increased access for adolescent mothers to comprehensive care, support, counselling and contraceptive services to prevent subsequent pregnancies during adolescence; 3. Fewer subsequent pregnancies in adolescence.
Indicators	<ol style="list-style-type: none"> 1. Existence of a programme for comprehensive monitoring of adolescent mothers, with emphasis on preventing subsequent pregnancies and providing access to contraception; 2. Percentage of adolescent mothers receiving post-partum care who have been offered and provided with contraception in order to avoid another pregnancy; 3. Percentage of adolescent mothers with two or more children.
Related instruments, forums and mechanisms	SDG 3 target 3.7 and target 5.6 (already mentioned).
Comments	Closely linked to other Priority measures (in particular 11, 12 and 14).

PRIORITY MEASURE 16

“Guarantee for boys, girls, adolescents and young people the opportunities and the basis for harmonious coexistence and a life free from violence, through intersectoral strategies to address the factors that disrupt harmony in the community and foment violence, to provide education from early childhood that promotes tolerance, an appreciation for diversity, mutual respect and respect for human rights, conflict resolution and peace, and to ensure protection, timely access to justice and compensation for victims.”

Specific objectives

1. To have in place an institutional framework and intersectoral strategies to prevent violence against children, adolescents and young people and to avoid impunity; 2. To prevent violence among children, adolescents and young people; 3. To promote tolerance and healthy coexistence among children, adolescents and young people; 4. To protect children, adolescents and young people who have suffered violence.

Possible lines of action

1. Design and implement intersectoral strategies against violence of all types, in particular against children, adolescents and young people; 2. Implement Comprehensive Education against Violence; 3. Develop courses on harmonious coexistence, good treatment and gender equity in the schools; 4. Promote programmes to prevent juvenile violence and gender-based violence; 5. Institute programmes of psychosocial and judicial support for children, adolescents and young people who have suffered violence; 6. Design and implement strategies for communication and social mobilization against violence and in favour of peaceful settlement of disputes; 7. Design and implement policies for the economic and social inclusion of youth, with a particular emphasis on young people at risk and socially excluded; 8. Implement, with the support of parents and community leaders, extracurricular programmes for the use of free time; 9. Strengthen the institutions of the justice system so as to reduce impunity.

Targets

1. To have in place intersectoral legislation, strategies, policies and programmes to prevent violence and foster healthy coexistence among children, adolescents and youth (young offenders); 2. Have in place a comprehensive system of education against violence, including gender-based violence and sexual abuse; 3. Prevent and stop violence against children, adolescents and young people; 4. Prevent violence committed by children, adolescents and young people.

Indicators

1. Existence of intersectoral strategies to eradicate violence, with a focus on children, adolescents and young people; 2. Percentage of victims among children, adolescents and young people; 3. Rates of assault and other violent crimes committed by children, adolescents and young people.

Related instruments, forums and mechanisms

SDG, target 16.2: “End abuse, exploitation, trafficking and all forms of violence and torture against children”; Convention on the Rights of the Child, Articles 3 and 8 inter alia; Ibero-American Convention on the Rights of Youth, Articles 4 and 11. Also relevant is the CEDAW follow-up mechanism as it relates to girls, adolescents and young women. The same holds for the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belém do Pará 1994) and its follow-up mechanism, MESECVI

Comments

The objectives, goals and indicators must take into account the particular situation of indigenous and Afro-descendant boys, girls, adolescents and young people, pursuant to PM 89 (combating violence, in the chapter on indigenous peoples) and PM 93 (overlapping dimensions of racial, gender and generational inequalities, in the chapter on Afro-descendant persons). Special attention must also be paid to boys, girls, adolescents and young people with some type of disability.

PRIORITY MEASURE 17

“Guarantee also reliable statistical data, disaggregated by sex, age, migration status, race and ethnicity, cultural variables and geographical location, with regard to education, health, in particular sexual health and reproductive health, employment and the participation of adolescents and young people.”

Specific objective To have available adequate, timely and suitably disaggregated information for all phases of development for children, adolescents and young people.

Possible lines of action 1. Improve the coverage, timeliness and quality of vital statistics and official records in general, and ensure that they contain an age distinction for identifying children, adolescents and youth; 2. Include specific surveys on children, adolescents and youth, and demographic and health surveys, in the official, regular national survey programme; 3. Establish national information systems that integrate the various sources and use common codes, for example geo-referencing; 4. Ensure open access to all databases, for example through online database consultations and processes; 5. Promote participation by adolescents and young people in national information systems; 6. Promote participation by boys, girls, adolescents and young people in the design, analysis and use of information survey results, taking into account the technical nature of these processes.

Targets 1. To have complete, timely and high-quality vital records; 2. To have regular statistics on education, sexuality, employment, participation and other themes relevant to the reference groups; 3. To have regular surveys covering childhood, adolescences and youth, and demographics and health; 4. To have national information systems that integrate different sources, use common codes (e.g. geo-referencing) and allow social and territorial disaggregations; 5. To have online instruments for consultation and processing of official databases, including censuses.

Indicators 1. Existence of vital statistics registries, surveys and censuses that provide adequate, timely and disaggregated information for all phases of development of children, adolescents and young people; 2. Existence of policies and programmes that make regular and systematic use of information on childhood, adolescence and youth; 3. Percentage of the population, of civil society organizations and of academia that expresses satisfaction with the availability of information on childhood, adolescence and youth.

Related instruments, forums and mechanisms SDG target 17.18. “By 2020, enhance capacity-building support to developing countries, including for LDCs and SIDs, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographical location and other characteristics relevant in national contexts”. The Statistical Conference of the Americas should have a leading role in promoting and monitoring this Priority measure, along with UNICEF and OU as mentioned above.

Comments Other priority measures of the Montevideo Consensus, such as PMs 4, 98 and 103, pursue the objective of this Priority measure, but target it at other population groups or at the population in general.

These measures are complementary to PM 90 and PM 98, in terms of generating disaggregated information on indigenous peoples and Afro-descendants, respectively, and including a gender and generational perspective.

Chapter C

AGEING, SOCIAL PROTECTION AND SOCIOECONOMIC CHALLENGES

Population ageing is a worldwide phenomenon. In 2015, in the Latin America and Caribbean region, the population 60 years and over amounts to more than 70 million persons, representing 11.2% of the regional total. In another 15 years, this segment will amount to more than 119 million, and will represent 16.7% of the total. The last 50 years have seen notable gains in life expectancy. Never in human history have people lived so long as they do today.

This reality poses some profound questions about the needs and interests of a population segment that is growing steadily and swiftly. The social protection systems that were created in the 1970s in Latin America and the Caribbean still fell short of those achieved in Europe. A longer life brings with it opportunities for people in good health, but regional reality shows that the understanding of morbidity is still limited in the region and while people are living longer they do not always enjoy a high quality of life. As a result, health costs per capita for the over-65 age group are three to five times higher than for young people. Ageing also affects pensions and retirement allowances, as the numbers of beneficiaries increase and benefits are paid over a much longer time (ILO, 2009).⁵ Similarly, as the population ages an ever greater proportion of persons can expect to reach an age —75 years or more— in which they are at greater risk of becoming frail and of developing multi-morbidity conditions that require care on a continuing basis (Council of the European Union, 2014)⁶.

The Montevideo Consensus includes 15 priority measures dealing with the issue of population ageing and social protection. The topics covered by the priority measures relate to participation, social insurance, education, health, care, dignified death, work, violence, discrimination, savings, and public policies, among other matters. At the present time, most of these topics form part of various international human rights instruments, declarations and resolutions of the United Nations General Assembly, Conventions of the International Labour Organization, reports and standards prepared for the special procedures of the Human Rights Council, and the jurisprudence of treaty bodies, among other sources, including some that have been adopted within ECLAC.

This chapter presents a differentiated discussion of each of these measures. The intent is to explain in detail those that have not been considered sufficiently in the interventions targeted at older persons in the region, and where the Consensus makes a contribution by reinforcing existing recommendations in these areas.

It should be noted that several of the priority measures have been significantly fleshed out in the Madrid International Plan of Action on Ageing and in the instruments of ECLAC, such as the 2003 Regional Strategy, the 2007 Brasilia Declaration or the 2012 San José Charter on the rights of older persons. The synergy between these instruments and the Consensus is obvious, and they are mutually reinforcing.

⁵ http://www.ilo.org/global/publications/magazines-and-journals/world-f-work-magazine/articles/WCM_041965/lang-en/index.htm

⁶ http://ec.europa.eu/health/ageing/docs/ev_20140618_co04_en.pdf

PRIORITY MEASURE 18

“Formulate policies with a gender perspective to ensure a good quality of life in old age, not only for urban dwellers, but also for those who live in rural and forest areas.”

Comments

This measure relates to PM 20, which calls upon countries to “[d]esign policies at the national, federal and local levels to guarantee quality of life, the development of potential and the full participation of older persons, taking account of the need for intellectual, emotional and physical interaction and the different situation of men and women, with emphasis on the groups that are most susceptible to discrimination, such as older persons with disabilities, those without economic resources or pension coverage, or those who live alone or lack a support network.” It is also linked, more generally, to chapter E of the Montevideo Consensus, which deals with aspects of gender equality.

The mainstreaming of the gender perspective in policies pertaining to older persons is addressed in the Convention on the Elimination of All Forms of Discrimination against Women (1979, United Nations, Treaty series, volume 1249, page 13. Entry into force on 3 September 1981); General Assembly Resolution 47/5, “Proclamation on Ageing”, of 16 October 1992; General Assembly Resolution 57/117, on “The situation of older women in society”, of 18 December 2002; the Madrid International Plan of Action on Ageing and the Political Declaration adopted at the World Assembly on Ageing, Madrid, 8 to 12 April, 2002.

The Committee on the Elimination of Discrimination against Women (CEDAW) also addresses the topic in its Decision 26/III, “Eliminating Discrimination against Older Women through the Convention” (A./57/38, part I), of 7 May 2002, and General Recommendation No. 27 on older women and protection of their human rights, of 16 December 2010.

SDG target 6.2: “By 2030, achieve access to adequate and equitable sanitation and hygiene for all, and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations.”

SDG target 11.2: “By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.”

SDG target 11.7: “By 2030, provide universal access to safe, inclusive and accessible green and public spaces, particularly for women and children, older persons and persons with disabilities.”

PRIORITY MEASURE 19

“Design and implement public policies, plans and programmes—at all political and administrative levels—that take into account changes in the age structure, in particular population ageing, and the opportunities and challenges associated with these changes over the medium and long term.”

Specific objective	To formulate and implement public policies, plans and programmes that take into account the opportunities and challenges associated with changes in the age structure, in particular population ageing, over the medium and long term.
Possible lines of action	1. Prepare periodic reports that take into account the medium and long-term financial and economic impact of changes in the age structure, based on long-term projections of the population by age in different sectors (health, education, pensions); 2. Incorporate the results of these reports into public policies, plans and programmes at all political and administrative levels and in planning for sustainable development in general.
Targets	Public policies, plans and programmes take into account the medium and long-term social and economic impacts of changes in the age structure of the population.
Indicators	1. Number of studies on the medium and long-term social and economic impacts of changes in the age structure of the population; 2. Percentage of public (sectoral) policies, plans and programmes that incorporate the medium and long-term social and economic impacts of changes in the age structure.
Related instruments, forums and mechanisms	Political Declaration from the Second World Assembly on Ageing: Article 8. <i>“We commit ourselves to the task of effectively incorporating ageing within social and economic strategies, policies and action while recognizing that specific policies will vary according to conditions within each country. We recognize the need to mainstream a gender perspective into all policies and programmes to take account of the needs and experiences of older women and men.”</i> Madrid International Plan of Action on Ageing: Introduction, paragraph 15: <i>“Mainstreaming ageing into global agendas is essential. A concerted effort is required to move towards a wide and equitable approach to policy integration. The task is to link ageing to other frameworks for social and economic development and human rights. Whereas specific policies will vary according to country and region, population ageing is a universal force that has the power to shape the future as much as globalization.”</i>
Comments	PM 19, “Design and implement public policies, plans and programmes [...] that take into account changes in the age structure, in particular population ageing”, taken together with PM 25, “Formulate policies to take advantage of the unique opportunity provided by the demographic dividend”, seeks to develop policy responses to changes in the age structure, a key issue for population and development. These measures also fall within the general framework of PM 4 of chapter A, “Integration of population dynamics into sustainable development planning”. An important prerequisite for the success of these measures is implementation of PM 3, which will provide the institutional support needed to design and execute these policies.

PRIORITY MEASURE 20

“Design policies at the national, federal and local levels to guarantee quality of life, the development of potential and the full participation of older persons, taking account of the need for intellectual, emotional and physical interaction and the different situation of men and women, with emphasis on the groups that are most susceptible to discrimination, such as older persons with disabilities, those without economic resources or pension coverage, or those who live alone or lack a support network.”

<p>Specific objective</p>	<p>To develop policies and measures, including special measures of a temporary nature, to guarantee the quality of life and full participation of older persons, taking into account the age, gender, and situation of vulnerability of various groups.</p>
<p>Possible lines of action</p>	<ol style="list-style-type: none"> 1. Prepare 5-year or 10-year plans for defining intervention priorities and action strategies on behalf of older persons; 2. Prepare and apply programmes and deliver services for fostering the independence of older persons in rural and forest areas, including persons with disabilities; 3. Strengthen the administrative powers and capabilities and the inter-agency links of public agencies serving older persons; 4. Guarantee the effective provision of the budgets and resources needed to pursue actions that should be undertaken on behalf of older persons; 5. Strengthen the technical capacity of government personnel through training and upgrading of working teams and facilitate the sustainability and retention of specialized human resources; 6. Conduct periodic assessments of government-implemented programmes, projects and services targeted at older people; 7. Guarantee participation by older persons in institutional consultation and accountability processes at all levels; 8. Ensure that older persons, in particular older women, are included and represented in planning for rural and urban development.
<p>Targets</p>	<p>All older persons have access to public policies and programmes designed to increase their autonomy and quality of life, according to their needs and aspirations.</p>
<p>Indicators</p>	<ol style="list-style-type: none"> 1. The percentage of older persons in different situations of vulnerability (disabilities, lack of economic resources and/or social security coverage, living alone) who are the beneficiaries of public policies and programmes designed to increase their autonomy and quality of life; 2. Percentage of consultation and institutional accountability processes related to ageing and the older adult population in which older persons participate.
<p>Related instruments, forums and mechanisms</p>	<p>Political Declaration of the Second World Assembly on Ageing, Article 8 (detailed under priority measure 19).</p>
	<p>Madrid International Plan of Action on Ageing, which incorporates specific recommendations for the development of policies related to employment, migrants, gender equality, education, poverty reduction, health, disabilities and care. It also includes recommendations on the institutional structure in its section on implementation measures.</p>
	<p>The mainstreaming of the gender perspective in policies pertaining to older persons is addressed in the Convention on the Elimination of All Forms of Discrimination against Women (1979, United Nations, Treaty series, volume 1249, page 13 . Entry into force on 3 September 1981); General Assembly Resolution 47/5, “Proclamation on Ageing”, of 16 October 1992; General Assembly Resolution 57/117, on “The situation of older women in society”, of 18 December 2002, as well as the Madrid International Plan of Action on Ageing and the Political Declaration adopted at the World Assembly on Ageing, Madrid, 8 to 12 April, 2002.</p>
	<p>The Committee on the Elimination of Discrimination against Women (CEDAW) also addresses the topic in its Decision 26/III, “Eliminating Discrimination against Older Women through the Convention” (A/57/38, part I), of 7 May 2002, and General Recommendation No. 27 on older women and protection of their human rights, of 16 December 2010.</p>
	<p>In the ECLAC sphere, the 2003 Regional Strategy for the Implementation of the Madrid International Plan of Action on Ageing contains a particular reference to the development of policies and programmes in its priority areas. In the section on Implementation and Follow-up of the Regional Strategy it establishes, as the first objective, “Incorporation of the issue of ageing into all spheres of public policy in order to adjust State actions to reflect demographic changes and the aim of building a society for all ages.”</p>
	<p>The 2012 San José Charter on the rights of older persons also contains a specific section on this topic, stressing the creation and strengthening of institutions responsible for older persons at the national level (http://www.cepal.org/celade/noticias/paginas/1/44901/CR_Carta_ESP.pdf).</p>
<p>Comments</p>	<p>This measure is related to PM 18, which calls on countries to “Formulate policies with a gender perspective to ensure a good quality of life in old age, not only for urban dwellers, but also for those who live in rural and forest areas.”</p>

PRIORITY MEASURE 21

“Ensure the inclusion and equitable participation of older persons in the design and application of policies, plans and programmes that concern them.”

Specific objectives	<p>1. Include older persons in the design and monitoring of policies that affect them. 2. Support the participation of older persons in community and political life.</p>
Possible lines of action	<p>1. Involve older persons in consultation processes at all levels of decision-making; 2. Ensure that older persons can participate with voice and vote in the advisory boards of the institutions responsible for matters relating to ageing; 3. Encourage older persons to see themselves as capable of influencing election outcomes; 4. Work to ensure that the growing influence of older people in election processes is not seen in a negative manner by other groups within society; 5. See that older women have the opportunity to participate in public and political life, to hold public office, and to obtain the information to present themselves as candidates for election; 6. In cases where these do not already exist, encourage the establishment of older persons' organizations at all levels; 7. Provide financial and technical support to older persons' organizations to assist in their operations and self-management; 8. Create an environment that facilitates participation by older persons in volunteer activities.</p>
Targets	<p>1. Existence of formal or informal forums in which older persons and public officials can meet to discuss their respective rights and responsibilities and to work together; 2. Volunteer programmes include older persons among their members; 3. Voting stations have access facilities for older persons.</p>
Indicators	<p>1. Percentage of programmes designed with the participation of older persons; 2. Percentage of older persons who are volunteers; 3. Percentage of older persons who voted in the latest elections.</p>
Related instruments, forums and mechanisms	<p>The United Nations Principles for Older Persons include participation, and declare that older persons should “participate actively in the formulation and implementation of policies that directly affect their well-being and share their knowledge and skills with younger generations” and that “they should be able to form movements or associations of older persons.” (Resolution 46/91 of 16 December 1991, <i>Implementation of the International Plan of Action on Ageing and related activities</i>).</p> <p>The Madrid International Plan of Action on Ageing sets forth, in its Priority Direction 1: Older Persons and Development, the objective (1) of recognizing the social, cultural, economic and political contribution of older persons, and includes recommendations such as to (i) offer opportunities, programmes and support to encourage older persons to participate or continue to participate in cultural, economic, political and social life and lifelong learning; (ii) provide information and access to facilitate the participation of older persons in mutual self-help, intergenerational community groups and opportunities for realizing their full potential. Objective 2 relates to participation of older persons in decision-making processes at all levels, and includes recommendations to (i) take into account the needs and concerns of older persons in decision-making at all levels; (ii) encourage, when they do not already exist, the establishment of organizations of older persons at all levels to, inter alia, represent older persons in decision-making; and (iii) take measures to enable the full and equal participation of older persons, in particular older women, in decision-making at all levels.</p> <p>The Committee on the Elimination of Discrimination against Women, in its General Recommendation No. 27, declares that “<i>States parties have an obligation to ensure that older women have the opportunity to participate in public and political life and hold public office at all levels and that older women have the necessary documentation to register to vote and run as candidates for election.</i>” (CEDAW/C/2010/47/GC.1), Committee on the Elimination of Discrimination against Women, 2010).</p>
Comment	<p>This measure is related to PM 27, which calls upon countries to “Include older persons as a priority focus of public policy and as fundamental stakeholders in the formulation and implementation of policies aiming to improve the quality of life of older persons.”</p>

PRIORITY MEASURE 22

“Eradicate the multiple forms of discrimination that affect older persons, including all forms of violence against older women and men, taking into account the obligations of States with respect to ageing with dignity and rights.”

Specific objectives

1. To adopt measures whereby older persons may enjoy their rights and freedoms without discrimination of any kind; 2. To implement temporary or permanent measures, as appropriate, to guarantee equality of treatment for older persons; 3. To foster a positive attitude towards old age and to sponsor measures to publicize and promote the human rights of older persons.

Possible lines of action

1. Pass legislation eliminating formal and substantive discrimination based on age and assign the corresponding obligations to public and private players; 2. Review laws regularly, and amend them if necessary, to ensure that they do not discriminate, either formally or substantively, against older persons in the exercise of their human rights; 3. Draw up action plans to combat formal and substantive discrimination against older persons in the exercise of their human rights; 4. Educate and train public officials to combat discrimination, including judges and candidates for positions in the justice system; 5. Adopt suitable measures —legislative administrative or other— to guarantee differentiated and preferential treatment for older persons in all spheres; 6. Employ incentives or penalties to encourage public and private players to modify their attitude and their behaviour towards older persons; 7. Create programmes to boost awareness about the systemic discrimination that older persons suffer in the exercise of their human rights; 8. Establish accessible mechanisms in the courts, the administrative authorities, national human rights institutions or public defenders’ offices to handle complaints of discrimination against older persons; 9. Repeal laws that discriminate against widows with respect to their inheritance rights and protect them from dispossession of their lands.

Targets

1. Society has become aware of the many forms of discrimination that affect older persons; 2. Existence of procedures and protocols to offer preferred and preferential treatment to older persons; 3. All public officials understand and are committed to fulfilling their obligation not to discriminate against older persons.

Indicators

1. Percentage of persons who consider that older persons are discriminated against as a group; 2. Percentage of government institutions that have instituted protocols for giving preferred and preferential treatment to older persons; 3. Percentage of older persons in situations of neglect.

Related instruments, forums and mechanisms

The Committee on Economic, Social and Cultural Rights, in its General Comment No. 20, has observed that “Age is a prohibited ground of discrimination in several contexts. The Committee has highlighted the need to address discrimination against unemployed older persons in finding work, or accessing professional training or re-training and against older persons living in poverty with unequal access to universal old age pensions due to their place and residence.” (Committee on Economic, Social and Cultural Rights (2009), “Nondiscrimination in Economic, Social and Cultural Rights”, E/C.12/GC/20, 2 July 2009).

The Madrid International Plan of Action on Ageing has as a central theme the need to ensure “the full enjoyment of economic, social and cultural rights, and civil and political rights of persons and the elimination of all forms of violence and discrimination against older persons”, and it includes in its recommendations on labour and health various provisions relating to non-discrimination based on age or other factors. (<http://undesadspd.org/Portals/0/ageing/documents/Fulltext-SP.pdf>)

SDG target 10.2: “By 2030 empower and promote the social, economic and political inclusion of all irrespective of age, sex, disability, race, ethnicity, origin, religious or economic or other status.”

SDG target 10.3: “Ensure equal opportunity and reduce inequalities of outcome, including through eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and actions in this regard.”

Comments

The objectives, goals and indicators must take into account the particular situation of indigenous and Afro-descendant boys, girls, adolescents and young people, pursuant to PM 89 (combating violence, in the chapter on indigenous peoples) and PM 93 (overlapping dimensions of racial, gender and generational inequalities, in the chapter on Afro-descendant persons).

PRIORITY MEASURE 23

“Establish or consolidate human rights programmes to tackle and eliminate violence against older persons in the public and private spheres.”

Specific objective To adopt legislative, administrative and other measures to prevent, investigate, punish and eradicate acts of violence against older persons and to provide compensation to victims.

Possible lines of action

1. Establish or strengthen mechanisms to prevent violence, in any of its manifestations, within the family, in long-term care services, in the workplace, and in the communications media; 2. Provide training and raise the awareness of public officials, medical personnel, family caregivers or other persons who provide services to older persons to enable them to detect violence or abuse in all areas, to advise them on the measures to take if they suspect abuse and, in particular, to encourage them to report abuse to the competent authorities; 3. Promote suitable and accessible measures for reporting cases of violence against older persons, and strengthen the judicial and administrative mechanisms for addressing them, including adequate compensation to victims, within a reasonable timeframe; 4. Produce statistical information on the scope, the causes and the effects of violence against older persons, disaggregated by age, sex, place of residence, disability or other grounds for discrimination; 5. Create support services, such as shelters, counselling and rehabilitation, for older persons victims of violence in the home (including those living in rural and isolated areas); 6. Establish criminal penalties, civil recourse and compensation to protect older persons against all types of violence, including sexual violence and harassment in the workplace; 7. Investigate, prosecute and punish all acts of violence against older persons, including sexual violence; 8. Take adequate awareness-raising and other measures to protect older persons against financial abuse, including fraud or deceit; 9. Pass legislation prohibiting the subjection of older persons to scientific experiments, medical treatment or institutionalization without their free and informed consent.

Targets

1. Any older person who has suffered violence has access to adequate and timely complaint mechanisms; 2. Any older person who has suffered violence has access to victim support services; 3. Any older person who has undergone medical treatment or been placed in a long-term care facility has declared his or her free and informed consent; 4. Eliminate violence affecting older persons in the public and private spheres.

Indicators

1. Percentage of older persons who have turned to support services for victims of violence; 2. Percentage of older victims who have filed complaints of neglect and abuse; 3. Percentage of older persons who have given their free and informed consent before receiving medical treatment or being placed in a long-term care facility; Percentage of older persons who are familiar with programmes geared towards protection of their human rights.

Related instruments, forums and mechanisms The Madrid International Plan of Action on Ageing includes specific recommendations regarding abuse of older persons, under Priority Direction III, Issue 3 (Neglect, Abuse and Violence), Objectives 1 and 2.

On ensuring enabling and supportive environments, Objective 1 calls for “elimination of all forms of neglect, abuse and violence against older persons”, and Objective 2 recommends the “creation of support services to address elder abuse.” (<http://undesadspd.org/Portals/0/ageing/documents/Fulltext-SP.pdf>).

**Related instruments, forums
and mechanisms**

The Committee on the Elimination of Discrimination against Women, in its General Recommendation 27, declares that “States parties have an obligation to recognize and prohibit violence against older women, including those with disabilities, in legislation on domestic violence, sexual violence and violence in institutional settings. States parties should investigate, prosecute and punish all acts of violence against older women, including those committed as a result of traditional practices and beliefs. State parties should pay special attention to the violence suffered by older women in times of armed conflict, the impact of armed conflicts on their lives, and the contribution that older women can make to the peaceful settlement of conflicts as well as to reconstruction processes. When addressing sexual violence, forced displacement and the conditions of refugees during armed conflict, States parties should give due consideration to the situation of older women. States parties should take into account relevant United Nations resolutions on women and peace and security when addressing such matters, including, in particular, Security Council resolutions 1325 (2000), 1820 (2008) and 1889 (2009).” (United Nations, “General recommendation N° 27 on older women and protection of their human rights” (CEDAW/C/2010/47/GC.1), Committee on the Elimination of Discrimination against Women, 2010).

The Committee against Torture (CAT), in Its General Comment No. 2, establishes that States parties must, among other obligations, “prohibit, prevent and redress torture and ill-treatment in all contexts of custody or control”, including institutions that provide care for the elderly. The Committee has also issued repeated recommendations to States parties that, in their reporting, they should present data disaggregated by age, gender and other key factors so that the Committee can adequately evaluate implementation of the Convention (Committee against Torture, 2008, Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment but, General Comment 2, “Implementation of Article 2 by States Parties”, CAT/C/GC/2, New York).

Comments

The objectives, goals and indicators must take into account the particular situation of indigenous older persons, pursuant to PM 89 (combating violence, in the chapter on indigenous peoples).

PRIORITY MEASURE 24

“Give the highest priority to older persons in plans for disaster prevention, mitigation and relief, including disaster preparedness, relief worker training on emergency prevention and response and the availability of goods and services.”

Specific objectives

1. To build and reinforce the national capacity to incorporate the needs of older persons in disaster management; 2. To promote equal access for older persons to food, housing and medical care and other services during and after disasters.

Possible lines of action

1. Identify older persons who are vulnerable (due to chronic diseases, dementia or reduced mobility) in planning for disaster management; 2. Sensitize and train disaster management personnel as to the specific needs of older persons; 3. Promote interagency and intersectoral collaboration for taking older persons into account in official disaster management activities; 4. Ensure that older persons are represented in national and local disaster management committees; 5. Make use of older persons' knowledge in the design and implementation of disaster risk reduction activities; 6. Review disaster management plans regularly to ensure that older persons are included as a priority attention group; 7. Ensure that personnel providing care and services to older persons are aware of and informed about their responsibilities; 8. Adjust humanitarian aid distribution plans to ensure that older persons have adequate access to food and water; 9. Guarantee the safety and accessibility of shelters for older persons, especially those with functional limitations and those requiring medical care; 10. Restore access to health and care services for older persons, with attention to the reestablishment of treatments essential for maintaining or recovering their health; 11. Include older persons as beneficiaries of housing reconstruction programmes; 12. Take steps to prevent violence against older persons, and in particular sexual abuse and gender violence; 13. Evaluate the lessons learned and the specific impacts on older persons in the post-disaster phase.

Targets

1. National disaster management strategies incorporate older persons as a priority group for attention; 2. The programmes of humanitarian assistance and disaster relief agencies include specific measures for older persons; 3. Data from needs assessments and figures on morbidity and mortality during disasters are compiled and disaggregated by age and by gender in order to appreciate the needs of older persons and respond to them more adequately.

Indicators

1. Percentage of older persons who have received appropriate assistance during a disaster; 2. Percentage of older persons targeted by the programmes of humanitarian aid and disaster relief agencies; 3. Percentage of post-disaster reconstruction programmes that have included older persons.

Related instruments, forums and mechanisms

The Madrid International Plan of Action on Ageing (2012) addresses this subject in Priority Direction 1, Issue 8, Objective 1, “Equal access by older persons to food, shelter and medical care and other services during and after natural disasters and other humanitarian emergencies”.

The San José Charter on the Rights of Older Persons declares the following with respect to this topic: *“(We) draw attention to the vulnerability of older persons in emergency situations and following natural disasters and undertake to work to: (a) include priority, preferential assistance for older persons in disaster relief plans; (b) prepare national guidelines that include older persons as a priority group given preferential treatment in disaster preparedness, relief worker training and the availability of goods and services; (c) give priority and preferential treatment to the needs of older persons during post-emergency or post-conflict reconstruction.”*

SDG target 13.1: “Strengthen resilience and adaptive capacity to climate related hazards and natural disasters in all countries”.

SDG target 13.3: “Improve education, awareness raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction, and early warning.”

Comments

In 2012 the Pan American Health Organization prepared a detailed guide on the inclusion of older persons in disaster management. See Pan American Health Organization (2012) Guidelines for Mainstreaming the Needs of Older Persons in Disaster Situations, Washington, D.C.: PAHO, 2012.

Between 2008 and 2011, the Office of the United Nations High Commissioner for Refugees (UNHCR) provided funding to Help Age International to second two experts on ageing to the Global Production Cluster. Their role was to help cluster members working in the field to identify and respond to the protection risks facing older persons affected by conflicts and natural disasters, as well as to incorporate their needs into evidence-based protection programming. The conclusions are presented in the document entitled “Protecting older people in emergencies: good practice guide”.

PRIORITY MEASURE 25

“Formulate policies to take advantage of the unique opportunity provided by the demographic dividend and that include coordinated investments in education and health and the creation of decent work on the basis of intergenerational solidarity.”

Comments

The need to invest in education and health and to generate decent work is a central theme of chapter B of the Consensus, dealing with “rights, needs, responsibilities and requirements of girls, boys, adolescents and youth”. Chapter B also mentions the great opportunity offered by the demographic dividend: “*Considering that the 15-29 age group in the region now numbers some 160 million persons—in other words, young people account for one quarter of the population—and that the demographic dividend offers a unique opportunity for social investment in adolescence and youth, based on intergenerational solidarity, an investment which is essential for the three pillars of sustainable development: social, economic and environmental.*” It suggests follow-up to PM 25 under three specific methods of chapter B: PM 7, “*Guarantee for all boys, girls, adolescents and young people, without any form of discrimination, the chance to live a life free from poverty and violence, and to enjoy protection and exercise of their human rights, a range of opportunities and access to health, education and social protection*”; PM 9, “*Invest in youth, through specific public policies and differentiated access, especially through the provision, without discrimination, of universal, free, public, secular, high-quality, intercultural education in order to ensure that this stage of life is full and satisfactory, to enable them to develop as autonomous individuals with a sense of responsibility and solidarity and with the ability to tackle creatively the challenges of the twenty-first century*”; and PM 10, “*Promote and invest in labour and employment policies and special training programmes for youth to boost personal and collective capabilities and initiative and to enable them to reconcile studies and work activities, without precarious working conditions and guaranteeing equal opportunities and treatment.*”

In addition, PM 25 is linked to PM 122 of chapter J: “*Also ask the United Nations Population Fund to strengthen cooperation activities with the Governments of the region in the framework of their commitment to strengthen investment in youth and, in particular, to intensify efforts to coordinate actions relating to access to quality education, including comprehensive sexuality education, gender equality, decent work for youth and their access to quality health care, including sexual health and reproductive health services, in conjunction with other cooperation agencies and other bodies in the United Nations system.*”

PRIORITY MEASURE 26

“Bring health policies into line with the challenges of the varied and changing epidemiological profile arising from ageing and the epidemiological transition, reinforcing the fight to eradicate communicable diseases and implementing actions for the prevention and treatment of chronic diseases traditionally referred to as non-communicable, but now known to be strongly influenced by conditions of social and economic vulnerability in the early years of life, and ensure that these policies take into account gender, age, regional, ethnic and socioeconomic specificities.”

Specific objectives	1. To implement actions to prevent and treat non-communicable diseases (NCDs); 2. To boost efforts to eradicate communicable diseases.
Possible lines of action	1. Reinforce and promote multisectoral measures to prevent and control non-communicable diseases (NCDs); 2. Adopt policies to reduce the prevalence of the main risk factors for NCDs and reinforce the protective factors; 3. Enhance the coverage, accessibility and quality of national care for the four main NCDs (cardiovascular diseases, cancer, diabetes and chronic respiratory diseases) and others that have national priority; 4. Strengthen countries' capacity for surveillance and research on NCDs, their risk factors and their determinants, and use research results as the basis for designing and implementing policies.
Targets	1. The national social protection system in the field of health considers universal and equitable access to interventions for NCDs; 2. By 2030 reduce by one-third premature mortality from non-communicable diseases (NCDs) through prevention and treatment, and promote mental health and well-being (SDG 3.4); 3. By 2030 end preventable deaths of newborns and under-five children (SDG 3.2)
Indicators	1. Premature mortality from non-communicable diseases; 2. Preventable deaths of newborns and under five children.
Related instruments, forums and mechanisms	<p>This priority measure is linked with SDG target 3, “Ensure healthy lives and promote well-being for all at all ages”. Other lines of action, goals and indicators related with the prevention and control of noncommunicable diseases are found in PAHO, “Plan of Action for the Prevention and Control of Noncommunicable Diseases in the Americas, 2013-2019”.</p> <p>Numerous instruments of international law recognize the human right to health. Article 25 (1) of the Universal Declaration of Human Rights asserts that “<i>Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services.</i>” The International Covenant on Economic, Social and Cultural Rights contains the most comprehensive stipulation in international law concerning people’s right to health. Pursuant to the first paragraph of article 12 of the Covenant, States parties recognize “<i>the right of everyone to the enjoyment of the highest attainable standard of physical and mental health</i>”, while the second paragraph of article 12 mentions, by way of example, various “steps to be taken by the States parties to the present Covenant to achieve the full realization of this right.” General Comment 14 of the Committee on Economic, Social and Cultural Rights indicates (paragraph 25) that “[w]ith regard to the realization of the right to health of older persons, the Committee, in accordance with paragraphs 34 and 35 of General Comment No. 6 (1995), reaffirms the importance of an integrated approach, combining elements of preventive, curative and rehabilitative health treatment. Such measures should be based on periodical check-ups for both sexes; physical as well as psychological rehabilitative measures aimed at maintaining the functionality and autonomy of older persons; and attention and care for chronically and terminally ill persons, sparing them avoidable pain and enabling them to die with dignity” (CESCR, General Comment No. 14, The right to the highest attainable standard of health (E/C.12/2000/4, 2000).</p>

Older persons’ right to health is part of the Additional Protocol to the American Convention on Human Rights in the Area of Economic, Social and Cultural Rights, “Protocol of San Salvador”, San Salvador, El Salvador, 17 November 1988, which came into force on 16 November 1999.

Related instruments, forums and mechanisms

The jurisprudence of the Treaties Committees also incorporates the right to health for older persons. For example, General Comment No. 6 of the Committee on Economic, Social and Cultural Rights, on the economic, social and cultural rights of older persons (E/1996/22) and General Recommendation No. 27 of the Committee on the Elimination of Discrimination against Women (CEDAW), on older women and protection of their human rights (CEDAW/C/GC/27), December 16, 2010.

There are resolutions of the United Nations General Assembly dealing with the topic, such as Resolution 46/91, "Implementation of the international plan of action on ageing and related activities" of 16 December and Resolution 31/113, "Specific measures to meet the need for a decent living environment for the most vulnerable groups of society", of 16 December 1976.

Specific recommendations on the health of older persons can be found in the Vienna International Plan of Action on Ageing, adopted by the World Assembly on Ageing in Vienna, 26 July 2 6 August 1982, and in the Madrid International Political Declaration and plan of action on ageing, adopted at the Second World Assembly on Ageing in Madrid, 8 to 12 April 2002.

There are specific policies of the World Health Organization (Active Ageing: A Policy Framework, Geneva, 2002, "Global Strategy and Plan of Action on Public Health, Innovation and Intellectual Property", WHA61.21, 2008) and of the Pan American Health Organization (Caribbean Charter for Health Promotion, First Caribbean Conference on Health Promotion, PAHO, WHO and Caribbean Cooperation in Health, 1 to 4 June 1993, Port of Spain, Trinidad and Tobago, and Plan of Action Plan on the Health of Older Persons Including Active and Healthy Ageing, 49th Directing Council, 61st session of the Regional Committee, Washington DC, 28 September to 2 October 2009).

At ECLAC, the topic is part of the Regional Strategy for the Implementation of the Madrid International Plan of Action on Ageing of 2003, the Brasilia Declaration of 2007 and the San José Charter on the rights of older persons.

Comment

The objectives, goals and indicators must take into account the particular situation of indigenous peoples and Afro-descendants, supplemented with the priority measures referring to the right to health of indigenous peoples (PM 87) and of Afro-descendants (PM 95).

PRIORITY MEASURE 27

“Include older persons as a priority: focus of public policy and as fundamental stakeholders in the formulation and implementation of policies aiming to improve the quality of life of older persons.”

Comments

This measure is related to PM 21, which calls for ensuring “the inclusion and equitable participation of older persons in the design and application of policies, plans and programmes that concern them.”

The United Nations Principles for Older Persons include participation, and declare that older persons should “participate actively in the formulation and implementation of policies that directly affect their well-being and share their knowledge and skills with younger generations” and that “they should be able to form movements or associations of older persons.” (Resolution 46/91 of 16 December 1991, *Implementation of the International Plan of Action on Ageing and related activities*).

The Madrid International Plan of Action on Ageing sets forth, in its Priority Direction I: Older Persons and Development, the objective (1) of recognizing the social, cultural, economic and political contribution of older persons, and includes recommendations such as to (i) offer opportunities, programmes and support to encourage older persons to participate or continue to participate in cultural, economic, political and social life and lifelong learning; (ii) provide information and access to facilitate the participation of older persons in mutual self-help, intergenerational community groups and opportunities for realizing their full potential. Objective 2 relates to participation of older persons in decision-making processes at all levels, and includes recommendations to (i) take into account the needs and concerns of older persons in decision-making at all levels; (ii) encourage, when they do not already exist, the establishment of organizations of older persons at all levels to, inter alia, represent older persons in decision-making; and (iii) take measures to enable the full and equal participation of older persons, in particular older women, in decision-making at all levels.

The Committee on the Elimination of Discrimination against Women, in its General Recommendation No. 27, declares that “States parties have an obligation to ensure that older women have the opportunity to participate in public and political life and hold public office at all levels and that older women have the necessary documentation to register to vote and run as candidates for election.” (CEDAW/C/2010/47/GC.1), Committee on the Elimination of Discrimination against Women, 2010).

PRIORITY MEASURE 28

“Foster policies to encourage individuals to save during their active, productive life so that in the long run they can enjoy a decent old age.”

Specific objectives

Promote active ageing policies to facilitate enjoyment of a decent old age; 2. Encourage older persons, both women and men, to remain active as workers, consumers or volunteers for as long as they wish; 3. Foster savings policies to allow people to enjoy a decent old age in the long run.

Possible lines of action

1. Develop a strategic national plan on active ageing, one that takes a comprehensive, multisector approach to active ageing, focused either on older workers as a specific target group or on meeting their needs within a broader framework designed to address the challenges of working life (for example, work-life balance); 2. Introduce legislation to prohibit age discrimination in the labour market; 3. Introduce programmes to encourage the transfer of experience and know-how from older workers to younger workers (for example, mentoring programmes for entrepreneurs); 4. Introduce fiscal incentives for employers (for example, reducing the social contribution rates) to encourage the retention of older workers; 5. Develop national policies for lifelong learning that include guarantees of education, training and skills development for older workers; 6. Promote savings for retirement by establishing a government programme of matched contributions to savings accounts for low- and medium-income earners; 7. Mount a national campaign of financial education for retirement (for example, send out a yearly letter to workers, projecting their eventual annual retirement incomes); 8. Measure the untapped potential of older persons for active and healthy ageing, through such tools as the Active Ageing Index developed by the Economic Commission for Europe (ECE).

Targets

1. To increase the proportion of older persons leading an active life; 2. To eliminate poverty among older persons; 3. To increase the proportion of working-age adults who are contributing to the social security system.

Indicators

1. The Active Ageing Index; 2. Number and proportion of older persons living below the poverty line; 3. Percentage of working-age adults contributing to the social security system.

Related instruments, forums and mechanisms

This measure also appears in the San José Charter, Agreement 8:

“8. Promote fulfilment of the right of older persons to work and have access to income-generating activities by means of the following actions: (a) Promote the development of measures designed to ensure equal treatment and equal opportunities, especially with regard to working conditions, guidance and training at all levels, in particular equality in vocational training and job placement; (b) Adopt active employment policies that promote the participation or re-entry of older workers in the labour market, based on country-specific opportunities; (c) Promote legal reforms and economic incentives to enable older persons to continue working beyond the retirement age, in accordance with their capacity, experience and preferences, including measures such as gradually reducing the working day, part-time employment and flexible hours; (d) Disseminate information on the right to retire, preparations for retirement and its advantages, as well as on the possibilities of other vocational or voluntary activities; (e) Promote entrepreneurship and access to credit”.

Related instruments, forums and mechanisms

This measure appears as well in the Madrid International Plan of Action on Ageing, under Issue 1, Active participation in society and development, Objective 1: Recognition of the social, cultural, economic and political contribution of older persons, with the following recommended actions: (a) Ensure the full enjoyment of all human rights and fundamental freedoms by promoting the implementation of human rights conventions and other human rights instruments, particularly in combating all forms of discrimination; (b) Acknowledge, encourage and support the contribution of older persons to families, communities and the economy; (c) Provide opportunities, programmes and support to encourage older persons to participate or continue to participate in cultural, economic, political, social life and lifelong learning; (d) Provide information and access to facilitate the participation of older persons in mutual self-help, intergenerational community groups and opportunities for realizing their full potential; (e) Create an enabling environment for volunteering at all ages, including through public recognition, and facilitate the participation of older persons who may have little or no access to the benefits of engaging in volunteering; (f) Promote a wider understanding of the cultural, social and economic role and continuing contribution of older persons to society, including that of unpaid work; (g) Older persons should be treated fairly and with dignity, regardless of disability or other status, and should be valued independently of their economic contribution; (h) Take account of the needs of older persons and respect the right to live in dignity at all stages of life; (i) Promote a favourable attitude among employers regarding the productive capacity of older workers as being conducive to their continued employment and promote awareness of their worth, including their self-awareness, in the labour market; (j) Promote civic and cultural participation as strategies to combat social isolation and support empowerment.

This measure is also linked with SDG Goal 3: “ensure healthy diets and promote well-being for all at all ages”. [target 3.4]: “By 2030 reduce by one-third premature mortality from non-communicable diseases through prevention and treatment, and promote mental health and well-being.

Comment

The Active Ageing Index (AAI) is an analytical tool launched by the European Commission and the Economic Commission for Europe with the objective of helping governments to develop policies for active and healthy ageing. This index could serve as an indicator of an “active life”.

PRIORITY MEASURE 29

“Foster the development of and access to palliative care, to ensure a dignified, painless death.”

Specific objectives	<p>1. To offer alternatives for alleviating pain and suffering and other symptoms of older persons with advanced, incurable and progressive diseases; 2. To offer interdisciplinary support to family members so that they can deal with the sickness of the older person and prepare for the mourning process.</p>
Possible lines of action	<p>1. Create a national programme of palliative care for older persons suffering from a life-threatening illness or one that limits their life expectancy; 2. Devote sufficient economic resources to guarantee the availability and accessibility of essential drugs for pain relief, and better access to technology; 3. Train health workers in issues relating to appreciation and management of pain, and the health consequences of age-based discrimination; 4. Create accessible, fair and safe procedures for handling complaints and imposing penalties on health professionals guilty of discriminating against or attacking the dignity of older persons with terminal illnesses; 5. Promulgate and enforce laws and regulations, including health protocols and hospital procedures, that will protect the right to die without pain and with access to modern treatments; 6. Provide psychosocial support to the family to minimize the stress associated with illness and care, and to improve family well-being; 7. Provide the family with information and training regarding the illness so that it can participate more effectively in care, alleviation and support for the older person; 8. Offer support to family members in coordinating the appropriate services, including financial, medical and legal guidance.</p>
Targets	<p>1. A national programme of palliative care is in place; 2. Expanded offer of training programmes and skills upgrading in palliative care for physicians, nurses and other professionals; 3. Pain relief drugs are more available and readily accessible.</p>
Indicators	<p>1. Percentage of older persons with terminal illnesses who have access to specialized care at home; 2. Percentage of primary healthcare centres that have included palliative care as a basic service; 3. Number of physicians available in palliative care units per million inhabitants within a defined population.</p>
Related instruments, forums and mechanisms	<p>CESCR General Comment No. 14 on Article 12 of the Covenant on Economic, Social and Cultural Rights, “The right to the highest attainable standard of health” (E/C.12/2000/4, 2000), includes a series of obligations of States signatories, such as nondiscriminatory access to facilities, goods and services, the supply of essential drugs as defined by the WHO, and the adoption and application of a public health strategy. In the context of palliative care, persons with a terminal illness must have access to adequate health care, basic medications for controlling symptoms, and terminal illness care, and palliative care should be included in national health policies.</p> <p>The CEDAW Committee has held, in its General Recommendation No. 27, that, with respect to the right to health, States parties must provide medications to treat age-related chronic and non-communicable diseases, long term health and social care, including care that allows for independent living, and palliative care. (United Nations, “General recommendation N° 27 on older women and protection of their human rights” (CEDAW/C/2010/47/GC.1), Committee on the Elimination of Discrimination against Women, 2010).</p> <p>Access to essential medicines, according to the WHO definition, is part of the minimum essential contents of the right to the highest attainable standard of health. The WHO Model List of Essential Medicines currently includes 14 palliative care medications.</p> <p>In his report of 1 February 2013, the Special Rapporteur on Torture held that governments must guarantee access to essential medicines as part of their minimum core obligations under the right to health, and that the denial of relief from pain and suffering may constitute inhuman and degrading treatment according to the definition in the Convention against Torture.</p> <p>The San José Charter on the Rights of Older Persons calls for promoting “the development of and access to palliative care to ensure that older persons with terminal illnesses die with dignity and free of pain.”</p>
Comments	<p>According to the WHO, palliative care improves the quality of life for patients and families coping with life-threatening illnesses, by mitigating pain and other symptoms and providing spiritual and psychological support from the time of diagnosis until the end of life, and through the mourning period. “Palliative care is a special care, which affirms life and regards dying as a normal process, [it] neither hastens nor postpones death.”</p> <p>Essential medicines are considered to be those that cover people’s priority healthcare needs. They are selected in light of the prevalence of the diseases they treat and their safety, effectiveness and comparative cost-effectiveness. In the context of existing health systems, essential medicines are supposed to be available at all times, in sufficient quantities, in the appropriate pharmaceutical forms, with guaranteed quality, and at a price that is affordable for individuals and the community.</p>

PRIORITY MEASURE 30

“Promote the development of allowances and services relating to social security, health and education in the social protection systems targeting older persons to improve their quality of life, economic security and social justice.”

Specific objectives

1. To guarantee that persons who have reached a determined age have the means of existence at a reasonable level for the rest of their lives; 2. To promote equality of opportunities throughout old-age with respect to continuing education, training and retraining.

Possible lines of action

1. Create continuing education programmes (training and retraining) for older persons; 2. Reinforce programmes to combat illiteracy among older men and women; 3. Facilitate access and active participation for older persons in recreational, cultural and sporting activities sponsored by public and private organizations, associations and institutions; 4. Promote training for older persons in the use of information and communication technologies; 5. Achieve universal social security coverage, with at least minimum levels of protection, guaranteeing progressively higher levels in line with the updated ILO social security standards; 6. Promote the production and dissemination of information on pensions so that all persons can understand it readily; 7. Train the organizations representing pensioners and older persons in the financing and management of pensions, so that they can establish effective relationships with policymakers; 8. Promulgate legislation protecting the rights of workers vis-à-vis private pension funds; 9. Gradually expand the scope of social security coverage for independent workers, domestic workers and workers in rural areas, adapting the scope of benefits, contributions and administrative procedures accordingly.

Targets

1. All older persons have access to social security; 2. All older persons have access to the health system; 3. Illiteracy among older men and women is eradicated.

Indicators

1. Percentage of older persons receiving benefits under social security programmes; 2. Percentage of older persons with access to the health system; 3. Percentage of illiterate older persons, by administrative division.

Related instruments, forums and mechanisms

The International Covenant on Economic, Social and Cultural Rights declares (article 9) that “The States Parties to the present Covenant recognize the right of everyone to social security, including social insurance”, a provision that implicitly includes recognition of the right to old-age benefits. The Committee on Economic, Social and Cultural Rights has declared (General Comment 6) that “in so far as respect for the rights of older persons requires special measures to be taken, States parties are required by the Covenant to do so to the maximum of their available resources.”

The International Labour Organization has general standards relating to social security: Convention C102 on Social Security (minimum standards), 1952; R067, Income Security Recommendation, 1944; R202, Social Protection Floors, 2012.

The Madrid International Plan of Action on Ageing include social security under Issue 7, Income security, social protection/social security and poverty prevention, as part of Priority Direction I, Older Persons and Development. Education is included under issue 4, Access to knowledge, education and training, of the same Priority Direction.

SDG target 1.3: “Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.”

Comment

This measure is related to PM 32, *Extend social protection and social security systems, with a gender perspective, to include those women who have devoted their lives to productive work, whether as domestic workers, women in rural areas or informal workers.* In addition, the health area was addressed in PM 26, *“Bring health policies into line with the challenges of the varied and changing epidemiological profile arising from ageing and the epidemiological transition, reinforcing the fight to eradicate communicable diseases and implementing actions for the prevention and treatment of chronic, diseases traditionally referred to as non-communicable, but now known to be strongly influenced by conditions of social and economic vulnerability in the early years of life, and ensure that these policies take into account gender, age, regional, ethnic and socioeconomic specificities”*

PRIORITY MEASURE 31

“Include care in social protection systems, through allowances, social and health-care services and economic benefits that maximize autonomy, in particular for older persons, and guarantee the rights, dignity and well-being of families and older persons, including the right to a dignified death with proper care, without any form of discrimination or violence.”

Specific objectives	<ol style="list-style-type: none"> 1. To develop social services within the social protection system for strengthening the autonomy and dignity of dependent older persons; 2. To provide help to professional caregivers and family members in caring for dependent older persons.
Possible lines of action	<ol style="list-style-type: none"> 1. Create home care programmes that include a personal caregiver, medical and gerontological checkups, adaptations to the dwelling, among other things; 2. Create services that promote community-based care alternatives for dependent older persons; 3. Legislate to regulate long-term care institutions from the viewpoint of the rights and dignity of dependent older persons, and create mechanisms for supervising them; 4. Legislate to protect workers providing care to a dependent older family member, including work leave, flexible hours, and labour protection; 5. Create programmes that provide time off, counselling and training for caregivers for dependent older persons; 6. Create services to facilitate information and coordination of assistance for caregivers for dependent older persons; 7. Give budget priority to creating appropriate infrastructure and technology to facilitate the tasks of caring for dependent older persons; 8. Create public transfer programmes for non-professional caregivers working with dependent older persons (a decent basic wage, or citizen’s wage for caregivers, including social security benefits).
Targets	<ol style="list-style-type: none"> 1. Every older person requiring care services receives them; 2. Caregivers are included in the Social Security system; 3. Family caregivers have a decent basic wage.
Indicators	<ol style="list-style-type: none"> 1. Percentage of older persons receiving home care consistent with their needs and characteristics; 2. Percentage of caregivers who have Social Security benefits; 3. Percentage of family caregivers who have a decent basic income.
Related instruments, forums and mechanisms	<p>Questions relating to care are part of the Convention on the Rights of Persons with Disabilities (Articles 16, 19 and 20) and of United Nations General Assembly Resolutions (Resolution 31/37 XXXVIII of 1973 and Resolution 46/91 on the United Nations Principles for Older Persons). They are also part of the Vienna and Madrid International Plans of Action on Ageing (1982 and 2002).</p>
	<p>In the jurisprudence of the Treaty Committees, the Committee on Economic, Social and Cultural Rights addresses the matter in General Comment No. 6 of 1995, and interprets the right to an adequate standard of living (article 11 of the Covenant) as meaning that older persons must be able to satisfy their basic needs, including food, income, care, self-sufficiency ((CESCR, General Comment No. 6, The economic, social and cultural rights of older persons, E/C.12/1995/16/Rev.1).</p>
	<p>The Committee on the Elimination of Discrimination against Women, in its General Recommendation No. 27, held that, when it comes to labour and pension benefits, “States parties should ensure that older women, including those who have responsibility for the care of children, have access to appropriate social and economic benefits such as childcare benefits, as well as access to all necessary support when caring for elderly parents or relatives” (United Nations, “General recommendation N° 27 on older women and protection of their human rights” (CEDAW/C/2010/47/GC.1), Committee on the Elimination of Discrimination against Women, 2010).</p>
	<p>SDG target 5.4: “Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate.”</p>
Comment	<p>On the right to a dignified death with proper care, and without any type of discrimination or violence, as mentioned in PM 31, see PM 29 and PM 23, respectively. On the compilation of statistical information on care and unpaid work, see PM 53.</p>

PRIORITY MEASURE 32

“Extend social protection and social security systems, with a gender perspective, to include those women who have devoted their lives to productive work, whether as domestic workers, women in rural areas or informal workers.”

Specific objectives	1. To extend social protection and social security systems with a gender perspective; 2. To ensure the inclusion in social protection and social security systems of women who have devoted their lives to productive work, as domestic workers, women in rural areas, or informal workers.
Possible lines of action	1. Ensure that the objective of gender equality is a special motivation in the process of reforming and extending social protection and social security systems; 2. Adopt special programmes to guarantee coverage for women who have devoted their lives to productive work, as domestic workers, women in rural areas or informal workers; 3. Assess the impact on women of pension reforms that have reinforced the link between benefits received by contributors and their working life; 4. Promulgate legislation to guarantee that time taken away from the labour market to provide care services is properly credited in the pension systems; 5. Promote legislation to ensure that divorce and separation do not penalize women in the social protection and social security systems.
Target	1. Social protection and social security systems have a gender focus, and include women who have devoted their lives to productive work, as domestic workers, women in rural areas or informal workers.
Indicators	1. Percentage of female domestic workers covered by social protection and social security systems; 2. Percentage of rural women covered by social protection and social security systems; 3. Percentage of female informal workers covered by social protection and social security systems.
Related instruments, forums and mechanisms	
Comments	<p>The International Covenant on Economic, Social and Cultural Rights (Article 9) provides that “The States Parties to the present Covenant recognize the right of everyone to social security, including social insurance”, a provision that implicitly includes recognition of the right to old-age benefits. The Committee on Economic, Social and Cultural Rights has declared (General Comment 6) that “in so far as respect for the rights of older persons requires special measures to be taken, States parties are required by the Covenant to do so to the maximum of their available resources.”</p> <p>The Committee on the Elimination of Discrimination against Women, in its General Recommendation No. 27 on older women and protection of their human rights, includes a specific section on work and pensions entitlements, in which it declares the following: “States parties have an obligation to facilitate the participation of older women in paid work without facing any discrimination based on their age and sex. States parties should ensure that special attention is paid to overcome problems that older women might face in their working life and that they are not forced into early retirement or similar solutions. States parties should also monitor the impact of gender pay gaps on older women. States parties have an obligation to ensure that retirement ages in both the public and private sectors do not discriminate against women. Consequently, States parties have an obligation to ensure that pension policies do not discriminate against women, even when they opt to retire early, and that all older women who worked have access to adequate pensions. States parties should adopt all appropriate measures, including, where necessary, temporary special measures, to guarantee such pensions. States parties should ensure that older women, including those who have responsibility for the care of children, have access to appropriate social and economic benefits such as childcare benefits, as well as access to all necessary support when caring for elderly parents or relatives. States parties should provide adequate non-contributory pensions on an equal basis with men to all women who have no other pension or insufficient income security and State-provided allowances should be available and accessible to older women, particularly those living in remote or rural areas.”</p> <p>SDG target 1.3: “Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.”</p> <p>SDG target 5.4: “Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate.”</p>

Chapter D

UNIVERSAL ACCESS TO SEXUAL AND REPRODUCTIVE HEALTH SERVICES

This chapter of the Montevideo Consensus recognizes sexual rights and reproductive rights as an integral component of human rights, and highlights the fact that the region's progress towards the target of universal access to sexual and reproductive health services has been insufficient and uneven. As an example, it cites maternal mortality, which is one of the Millennium Development Goals that has not been met in Latin America and the Caribbean. According to the 2014 report, maternal mortality in the Caribbean remains high, at a rate of 190 maternal deaths per 100,000 live births in 2013, compared to a goal of around 80 maternal deaths per 100,000 live births. In Latin America, the MMR is much lower, at 72 maternal deaths per 100,000 live births in 2010, but it too is very far from the target. Moreover, these averages mask great inequalities that cut right across the sexual and reproductive health agenda. These inequalities relate to age, race, ethnic origin or zone of residence, and they affect in particular certain groups of women, for whom many of the indicators, in particular those for maternal mortality, are discouragingly poor. It is estimated that 8,800 women die every year in LAC from causes related to pregnancy, childbirth or postpartum, and most of these deaths are preventable, which betrays a gap in the protection of women's rights in many spheres of their life, such as lack of education, scant empowerment, lack of adequate and timely health services, and lack of quality statistics that would give visibility to the problem.

On the other hand there have been some positive outcomes: for example, the Caribbean has experienced the sharpest decline of any region in the number of new cases of HIV infections, which fell by 43% between 2001 and 2011. Despite this, however, the region remains the most severely affected, after sub-Saharan Africa: in 2011, 1% of adults were infected with HIV. In Latin America and the Caribbean, the objective of achieving universal access and treatment for combating HIV/AIDS is within reach. In 2011, 68% of persons infected with HIV in Latin America and the Caribbean were receiving treatment, the best record of all developing regions.

This chapter contains 14 priority measures: (a) on universal access to sexual and reproductive health (SRH), PM 33 calls for promoting, protecting and guaranteeing sexual health and rights and reproductive rights, PM 37 deals with guaranteeing universal access to quality SRH services, PM 38 with detection and treatment of HIV/AIDS, PM 41 with promoting sexual and reproductive health for men, PM 44 with guaranteeing broad access to contraceptive methods, and PM 46 with guaranteeing sufficient financial, human and technological resources; (b) on maternal health, PM 39 focuses on detecting HIV/AIDS in pregnant women and preventing vertical transmission, PM 40 deals with eliminating the preventable causes of maternal morbidity and mortality, PM 42 with ensuring (consistent with legislation) services for safe abortion and comprehensive post-abortion care, PM 43 with ensuring comprehensive care during the reproductive process, including assisted fertility treatments, and PM 45 with raising the quality of prenatal care and ensuring compassionate care at childbirth; (c) on legislation, PM 34 calls for promoting policies to enable persons to exercise their sexual rights, PM 35 deals with reviewing legislation to guarantee access to services and information for SRH services, and PM 36 with eradicating discrimination based on sexual orientation and gender identity.

This chapter relates primarily to chapter B on the rights, needs, responsibilities and requirements of girls, boys, adolescents and youth (PMs 11, 12, 14, 15), chapter F on migrants (PM 72), chapter G on gender equality, chapter H on indigenous peoples (PM 87), chapter I on Afro-descendants (PM 95), and chapter J on frameworks for the implementation of the regional agenda on population and development, in particular follow-up and accountability (PM 101 to 104 and 108), and consequently the lines of action, goals and indicators need to be harmonized. As well, the chapter relates to other instruments adopted by the international community, which are cited in PM 33 and covered more specifically in the corresponding priority measures.

PRIORITY MEASURE 33

“Promote, protect and guarantee sexual health and rights in order to contribute to the fulfilment of persons and to social justice in a society free from all forms of discrimination and violence.”

Comments

This broad measure seeks to create conditions to promote, protect and guarantee the exercise of sexual and reproductive rights and to ensure full access to SRH services. These conditions have to do with the development of regulatory frameworks, the creation or strengthening of service networks of varying complexity and quality, for all people and throughout the national territory, the development of care models within the framework of Primary Health Care (PHC), the availability of trained human resources, the assurance of financial resources, and the development of information systems.

This objective can be achieved through other priority measures of the Montevideo Consensus, in particular those contained in this chapter, D, those specific to adolescents and young people in chapter B (PM 11, 12, 14, 15), those relating to gender equality in chapter E (PM 59), to migrants in chapter F (PM 72), to indigenous peoples in chapter H (PM 87) and to Afro-descendants in chapter I (PM 95). It also relates to the priority measures of chapter J (PM 99 to 108), which set the framework for implementing the regional population and development agenda and which address the development and strengthening of information sources for monitoring, the training of human resources and the mobilization of funding.

This priority measure, and chapter D in general, also relate directly to various international instruments and mechanisms such as Follow-Up to the Programme of Action of the International Conference on Population and Development and the Beijing Platform of Action and their subsequent developments, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the United Nations post-2015 development agenda and the sustainable development goals (SDGs), the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, the Declaration on the Rights of Indigenous Peoples, ILO Convention 169, the Declaration of the World Conference on Indigenous Peoples, the Report of the Working Group of Experts on People of African Descent, the Convention on the Rights of the Child, the Follow-Up Mechanism to the Convention of Belém do Pará (MESECVI) on violence against women and the Commission on the Status of Women (CSW).

As well, this priority measure relates to other agreements contained in various consensus documents of the Regional Conference on Women in Latin America and the Caribbean, the Santo Domingo Consensus, chapter C, para. 69, *Promote, protect and guarantee the complete fulfilment of the sexual rights and reproductive rights of women of all population groups throughout the life cycle by implementing laws, policies, rules, regulations and programmes incorporated into national and subnational budgets, insofar as physical autonomy is a fundamental dimension of women's empowerment and their participation in the information and knowledge society on an equal basis*, the Brasilia Consensus, chapter 6 (a), *To guarantee the conditions and resources for the protection and exercise of women's sexual and reproductive rights throughout the lifecycle and across population groups, free of all forms of discrimination, based on the integrated approach promoted in the programme of action of the International Conference on Population and Development, the Quito Consensus (xxiv), To ensure that sexual and reproductive rights which are human rights and that universal access to comprehensive healthcare, which includes sexual and reproductive healthcare, are considered to be an essential condition for guaranteeing women's participation in political affairs and in paid work and, hence, in decision-making positions for all women and, as a matter of priority, for young women, the poorest women, indigenous women, Afro-descendent women, rural women and women with disabilities,*

PRIORITY MEASURE 34

“Promote policies that enable persons to exercise their sexual rights, which embrace the right to a safe and full sex life, as well as the right to take free, informed, voluntary and responsible decisions on their sexuality, sexual orientation and gender identity, without coercion, discrimination or violence, and that guarantee the right to information and the means necessary for their sexual health and reproductive health.”

Specific objectives

1. To guarantee the exercise of sexual rights for all persons, without coercion, discrimination or violence, for a full sex life; 2. To ensure that people have access to information and knowledge and the development of capacities for taking free, informed, voluntary and responsible decisions on their sexuality; 3. To promote respect for sexual diversity, including sexual orientation and gender identity.

Possible lines of action

1. Ensure that there are specific normative frameworks in place covering sexual rights with respect to sex, age, gender, gender identity, sexual orientation, marital status, health status or HIV/AIDS status; 2. To develop mechanisms for applying legislation and normative frameworks on sexual rights, and the financial resources needed to put them into practice; 3. Implement programmes of comprehensive sexuality education from early childhood, with a participatory, intercultural, gender and human rights focus; 4. Implement antidiscrimination programmes based on the protection and promotion of all human rights, including sexual rights, sexual orientation and gender identity; 5. Implement programmes against all forms of violence, including any type of physical, verbal, psychological or economic abuse, sexual harassment or sexual violence, rape and any other form of coercive sexual relationship within or outside wedlock, during armed conflicts, forced displacements, disaster situations or other conditions of vulnerability; 6. Promote measures to guarantee the right to information regarding SRH and SRR; 7. Establish complaint and redress mechanisms for cases of discrimination.

Targets

1. Promulgate or reinforce and implement specific national legislation on sexual rights, and create complaint and redress mechanisms for cases of discrimination; 2. Reduce the indices of sexual violence (physical, verbal, psychological or economic abuse, sexual harassment or sexual violence, rape and any other form of coercive sexual relationship within or outside wedlock, during armed conflicts, forced displacements, disaster situations or other conditions of vulnerability); 3. Have in place normative frameworks that guarantee the right to information, consistent with other human rights, in matters relating to sexual and reproductive rights, including access to services.

Indicators

1. Mandatory normative frameworks that are specific as to sexual rights by area, including health, education and gender equality; 2. Percentage of people reporting that they have been victims of sexual violence; 3. Percentage of people reporting that they have been victims of discrimination because of their sexual orientation or gender identity; 4. Deaths of women at the hands of their partner or ex-partner; 5. Existence of research on the protection of reproductive rights and containing recommendations in this respect.

Related instruments, forums and mechanisms

1. Brasilia Consensus, 2010; 2. Santo Domingo Consensus, 2013; 3. As intergovernmental measures and agreements concerning sexual rights are more recent, there is no specific mechanism for such follow-up, and it would be desirable for the Second RCPD to consider adopting an appropriate mechanism in cooperation with the Regional Conference on Women.

Comments

1. This measure is complementary to PM 36 on eradicating discrimination based on sexual orientation and gender identity in the exercise of sexual rights and the manifestations thereof, as well as with the priority measures of chapter E on gender equality, in particular those on reducing gender-based violence and violence against women; 2. While there are no specific mechanisms for protecting sexual rights, civil society and experts on the issue have made contributions such as the Yogyakarta Declaration defining basic standards for the United Nations and member States to move forward in guaranteeing protection for sexual rights, and the IPPF declaration on sexual rights.

PRIORITY MEASURE 35

“Review legislation, standards and practices that restrict access to sexual and reproductive health services, including the provision of comprehensive user-friendly services for adolescents and youth, and guarantee access to full information on all of the service options available to all persons, without any form of discrimination, in order to ensure that the highest international standards of protection of human rights and fundamental freedoms are met in the region.”

Specific objectives

1. To identify and eliminate the various constraints on access to sexual and reproductive health information, knowledge or services; 2. To propose and manage the changes needed to achieve legislation and regulations that will guarantee universal access to comprehensive sexual and reproductive health information and services.

Possible lines of action

1. Identify the existing gaps in legislation and regulations, or any contradictions vis-à-vis the international human rights framework that foster discrimination or that impede universal access to sexual and reproductive health services; 2. Amend legislation and regulations as necessary to ensure access to complete and comprehensive information on all the options of services for all persons, without discrimination of any kind; 3. Publicize progress in legislation and regulations on sexual and reproductive health rights and care; 4. Establish mechanisms for the enforcement of rights and for monitoring the established goals and verifying their progress and observance, nationally and regionally; 5. Mount campaigns to bring about the cultural change needed for the protection and observance of sexual and reproductive rights.

Targets

1. Eliminate constraints on access to sexual and reproductive health information and services; 2. Increase the percentage of people who are familiar with the specific national legal framework governing sexual and reproductive health rights and care; 3. Increase the percentage of health service providers who are familiar with the specific national legal framework governing sexual and reproductive health rights and care; 4. The entire population has access to timely, high-quality sexual and reproductive health services; 5. Reduce to zero the percentage of people facing discrimination in the exercise of their sexual and reproductive rights.

Indicators

1. Percentage of people who are aware of their rights and the conditions for access to sexual and reproductive health care; 2. Percentage of people reporting discrimination in the exercise of their sexual and reproductive rights; 3. Proportion of discriminatory laws and regulations that have been amended or reformed.

Related instruments, forums and mechanisms

1. Brasilia Consensus, 2010; 2. Santo Domingo Consensus, 2013, paragraphs 80: *Enforce national and local policies and adopt preventive, punitive, protection and care measures to eliminate all forms of violence and stigma against women, girls, adolescent girls, young women, older women, indigenous and Afro-descendant women, rural women, LGBTI persons and women with disabilities, and include the effective use of information and communications technologies with an intercultural approach in order to achieve greater inclusion and equality for all women;* and 93: *Define and develop public policies to combat discrimination and foster affirmative action on the basis of an intersectional approach that includes tackling sexism, racism, ethnocentrism, homophobia and lesbophobia;*
3. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); 4. Follow-Up Mechanism to the Convention of Belém do Pará (MESECVI); 5. SDG Goal 5: *Achieve gender equality and empower all women and girls;* 5.1. *End all forms of discrimination against all women and girls everywhere;* 5.c. *Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.* Goal 16: *Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels;* 16.b: *Promote and enforce non-discriminatory laws and policies for sustainable development.*

Comments

This priority measure is related to PM 34 on the exercise of sexual rights, and complements PM 12 which refers to implementing comprehensive, timely and high-quality programmes of sexual and reproductive health for adolescents and young people.

PRIORITY MEASURE 36

“Design policies and programmes to eradicate discrimination based on sexual orientation and gender identity in the exercise of sexual rights and the manifestations thereof.”

<p>Specific objective</p>	<p>To eradicate discrimination based on sexual orientation and gender identity.</p>
<p>Possible lines of action</p>	<p>1. Identify the existing gaps in legislation and regulations that foster discrimination or that impede universal access to sexual and reproductive health services, in particular discrimination based on sexual orientation and gender identity as it affects the LGBTTI population; 2. Propose and develop policies designed specifically to eradicate discrimination in the exercise of sexual rights based on sexual orientation and gender identity; 3. Make sustained efforts to promote the cultural change needed to modify the social and cultural practices that reinforce and perpetuate gender inequalities based on stereotyped roles for women and men and on unequal relationships of power that subordinate and exclude women or discriminate against them.</p>
<p>Targets</p>	<p>1. Increase the percentage of people knowledgeable about their sexual and reproductive rights; 2. Increase the percentage of people who are aware of their rights to sexual and reproductive health care; 3. Reduce the percentage of people facing discrimination, based on their sexual orientation and gender identity, in the exercise of their sexual and reproductive rights.</p>
<p>Indicators</p>	<p>1. Percentage of people who are knowledgeable about legislation and regulations on sexual and reproductive health rights and care; 2. Percentage of people reporting discrimination, based on their sexual orientation, in the exercise of their sexual and reproductive rights; 3. Number (and percentage) of reported cases of discrimination based on sexual orientation and gender identity that are resolved through formal redress mechanisms.</p>
<p>Related instruments, forums and mechanisms</p>	<p>1. Brasilia Consensus, 2010, 3.i: <i>Create mechanisms to support the political participation of young women in decision-making, free of discrimination based on race, ethnicity or sexual orientation, and to ensure that their forms of organization and expression are respected and not subjected to generational stigmatization</i>; 5.b: <i>Formulate policies aimed at eliminating sexist and discriminatory contents in the media and train communications professionals correspondingly, valuing the dimensions of gender, race, ethnicity, sexual orientation and generation</i>; 2. Santo Domingo Consensus, 2013, 80 (see previous measure), 86: <i>Develop mechanisms, including legislation, and sanctions to combat the use of information and communications technologies and social networks to perpetrate violent acts against women and girls, in particular the criminal misuse of such technologies for sexual harassment, sexual exploitation, child pornography and trafficking in women and girls, and new forms of violence, such as cyber-bullying and intimidation and privacy violations that compromise the safety of women, girls, adolescent girls, young women, older women, indigenous women, Afro-descendent women, rural women, LGBTTI persons and women with disabilities</i>; 98: <i>Elicit a commitment, through the creation of strategic networks, from the media and media professionals' associations, to project a positive image of women, banishing the stereotypes and the violent content that perpetuate discrimination and violence against women, girls, adolescent girls, young women, older women, indigenous women, Afro-descendent women, rural women, LGBTTI persons and women with disabilities</i>; 3. As intergovernmental measures and agreements concerning sexual rights are more recent, there is no specific mechanism for such follow-up, and it would be desirable for the Second RCPD to consider adopting an appropriate mechanism, in cooperation with the Regional Conference on Women.</p>
<p>Comments</p>	<p>This priority measure is linked with PM 34 on the exercise of sexual rights, with PM 11 on comprehensive sexuality education, and PM 57 on establishing mechanisms for prevention, the filing of complaints and punishment for practices of sexual and occupational harassment.</p> <p>It would be advisable to include questions (variables) aimed at establishing gender identity by concluding categories such as: “identity undefined”, “male”, “female”, “trans male”, “trans female”) in public policy forms and records.</p>

PRIORITY MEASURE 37

“Guarantee universal access to good-quality sexual health and reproductive health services, bearing in mind the specific needs of men and women, adolescents and young people, lesbian, gay, bisexual and transgender persons, older persons and persons with disabilities, with special attention to vulnerable persons, persons living in rural and remote areas and to the promotion of citizen participation in the follow-up to commitments.”

<p>Specific objective</p>	<p>To guarantee universal access to timely, high-quality sexual and reproductive health services that take into account the specific needs of individuals within the framework of primary healthcare strategies.</p>
<p>Possible lines of action</p>	<p>1. Create normative frameworks that guarantee sexual and reproductive health care, recognizing cultural diversity, sexual diversity, the lifecycle and the specific needs of older persons according to their health or disability, persons who are migrants, displaced or otherwise vulnerable, or persons living in rural or remote areas. These frameworks may include policies, protocols, and care manuals, etc.; 2. Establish the necessary mechanisms for enforcing legislation or for implementing other mandatory measures; 3. Ensure the allocation and ring-fencing of the funds necessary for the functioning of sexual and reproductive health programmes and services targeted at all persons, in light of their specific needs; 4. Reinforce the available human resources throughout the national territory for providing high-quality SRH services; 5. Facilitate community-based participation in monitoring commitments, with emphasis on promoting women’s participation; 6. Provide universal sexual and reproductive health services consistent with cultural diversity, sexual diversity, the lifecycle and disability status, and services networks with clear mechanisms for referral and counter-referral, including less densely populated areas; 7. Incorporate sexual and reproductive health into primary healthcare strategies to ensure the intersectoral approach needed in this area of health; 8. Ensure the availability of inputs and medicines necessary for providing SRH services in emergency situations; 9. Strengthen information systems for timely decision-making.</p>
<p>Targets</p>	<p>1. The entire population understands the basic normative elements guaranteeing universal access to sexual and reproductive health services; 2. All service providers are familiar with legislation or rules guaranteeing universal access to sexual and reproductive health services; 3. The entire population has access to timely, high-quality health services consistent with their specific conditions within the PHC framework; 4. Health insurance covers access to SRH inputs and care.</p>
<p>Indicators</p>	<p>1. There is an institutional structure in place that guarantees access to sexual and reproductive health services consistent with cultural diversity, sexual diversity, the lifecycle and specific conditions of health or disability, or persons living in remote areas in emergency situations; 2. Percentage of service providers who are familiar with the legislation guaranteeing universal access to SRH services; 3. Percentage of people with access to timely and high-quality sexual and reproductive health services consistent with their specific conditions, in particular their age; 4. Percentage of PHC points offering reproductive and maternal health inputs to save lives, according to the priorities listed by the WHO.</p>
<p>Related instruments, forums and mechanisms</p>	<p>1. SDG Goal 3: “Ensure healthy lives and promote well-being for all at all ages”; 3.1: “By 2030, reduce the global maternal mortality rate to less than 70 per 100,000 live births”; 3.2: “By 2030 end preventable deaths of newborns and under-five children”; 3.3: “By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, waterborne diseases and other communicable diseases;” 2. CEDAW, article 5(a) establishes the obligation of States parties to “modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women;” 3. The ECLAC Gender Equality Observatory; 4. The PAHO strategy for universal access to health and universal health coverage; 5. Santo Domingo Consensus, 2013, C.70: “Ensure, within the framework of strengthened health systems—endowed with budgetary, monitoring, evaluation and accountability mechanisms—universal access to expanded sexual health and reproductive health services of better quality and wider coverage;” C.74: “Implement gender-sensitive measures to guarantee access to good-quality health services, including sexual and reproductive health services, during and after disasters and in cases of emergency and for displaced persons and refugees in order to prevent mortality and morbidity.”</p>
<p>Comment</p>	<p>This priority measure is related to PM 12 on adolescent- and youth-friendly services, and to PM 72, 87 and 95 on SRH services for migrants, indigenous peoples and Afro-descendants, respectively. It is advisable to develop accountability and participation mechanisms to follow up on the commitments made in this area.</p>

PRIORITY MEASURE 38

“Promote the prevention and timely detection of and guarantee universal access to comprehensive treatment for HIV/AIDS and sexually transmitted infections and eliminate the stigma and discrimination to which persons living with the virus are often subjected.”

Specific objectives

1. To promote the prevention and timely detection of HIV/AIDS and sexually transmitted infections; 2. To guarantee universal access to comprehensive treatment for HIV/AIDS and sexually transmitted infections; 3. To eliminate the stigma and discrimination to which persons living with or vulnerable to HIV are often subjected.

Possible lines of action

1. In the normative frameworks on sexual and reproductive health care, maintain the specific features relating to HIV/AIDS and STI and consider measures to promote the prevention and timely detection of HIV/AIDS and STI, and access to treatment; 2. Provide training for all health personnel in the new evidence on HIV and AIDS and on legislation and regulations in this matter; 3. Ensure that legislation and regulations on SRH services include measures to eliminate stigma and discrimination; 4. Promote the cultural change needed to eliminate discrimination and stigma; 5. Develop intersectoral plans with specific coordination arrangements for the prevention of HIV/AIDS; 6. Promote screening of women of reproductive age; 7. Earmark the necessary resources for the functioning of SRH programmes and services aimed at the prevention, timely detection and treatment of HIV/AIDS and STI; 8. Provide effective and nondiscriminatory mechanisms for referral and counter-referral between HIV services and other health services at all levels of care.

Targets

1. By 2030 end the epidemics of AIDS and tuberculosis (based on SDG 3.3); 2. By 2030, all persons infected by HIV have access to antiretroviral therapy; 3. Eliminate healthcare practices and rules that stigmatize and discriminate against persons living with or vulnerable to HIV.

Indicators

1. Indicator for monitoring eradication of the epidemic: (i) percentage of persons living with HIV; (ii) percentage of persons with HIV who are receiving treatment; (iii) percentage of persons undergoing HIV treatment who succeed in suppressing the viral load; 2. Proportion of rules that have been reformulated or invoked to ensure the right of persons with HIV to employment, social security and education; 3. Percentage of female HIV/AIDS victims; 4. SDG indicators: (i) annual incidence of HIV (number of new infections per 1,000 inhabitants); (ii) annual deaths from HIV/AIDS.

Related instruments, forums and mechanisms

1. SDG Goal 3: “Ensure healthy lives and promote well-being for all at all ages”; target 3.3. “By 2030, end the epidemics of AIDS ... and other communicable diseases”; 2. Santo Domingo Consensus, C72: “Ensure that the financial resources for HIV/AIDS prevention are allocated to specific measures grounded in scientific evidence that reflects the particular characteristics of the epidemic in each country, with special attention to geographical location, social networks and populations that are vulnerable to HIV infection, with a view to ensuring that those resources are employed as effectively as possible.” C73: “Ensure comprehensive care for persons affected by HIV/AIDS, in particular women, girls, adolescents, young persons, orphans and vulnerable children, migrants and people in humanitarian emergencies, detained women, indigenous populations, Afro-descendants and women with disabilities.” 3. Brasilia Consensus, 6e: “Ensure also universal access by women in their diversity to comprehensive, high-quality sexual and reproductive health care, including care for human immuno-deficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), its prevention, diagnosis and free treatment, and especially, to carry out campaigns to promote the use of the male and female condoms.” 4. Quito Consensus (xxv): “Implement measures and policies that take into account the linkages between social and economic vulnerabilities as they relate to women’s possibilities of participating in politics and in paid work, especially in terms of access to sexual and reproductive healthcare, water and sanitation, and HIV/AIDS prevention, treatment and care, with priority being placed on the poorest women and their families”.

Comments

1. Disaggregation by sex and age. UNAIDS recommends that wherever possible data should be disaggregated by key population groups: sex workers, men who have sex with men, and people who inject drugs, and that all HIV indicators should be measured for the entire population, as some of the greatest gaps have to do with the treatment of children; 2. To eradicate the HIV epidemic, UNAIDS proposes the “90-90-90” objective, according to which, by the year 2020, 90% of people living with HIV will know their HIV status (and 95% by 2030); by 2020, 90% of all people with diagnosed HIV infection will receive sustained antiretroviral therapy (and 95% for 2030); and by 2020, 90% of all people receiving antiretroviral therapy will have an undetectable viral load, meaning that their immune system remains strong and they are no longer infected (and 95% by 2030); 3. This measure is broadened in PM 39 on the vertical transmission of HIV and is complemented by PM 12 on SRH for adolescents and young people and PM 37 on access to comprehensive SRH services.

PRIORITY MEASURE 39

“Strengthen measures for detection of HIV/AIDS and other sexually transmitted infections in pregnant women and for prevention of the vertical transmission of the virus.”

<p>Specific objectives</p>	<p>1. To ensure that pregnant women have access to HIV/AIDS and STI screening examinations; 2. To ensure that pregnant women with HIV/AIDS and STI have access to timely and adequate treatment to protect their health and to avoid vertical transmission of the virus.</p>
<p>Possible lines of action</p>	<p>1. Ensure that sexual and reproductive health care includes measures for pregnant women to know their situation with respect to HIV/AIDS and STI and have access to treatment; 2. Earmark the necessary funding for the functioning of sexual and productive health programmes and services targeted at pregnant women for the early diagnosis of HIV/AIDS and to guarantee adequate antiretroviral therapy in order to avoid vertical transmission; 3. Develop intersectoral strategies; 4. Provide timely care for pregnant women, including prenatal checkups.</p>
<p>Targets</p>	<p>1. All women who are pregnant or planning to become so have access to diagnostic screening and know their HIV status in the first trimester of gestation; 2. All pregnant women living with HIV receive treatment; 3. Reduce to zero the incidence of HIV in newborns; 4. Zero maternal deaths from HIV.</p>
<p>Indicators</p>	<p>1. Percentage of pregnant women who have access to diagnostic screening and know their HIV status; 2. Percentage of pregnant women living with HIV who receive treatment; 3. Incidence of HIV in newborns (number of new cases per year); 4. Number of maternal deaths from HIV.</p>
<p>Related instruments, forums and mechanisms</p>	<p>1. SDG Goal 3: “Ensure healthy lives and promote well-being for all at all ages”; target 3.3. By 2030, end the epidemics of AIDS ... and other communicable diseases; 2. Santo Domingo Consensus: C72. “Ensure that the financial resources for HIV/AIDS prevention are allocated to specific measures grounded in scientific evidence that reflects the particular characteristics of the epidemic in each country, with special attention to geographical location, social networks and populations that are vulnerable to HIV infection, with a view to ensuring that those resources are employed as effectively as possible.” C73: “Ensure comprehensive care for persons affected by HIV/AIDS, in particular women, girls, adolescents, young persons, orphans and vulnerable children, migrants and people in humanitarian emergencies, detained women, indigenous populations, Afro-descendants and women with disabilities;” 3. Brasilia Consensus, 6e: “Ensure also universal access by women in their diversity to comprehensive, high-quality sexual and reproductive health care, including care for human immuno-deficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), its prevention, diagnosis and free treatment, and especially, to carry out campaigns to promote the use of the male and female condoms;” 4. Quito Consensus (xxv): “[I]mplement measures and policies that take into account the linkages between social and economic vulnerabilities as they relate to women’s possibilities of participating in politics and in paid work, especially in terms of access to sexual and reproductive health care, water and sanitation, and HIV/AIDS prevention, treatment and care, with priority being placed on the poorest women and their families.”</p>
<p>Comment</p>	<p>This priority measure is complementary to PM 38 on HIV, which applies to the population in general, promotes prevention and timely detection and universal access to comprehensive treatment for HIV/AIDS and STI, and to PM 37 on universal access to SRH.</p>

PRIORITY MEASURE 40

“Eliminate preventable cases of maternal morbidity and mortality, including, within the set of integrated benefits of sexual health and reproductive health services, measures for preventing and avoiding unsafe abortion, including sexual health and reproductive health education, access to modern and effective contraceptive methods, counselling and comprehensive care in cases of unwanted and unaccepted pregnancy, as well as comprehensive post-abortion care, where necessary, on the basis of a risk- and harm-reduction strategy.”

Specific objectives

1. To ensure universal access to timely, high-quality maternal health services; 2. To establish care protocols for timely detection of complications and risks in order to reduce the chances that pregnant women will experience serious complications during pregnancy, childbirth or postpartum that place their life at risk or that require immediate attention in order to avoid death; 3. To establish care protocols needed to reduce the chances of death among women experiencing complications.

Possible lines of action

1. Strengthen primary care, establishing standards, guidelines, training for personnel, supervision of service quality and participation of community-based organizations; 2. Ensure free and compulsory care for pregnant women throughout the national territory; 3. Implement pregnancy care programmes that guarantee a minimum number of prenatal checkups as well as quality institutional care at childbirth to prevent avoidable deaths; 4. Take the measures necessary to reduce delays in identifying and responding to obstetrical emergencies; 5. Have in place strategies for targeting prevention and care among subgroups of women for which maternal mortality rates are highest: indigenous women, Afro-descendent women, rural women and others that the country may have identified; 6. Earmark the necessary resources for the functioning of sexual and reproductive health programmes and services, and in particular those for maternal care, with high standards of quality including the various measures of prevention for women of reproductive age; 7. Promote measures to prevent unwanted pregnancies.

Targets

1. To have in place maternal health programmes and services at the local level (in all municipalities); 2. To eliminate preventable maternal deaths and reduce other causes of maternal death to virtually zero; 3. By 2030, reduce the MMR by at least two-thirds from the 2010 baseline (for an annual rate of reduction of 5.5%) and in no case should there be more than 140 maternal deaths per 100,000 live births.

Indicators

1. Percentage of preventable maternal deaths, by race, ethnic origin, place of residence, age, education level; 2. Maternal mortality rate (number of maternal deaths per 100,000 live births); 3. Percentage of primary care centres that have implemented updated maternal care protocols; 4. Existence of policies to strengthen the role of midwives or obstetrical nurses in the health services; 5. Existence of a system of referral to emergency obstetrical care services; 6. The existence of maternal death surveillance systems.

Related instruments, forums and mechanisms

1. SDG Goal 3, “Ensure healthy lives and promote well-being for all at all ages”; target 3.1. “By 2030 reduce the global maternal mortality rate to less than 70 per 100,000 live births;” 2. In the Inter-American system, the Protocol of San Salvador expressly enshrines the obligation of States to provide adequate protection for women and in particular to provide special care and assistance to mothers before childbirth and for a reasonable time afterwards, without discrimination of any kind (articles 3 and 15); 3. Santo Domingo Consensus C79: “Ensure effective implementation and institutionalization of comprehensive education on sexuality in education systems, as a means of preventing adolescent pregnancy and maternal mortality, and to prevent unwanted pregnancies in general and guarantee women and adolescent girls the full exercise of their sexual rights and reproductive rights such that they can take free, informed and responsible decisions in relation to their sexuality, sex life and sexual orientation, including the right to motherhood of women with HIV/AIDS;” 4. Brasilia Consensus, 6 g): “Strengthen and broaden plans and programmes that promote healthy maternity and prevent maternal mortality by ensuring universal access to health-care services, especially for indigenous and Afro-descendent adolescent girls and women.”

Comments

PM 40 focuses on maternal health care. Other components are developed in Priority measures that deal with: (i) preventing and avoiding unsafe abortion, including sexual and reproductive health education (PM 42); (ii) access to modern and effective contraceptive methods and comprehensive advice and care in case of unwanted and unaccepted pregnancy (PM 44); 2. PM 40 is complementary to PM 11 on comprehensive sexuality education, PM 37 on access to comprehensive SRH services, PM 87 on the rights and sexual health of indigenous peoples, in particular as they relate to reducing maternal mortality, and PM 95 on the sexual and reproductive health of Afro-descendent persons.

PRIORITY MEASURE 41

“Promote prevention and self-care programmes for the sexual health and reproductive health of men.”

Specific objective	To promote prevention and self-care programmes for the sexual health and reproductive health of men.
Possible lines of action	1. Ensure that laws and regulations on sexual and reproductive health care include measures to promote prevention and self-care programmes for men; 2. Encourage men to take responsibility in SRH and reproductive care matters; 3. Earmark the necessary funding for upgrading and operation of sexual and reproductive health programmes targeted at men; 4. Create channels for men to participate fully in the formulation of sexual and reproductive health prevention and care plans and programmes; 5. Mount awareness raising and information campaigns to increase the understanding of the barriers that impede men’s sexual and reproductive health self-care.
Targets	1. To have in place sexual and reproductive health programmes, with an intercultural focus and relevant to different ages, that encourage men to take responsibility for their sexual and reproductive health care; 2. Institute formal mechanisms to increase men’s participation in the formulation of sexual and reproductive health prevention and care plans and programmes; 3. All men are aware of the basic elements of prevention and self-care for their sexual and reproductive health; 4. Increase the proportion of men who practice the basic elements of sexual and reproductive health prevention and self-care.
Indicators	1. Percentage of primary care centres that have implemented updated protocols, interculturally focused and relevant to different ages, on sexual and reproductive health care for men; 2. Percentage of men who are aware of the basic elements of prevention and self-care for their sexual and reproductive health; 3. Percentage of men who practice the basic elements of sexual and reproductive health prevention and self-care.
Related instruments, forums and mechanisms	SDG Goal 3: “Ensure healthy lives and promote well-being for all at all ages”; target 3.3: “By 2030 end the epidemic of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, waterborne diseases, and other communicable diseases;” 3.4: “By 2030 reduce by one-third premature mortality from non-communicable diseases (NCD) through prevention and treatment, and promote mental health and well-being;” 3.5: “Strengthen prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol;” 3.6: “By 2020 halve global deaths and injuries from road traffic accidents;” 3.7: “By 2030 ensure universal access to sexual and reproductive health care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes”.
Comment	This measure is complementary to PM 11 on comprehensive sexuality education, PM 34 on sexual rights, PM 37 on access to comprehensive SRH services, and PM 59 on broadening the man’s access to SRH-related information, counselling and services.

PRIORITY MEASURE 42

“Ensure, in those cases where abortion is legal or decriminalized under the relevant national legislation, the availability of safe, good-quality abortion services for women with unwanted and unaccepted pregnancies, and urge all other States to consider amending their laws, regulations, strategies and public policies relating to the voluntary termination of pregnancy in order to protect the lives and health of women and adolescent girls, improve their quality of life, and reduce the number of abortions.”

Specific objectives

1. To guarantee safe and good-quality abortion services (in cases where abortion is legal or decriminalized under the relevant national or local legislation); 2. To consider amending legislation on the voluntary termination of pregnancy in order to protect the lives and health of women.

Possible lines of action

1. Establish the necessary mechanisms to provide timely, safe, accessible and readily available abortion services for all women who need them (in cases where abortion is legal or decriminalized); 2. Ensure the necessary conditions for applying the different legal provisions in each context, including the tools needed for interpreting them in accordance with international human rights frameworks; 3. Ensure that services for the voluntary termination of pregnancy are available at the primary care level and have referral systems when necessary; 4. Encourage abortion to be performed with medications and with manual vacuum aspiration (MVA); 5. Ensure that information on legal abortion and the prevention of unsafe abortion is available to all women; 6. Establish protocols for health service providers to develop the skills needed to detect and respond to situations involving the coercion or oppression of women so as to avoid abortion against their will (for example, based on their health status, such as living with HIV); 7. Eliminate all regulatory, policy, programme, administrative and cultural barriers that impede access to timely and risk-free abortion care; 8. Ensure that the legal framework eliminates the adverse impact of conscientious objection on the provision of SRH services, and abortion in particular; 9. Promote counselling on contraception and provide contraception methods in the context of abortion care; 10. Encourage the prevention of unwanted pregnancy, including emergency contraception, and the prevention of unsafe abortion; 11. Guarantee, regardless of the legal context, that women subjected to unsafe abortions receive timely and good-quality care to reduce the morbidity and mortality associated with complications; 12. Strengthen health institutions and ensure that there are sufficient providers of these services so as to eliminate unsafe abortion.

Targets

1. Reduce to zero the rates of maternal morbidity and mortality due to abortion; 2. All primary health care centres have implemented updated service protocols for the voluntary termination of pregnancy (in cases where abortion is legal or decriminalized in national or local legislation); 3. All primary health care centres have implemented care protocols for unsafe abortion and have materials, inputs and providers duly trained to deliver this service.

Indicators

1. Number of maternal deaths due to abortion; 2. Percentage of unwanted births; 3. Percentage of primary healthcare centres that have implemented updated protocols to treat the complications from unsafe abortion; 4. Percentage of primary healthcare centres that have medications for abortion.

Related instruments, forums and mechanisms

1. SDG Goal 3, “Ensure healthy lives and promote well-being for all at all ages”; target 3.1: “By 2030 reduce the global maternal mortality rate to less than 70 per 100,000 live births;” 3.7: “By 2030 ensure universal access to sexual and reproductive health care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes;” 2. Santo Domingo Consensus, C78: “Ensure, in cases where abortion is legal or decriminalized in national legislation, the existence of safe, good-quality abortion services for women with unwanted and unaccepted pregnancies;” 3. Brasilia Consensus, 6f: “Review laws that punish women who have undergone abortions, as recommended by the Platform for Action of the Fourth World Conference on Women, including the further initiatives and actions identified for the implementation of the Beijing Declaration and Platform for Action, as well as the Programme of Action of the International Conference on Population and Development and the general observations of the Committee against Torture of the United Nations, and ensure that abortions are performed safely where authorized by the law.”

Comment

1. This measure is complementary to PM 37 on access to comprehensive SRH services and to PM 40 on maternal mortality.

PRIORITY MEASURE 43

“Ensure that all women have effective access to comprehensive health care during the reproductive process and specifically to skilled, institutional, compassionate obstetric care and to the best possible maternal health services during pregnancy, childbirth and the puerperium, as well as to services that include the termination of pregnancy in those cases where the law provides for such services, and guarantee universal access to assisted fertility treatments.”

Specific objectives	1. To guarantee access to comprehensive, compassionate and skilled care during pregnancy, childbirth and postpartum; 2. To guarantee universal access to assisted fertility treatments.
Possible lines of action	1. Implement a system of Essential Obstetric and Newborn Care (EONC) that includes: (i) clinical training in essential obstetric and newborn care; (ii) continuous improvement in the quality of care in health centres; (iii) care services that are compassionate and culturally appropriate to users' needs; (iv) community-based measures to boost demand for and access to health services; 2. Promote participatory processes for achieving skilled childbirth care that responds to the cultural diversity of the population; 3. Ensure that essential obstetric and newborn care is an integral component of primary health care; 4. Ensure that national legislation on sexual and reproductive health care includes measures for universal access to medically assisted procedures and techniques for becoming pregnant.
Targets	1. All primary healthcare centres have updated and culturally appropriate EONC protocols; 2. Achieve universal coverage for institutional maternal health services; 3. Achieve universal coverage of infertility and subfertility care for persons who require it.
Indicators	1. Percentage of primary healthcare centres that have implemented updated and culturally appropriate EONC protocols; 2. Percentage of childbirths attended in health institutions; 3. Percentage of infertile or subfertile couples and individuals receiving assisted fertility treatments.
Related instruments, forums and mechanisms	SDG Goal 3, “Ensure healthy lives and promote well-being for all at all ages”; target 3.1: “By 2030 reduce the global maternal mortality rate to less than 70 per 100,000 live births”.
Comments	1. The aspects relating to the inclusion of pregnancy termination and health services, in the cases covered by law, are spelled out in PM 42, which also seeks to ensure that primary healthcare services have care protocols to deal with unsafe abortion. The matter of compassionate obstetric care is developed further in PM 45; 2. This measure is complementary to PM 37 on access to comprehensive SRH services, PM 40 on maternal mortality, PM 42 on access to safe abortion services, and PM 45 on the detection of problems during pregnancy, including at the preconception stage.

PRIORITY MEASURE 44

“Guarantee effective access to a wide range of culturally relevant, scientifically sound, modern contraceptive methods, including emergency oral contraception.”

Specific objectives	<ol style="list-style-type: none"> 1. To guarantee effective and continuing access to a wide range of culturally relevant, modern contraceptive methods; 2. To guarantee effective access to emergency oral contraception.
Possible lines of action	<ol style="list-style-type: none"> 1. Institute information and counselling programmes on family planning methods and on free and timely access to such methods; 2. Have clear mechanisms for participation by indigenous peoples and other cultures of the country, adolescents and young people in the formulation of contraception and family planning programmes; 3. Eliminate the legal or administrative barriers that impede universal and timely access to emergency contraception; 4. Promote measures to reduce unwanted pregnancies.
Targets	<ol style="list-style-type: none"> 1. All primary healthcare centres have implemented information and counselling protocols on family planning methods with an intercultural focus; 2. Fill the unmet demand for family planning methods; 3. Ensure universal access to emergency contraception.
Indicators	<ol style="list-style-type: none"> 1. Percentage of primary healthcare centres that have implemented information and counselling protocols on modern family planning methods, including emergency oral contraception, with an intercultural focus; 2. Rate of use of contraceptive methods; 3. Percentage of sexually active women who report unmet demand for methods to postpone the onset of maternity in order to space or limit their births; 4. Existence of information systems to monitor the supply and logistical handling of contraceptives.
Related instruments, forums and mechanisms	SDG Goal 3, “Ensure healthy lives and promote well-being for all at all ages”; target 3.7: “By 2030 ensure universal access to sexual and reproductive health care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes”.
Comments	This priority measure is complementary to PM 14 which establishes the need for a legal framework for emergency oral contraception without a prescription, PM 12 on timely and good quality services for adolescents and young people, and PM 37 on universal access to good quality sexual and reproductive health services. It is also complementary to PM 87 and PM 95 on the right to health, including sexual and reproductive health, of indigenous peoples and Afro-descendants, respectively.

PRIORITY MEASURE 45

“Formulate plans for strengthening mechanisms for detecting problems during pregnancy, including at the preconception stage, improve the quality of antenatal care to include an intercultural perspective, guarantee the provision of a safe supply of blood for care during pregnancy, childbirth and the post-partum and puerperium period, and enhance compassionate care during delivery and birth and comprehensive perinatal care, bearing in mind the needs of women, boys, girls and families.”

Specific objectives	1. Guarantee access to health services for detecting problems during pregnancy, including at the preconception stage; 2. Enhance compassionate childbirth care and comprehensive perinatal care, eliminating cultural barriers.
Possible lines of action	1. Institute information and counselling programmes on preconception consultation to create conditions that will encourage women to prepare for a wanted pregnancy; 2. Establish the mechanisms to ensure that women in all parts of the country have access to Essential Obstetric and Newborn Care (EONC) to detect and treat risks before they become serious threats to the health or life of the mother or baby, and to have access to suitable treatment in case of obstetrical complications; 3. Identify the cultural barriers between health services and users, and define and implement the changes needed to provide good quality care that respects and is sensitive to the needs of all women.
Targets	1. To increase culturally appropriate preconception consultation in the context of desired pregnancies; 2. All primary healthcare centres have implemented updated and culturally appropriate EONC protocols; 3. Increased percentage of women receiving prenatal care, compassionate care at childbirth, and comprehensive perinatal care consistent with their cultural preference.
Indicators	1. Percentage of pregnancies that involved preconception consultation; 2. Percentage of institutionalized childbirths in which the mother had the option to select care appropriate to her culture; 3. Percentage of live births that were preceded by four or more prenatal check-ups; 4. Percentage of pregnancies for which post-partum care is provided.
Related instruments, forums and mechanisms	SDG Goal 3, “Ensure healthy lives and promote well-being for all at all ages,” target 3.1: “By 2030 reduce the global maternal mortality rate to less than 70 per 100,000 live births”; 3.2: “By 2030, end preventable deaths of newborns and under-five children”.
Comments	The goal of ensuring that “All primary healthcare centres have implemented updated and culturally appropriate EONC protocols” is proposed in PM 43. This measure is complementary to PM 87 and PM 95 on the right to health, including sexual and reproductive health, of indigenous peoples and Afro-descendants, respectively.

PRIORITY MEASURE 46

“Guarantee sufficient financial, human and technological resources in order to provide universal access to sexual health care and reproductive health care for all women, men, adolescents, young people, older persons and persons with disabilities without any form of discrimination.”

Comments

1. As noted in the discussion of the priority measures in this chapter, in order to promote, protect and guarantee health and sexual and reproductive rights these must be made an integral part of primary healthcare, which in turn must be strengthened. Only in the context of primary healthcare is it possible to guarantee sufficient financial, human and technological resources to provide universal access to sexual and reproductive health for all persons.
2. In the context of the post-2015 agenda and the SDGs, work is now underway on:
 - (a) Strengthening primary healthcare. The 53rd Directing Council of PAHO, meeting in Washington DC from 29 September to 3 October 2014, approved the Strategy for Universal Access to Health and Universal Health Coverage, which (i) calls on Member States to establish formal mechanisms for participation and dialogue, establish national targets and goals, and define plans of action for universal access to health and universal health coverage, to strengthen governance and stewardship in the health sector, to improve the organization and management of health services, to improve human resource capacities at the first level of care, to increase the efficiency and public financing of health, to advance toward eliminating direct payment, and to facilitate the empowerment of people and communities; (ii) requests the Director of PAHO to facilitate the leadership of the health authorities, to prioritize technical cooperation that supports countries in advancing toward universal access to health and universal health coverage, to develop measures to implement the strategy and to monitor it, to promote innovation and to strengthen the mechanisms of interagency coordination;
 - (b) The Report of the Open Working Group of the General Assembly on Sustainable Development Goals presented to the United Nations General Assembly in August 2014 declares, in paragraph 12, that *“[e]ach country has primary responsibility for its own economic and social development and the role of national policies, domestic resources and development strategies cannot be overemphasized. Developing countries need additional resources for sustainable development. There is a need for significant mobilization of resources from a variety of sources and the effective use of financing, in order to promote sustainable development. In the outcome document, the commitment to reinvigorating the global partnership for sustainable development and to mobilizing the resources necessary for its implementation was affirmed. The report of the Intergovernmental Committee of Experts on Sustainable Development Financing will propose options for a sustainable development financing strategy. The substantive outcome of the third International Conference on Financing for Development, in July 2015, will assess the progress made in the implementation of the Monterrey Consensus and the Doha Declaration. Good governance and the rule of law at the national and international levels are essential for sustained, inclusive and equitable economic growth, sustainable development and the eradication of poverty and hunger.”*
 - (c) As part of the preparatory work for the Third Conference on Financing for Development, to be held in Addis Ababa in July 2015, ECLAC hosted the Latin American and Caribbean Regional Consultation on Financing for Development in March 2015. The working document presented by ECLAC, “Financing for Development in Latin America and the Caribbean: a strategic analysis from a middle-income country perspective” mentions, among its conclusions, that the post-2015 development agenda will bring a profound transformation in sustainable development and will require a vast mobilization of resources, along with a change in their funding, organization and allocation, that meeting the goals will entail mobilizing both public and private resources, that the capabilities for accessing private financing vary among the Latin American and Caribbean countries, that the changes in the financial landscape increase the complexity of combining the various financing options, that greater access to external resources must be complemented and balanced with improved domestic resource mobilization, that mobilizing domestic resources means more than mobilizing fiscal resources alone, and that the mobilization of domestic resources through fiscal means should be complemented by strengthening the role of development banks.
3. Countries of the European Union are now examining and taking steps to optimize their health care and pharmaceutical models and, in particular, pharmaceutical spending and its weight in health spending, and measures in this area will need to be addressed in light of that experience.
4. This measure is associated with SDG target 3c, “Increase substantially health financing and the recruitment, development and training and retention of the health workforce in developing countries, especially in least developed countries and small island developing States”.

Chapter E

GENDER EQUALITY

Autonomy for women (economic, physical and in decision-making) constitutes an essential prerequisite not only for guaranteeing the full exercise of their rights but also for achieving sustainable development. While the region has made progress in implementing the Plan of Action from the Fourth World Conference on Women (Beijing, 1995), such progress has for the most part been mixed and uneven, and there remain important challenges for achieving gender equality that call for ongoing investments and government policies with respect to gender discrimination in the labour market, the sexual division of labour, violence against women, their social protection, and their sexual and reproductive health, among other matters.

This is the chapter of the Montevideo Consensus that contains the greatest number of priority measures —19— reflecting in part the heavy preoccupation with the issue and the intense debate concerning it in specialized forums at the global and regional levels, such as the conferences in follow-up to the World Conference on Women and the Regional Conference on Women in Latin America and the Caribbean.

Generally speaking, and as explained in detail in the following summary tables, the priority measures of this chapter are clearly spelled out in existing specialized instruments, provisions and mechanisms, such as the Beijing Platform of Action, the Santo Domingo Consensus (2013), the Brasilia Consensus (2010), the Quito Consensus (2007)⁷, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Belém do Pará). As well, follow-up to many of these instruments is contemplated in the proposed sustainable development goals, in particular Goal 5 (“achieve gender equality and empower all women and girls”), which seeks among other things to eliminate all forms of discrimination and violence against women (targets 5.1 and 5.2), to recognize the economic and social value of unpaid work, and to promote shared responsibility (target 5.4), to ensure effective participation and equal opportunities for leadership at all levels of decision-making (target 5.5), to ensure universal access to sexual and reproductive health and reproductive rights (target 5.6), to undertake reforms to give women equal rights to economic resources (target 5.a), and to adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels (target 5.c). Yet achieving gender equality, and the other SDG goals as well, will be possible only to the extent that this objective is mainstreamed in the post-2015 agenda and that some of these objectives in particular (SDGs 1, 3, 4, 8, 9, 10, 16 and 17) can be implemented in synergy with SDG 5.

As explained in the summary tables, there is also a strong interrelationship among the various priority measures of this chapter, and in some cases with measures located in other chapters of the Montevideo Consensus. Priority measure 47, for example, is closely linked with PM 49, as having strengthened institutional mechanisms in place is essential for promoting and reinforcing gender-sensitive budgets. PM 49, in turn, taken together with PMs 62, 63 and 64, represents a constellation of measures to make women visible in national statistics and in government budgets, especially as regards their

⁷ These consensus are of cumulative effect for the region, in that each new consensus recognizes the political and programmatic value of the previous ones, approved at the Latin American and Caribbean regional conferences of on women.

economic contributions (including the value of unpaid work). These measures also bear an important relationship with PM 31 in the chapter on ageing, social protection and socioeconomic challenges. Again with reference to unpaid work, PM 53, which seeks to develop and strengthen universal care policies and systems, relates directly to PMs 59 and 61 and depends, to some extent, on fulfilling PM 64.

Together with PMs 51 and 52, PM 48 constitutes a group of priority measures to achieve equal participation for women in the formulation and implementation of public policies and in decision-making at all levels.

Priority measures 54, 55 and 56 constitute a group of measures that seek to eliminate gender disparities in the workplace. PM 54 is of broader scope with respect to labour market asymmetries, and is related with PMs 53, 62 and 64 in terms of recognizing the productive value of unpaid domestic work and care-giving. On the other hand, PMs 55 and 56 focus on more specific aspects, such as encouraging businesswomen to adopt leadership roles and combating sexual harassment in the workplace.

Lastly, priority measures 57 and 58 are devoted to eliminating the various forms of violence and discrimination against women, and bear directly on important specialized mechanisms such as the Convention of Belém do Pará for the prevention, punishment and eradication of violence against women and the Convention on the elimination of all forms of discrimination against women (CEDAW).

PRIORITY MEASURE 47

“Fulfill the commitment to strengthen institutional machineries in order to build development policies with equality that will guarantee the autonomy of women and gender equality, and give these machineries the autonomy and the necessary human and financial resources to enable them to have a cross-cutting impact on the structure of the State, recognizing the strategic role that they play and establishing them at the highest level.”

Specific objectives

1. To strengthen mechanisms for the advancement of women at the national and subnational levels, as well as other institutional mechanisms (focal points, gender teams) that will guarantee women’s autonomy and gender equality in policies, including development policies; 2. To endow these mechanisms with the resources for effective implementation of policies in the various sectors.

Possible lines of action

1. Promote and implement legislative measures that will strengthen the institutions advocating policies for gender equality, such as mechanisms for the advancement of women at the highest hierarchical level, and guarantee for them nontransferable and irreducible budgets as well as human resources and autonomy; 2. Publicize the regional agreements on gender equality to contribute to their effective implementation; 3. Through training, interchange and dissemination, strengthen the substantive participation of the various gender-related bodies and mechanisms in the regional conferences of the subsidiary bodies of ECLAC; 4. Through training, interchange and dissemination, strengthen national and regional mechanisms for monitoring the advancement of women, including gender observatories; 5. Encourage municipal and local governments to create gender affairs offices or units for the advancement of women, and provide them with specialized human, technical and financial resources.

Targets

1. Institutions advocating public policies for gender equality have a guaranteed budget and means to assure implementation in the various sectors of the measures contained in those policies; 2. Mechanisms for the advancement of women enjoy the highest hierarchical ranking within the government structure; 3. Municipal and local governments have gender affairs offices or units for the advancement of women; 4. The gender approach is mainstreamed in the various sectors and policies.

Indicators

1. Percentage of institutions advocating public policies for gender equality that have a guaranteed budget; 2. Percentage of institutions in various sectors that are implementing gender equality policies under national plans; 3. Percentage of municipal and local governments that have gender affairs offices or units for the advancement of women; 4. Hierarchical level of mechanisms for the advancement of women.

Related instruments, forums and mechanisms

Santo Domingo Consensus. In general, chapter F. (“Gender Equality and Mechanisms for Women’s Empowerment”), and more specifically Agreement 111, “*Strengthen institutions advocating public policies on gender equality, such as gender machineries and offices for women’s empowerment, by means of legislation and guaranteed, non-transferable and irreducible budgets and by setting up decision-making bodies at the highest level, and build up their capacity to provide policy guidance on gender equality and women’s empowerment by endowing them with the necessary human and financial resources for a cross-cutting impact on public policies and the structure of the State with a view to devising and implementing de jure and de facto strategies for promoting women’s autonomy and gender equality*”; Agreement 112, “*Ensure gender mainstreaming and a focus on rights in all plans, programmes, projects and public policies, as well as the necessary coordination between State powers and social stakeholders to achieve gender equality, thus enshrining this concept as a pillar of sustainable development*”; and Agreement 118, “*Promote the establishment, at the municipal and local level, of entities such as gender affairs bureaux or offices for the advancement of women, endowing them with sufficient human and financial resources and the specialist expertise to empower women, provide comprehensive care and prevent violence at the local level.*”

Comments

PM 47 is closely related to PM 49, as stronger institutions are essential for promoting and implementing gender-sensitive budgets.

MEDIDA PRIORITARIA 48

“Fulfill the commitment to increase and enhance opportunities for the equal participation of women in adopting and implementing policies in all spheres of public authority and in high-level decision-making.”

Specific objectives	To achieve equal participation for women in all spheres of public authority.
Possible lines of action	Promulgate and apply legal measures, including quota systems, to achieve parity in decision-making positions in all areas of public power.
Target	Equal participation by men and women in the three branches of government.
Indicators	1. Percentage of women in ministerial positions; 2. Percentage of women in the principal legislative body; 3. Percentage of women judges in the highest court of justice; 4. Proportion of municipal and local council seats held by women.
Related instruments, forums and mechanisms	Santo Domingo Consensus. In general, chapter E, “Gender equality and the empowerment of women for political participation in decision-making”, and more specifically Agreement 101, “ <i>Ensure that women have equal access to decision-making positions in all branches of government and in local governments, through legislative and electoral initiatives and measures that guarantee parity of representation in all political spheres and a commitment to strategic agendas to achieve parity in political participation and gender parity as a State policy.</i> ”
	Brasilia Consensus, Agreement 3.d: “ <i>[P]romote the creation of mechanisms which ensure women’s political partisanship and participation and which, as well as parity in candidate registers, ensure parity of outcomes, equal access to campaign financing and electoral propaganda, and women’s participation in decision-making within party structures, and support such mechanisms where they already exist; in addition, create mechanisms to sanction non-compliance with legislation in this area.</i> ”
	Quito Consensus, Agreement ii: “ <i>[A]dopt all necessary affirmative action measures and mechanisms, including the necessary legislative reforms and budgetary allocations, to ensure the full participation of women in public office and in political representative positions with a view to achieving parity in the institutional structure of the State (executive, legislative and judicial branches, as well as special and autonomous regimes) and at the national and local levels as an objective for Latin American and Caribbean democracies.</i> ”
	Convention on the elimination of all forms of discrimination against women (CEDAW), Article 7, in which the States parties undertake to adopt all appropriate measures to eliminate discrimination against women in the country’s political and public life, and in particular to guarantee women, on equal terms with men, the right, among others, “ <i>to participate in the formulation of government policy and implementation thereof and “to hold public office and perform all public functions at all levels of government”</i> ”; and “ <i>to vote in all elections and referenda and to be eligible for election to all publicly elected bodies</i> ”.
	SDG target 5.5: “ <i>Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.</i> ”
Comments	Together with PMs 51 and 52, PM 48 constitutes a group of priority measures that seek to achieve equal participation for women in the formulation and implementation of public policies and in high-level decision-making (PM 51) and to prevent, punish and eradicate political and administrative harassment of women who reach decision-making positions (PM 52).

PRIORITY MEASURE 49

“Take steps to promote and strengthen the preparation, implementation and accountability of gender-sensitive budgets, in order to achieve equal spending in the public sector, the inclusion of the principles of gender equality in the different stages of planning, budgeting and meeting the specific social needs of women and men.”

Specific objectives
1. To ensure that public-sector budgets incorporate the principles of gender equality; 2. To create or strengthen the mechanisms needed to ensure budgetary accountability in the area of gender equality.

Possible lines of action
1. Assess budgetary needs in the different spheres of government in order to fulfil the commitments given with respect to gender equality;
2. Include institutions that advocate public policies for gender equality in the process of formulating development plans and public budgets;
3. Make it an aspect of budgetary accountability to fulfil commitments with respect to gender equality, including participation in civil society organizations;
4. Foster instances for coordination between gender machineries and planning and budget departments;
5. Ensure, through legislation and other mechanisms, access to information and accountability regarding public budgets earmarked for gender equality.

Targets
1. Government budgets incorporate the gender equality focus in the different sectors; 2. Government budgets have resources specifically earmarked for gender equality; 3. Mechanisms for the advancement of women have the necessary funding to ensure their financial autonomy.

Indicators
1. Percentage of government budgets that incorporate the gender focus; 2. Percentage of government budgets with funds specifically allocated to gender equality or women’s empowerment.

Related instruments, forums and mechanisms
Santo Domingo Consensus, Agreement 112, *“Ensure gender mainstreaming and a focus on rights in all plans, programmes, projects and public policies, as well as the necessary coordination between State powers and social stakeholders to achieve gender equality, thus enshrining this concept as a pillar of sustainable development”*, and Agreement 113: *“Adopt budgets with gender as a cross-cutting factor in the allocation of public funds and ensure that sufficient, protected funding is provided in all policy areas to fulfil all the commitments made by States to achieve the goals of equality and social and economic justice for women”*.

SDG target 5.c, *“Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.”*

Comments
PM 49 is closely linked with PM 47, as the promotion and strengthening of gender-sensitive budgeting is essential to ensure strong institutional mechanisms.

PRIORITY MEASURE 50

“Fulfill the commitment to promote and ensure gender mainstreaming and its intersection with perspectives on race, ethnicity, age, social class and disability status in all public policies, especially in economic and cultural policies, and coordination between branches of government and social stakeholders, including organizations of young, Afro-descendent or indigenous women, to ensure gender equality.”

Comments

The general objective of this priority measure is fairly broad: it involves incorporating the gender perspective into all public policies in order to guarantee gender equality, on one hand, and on the other hand it calls for coordination among the branches of government and among stakeholders (government and civil society). In the latter case in particular, social disadvantages are considered to be relational, and it is therefore necessary to relate gender with social class, race, age, region, ethnic origin, physical capacity, sexuality, and all those relations that reveal the differences among women or among groups. Specifically, some elements appear again in PM 47 (focused on strengthening institutional mechanisms for constructing policies that will guarantee women’s autonomy and gender equality), PM 49 (focused on promoting gender-sensitive budgets to achieve equal access to public sector spending), and PM 62 (focused on statistics systems and the need for information disaggregated by sex and other demographic and socioeconomic characteristics).

The link between this measure and the Santo Domingo Consensus is particularly close with respect to Agreement 112, *“Ensure gender mainstreaming and a focus on rights in all plans, programmes, projects and public policies, as well as the necessary coordination between State powers and social stakeholders to achieve gender equality, thus enshrining this concept as a pillar of sustainable development”*, and Agreement 34, *“Strengthen the mainstreaming of gender across all areas of public policy in connection with information and communications technologies, ensuring full access to these technologies and their use by women, girls, adolescent girls, young women, older women, indigenous and Afro-descendent women, rural women, LGBTTI persons and women with disabilities on an equal and equitable basis for the social appropriation of knowledge, bearing in mind the associated regulations, costs and coverage issues and with respect for cultural and linguistic diversity.”* The most direct link to the SDGs is with target 5.c, which calls on States to *“adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.”*

The inclusion of the gender perspective and its intersection with ethnic and racial groups is addressed in chapter H on indigenous peoples and in chapter I on Afro-descendent persons.

PRIORITY MEASURE 51

“Promote parity and other mechanisms to ensure access to power in electoral systems as a precondition for democracy and a target for eradicating the structural exclusion of women in society, which affects mainly those in vulnerable situations, by training women leaders.”

Specific objectives

1. To consolidate a gender equality agenda that is mainstreamed into political debates and driven by female leaders from various sectors;
2. Promote training for female leaders; 3. Promote the legal and cultural changes necessary to achieve parity.

Possible lines of action

1. Identify the training needs of female leaders for moving forward with the gender equality agenda; 2. Develop training institutions for female leaders consistent with those needs; 3. Promote the development of strategies to increase women’s leadership in the various spheres.

Target

There are training institutions in place for female leaders as needed to move forward with the gender equality agenda.

Indicators

1. Number of institutions providing training for female leaders; 2. Optional protocol of CEDAW signed.

Related instruments, forums and mechanisms

Santo Domingo Consensus. In general chapter E, “Gender equality and the empowerment of women for political participation in decision-making”, and more specifically Agreement 104, “*Strengthen electoral observation and monitoring mechanisms with a gender perspective as instruments that ensure respect for women’s rights to political representation*”; and Agreement 106, “*Use specific economic and technical measures to strengthen regional gender machineries for political training and education in support of women’s leadership, and promote the participation of the region’s women in such mechanisms, especially young, rural, indigenous and Afro-descendent women, and LGBTTI persons.*”

Brasilia Consensus, Agreement 3.h, “*Promote also the creation and strengthening of citizens’ mechanisms for oversight of electoral processes and the establishment of institutional mechanisms to ensure compliance with legislation aimed at guaranteeing women’s political participation*”.

Quito Consensus, Agreement vii, “[P]romote regional mechanisms for providing women with political education and training for leadership such as the recently created Caribbean Institute for Women in Leadership; and Agreement viii, “[D]evelop electoral policies of a permanent character that will prompt political parties to incorporate women’s agendas in their diversity, the gender perspective in their content, actions and statutes, and the egalitarian participation, empowerment and leadership of women with a view to consolidating gender parity as a policy of State.”

CEDAW and SDGs: see PM 48.

Comments

Together with PMs 48 and 52, PM 51 constitutes a group of priority measures intended to achieve equal participation for women in the formulation and implementation of public policies and in high-level decision-making. This measure is also related with PMs 53 and 54, as transforming the sexual division of labour and redistribution of the unpaid workload are a fundamental dimension of parity.

PRIORITY MEASURE 52

“Adopt legislative measures and institutional reforms to prevent, punish and eradicate political and administrative harassment of women who reach decision-making positions through electoral means or by appointment at national and local levels, as well as in political parties and movements.”

Specific objectives	To consolidate legal and institutional frameworks for combating political and administrative harassment of women.
Possible lines of action	1. Develop and disseminate the frameworks for the prevention of political and administrative harassment; 2. Adopt measures to punish political and administrative harassment; 3. Mount campaigns for cultural change in order to eradicate political and administrative harassment.
Targets	1. Recognition of political and administrative harassment as an offence; 2. Eradicate political and administrative harassment of women who reach decision-making positions.
Indicators	1. Number of complaints filed for political and administrative harassment of women who reach decision-making positions; 2. Legislation and rules to sanction and punish political harassment of women.
Related instruments, forums and mechanisms	Santo Domingo Consensus. In general, chapter E, “Gender equality and the empowerment of women for political participation in decision-making”, and more specifically Agreement 105, “ <i>Enact and implement legislation to prevent, punish and eradicate political and administrative violence against or harassment of women who reach decision-making positions of all levels, via electoral means or by appointment.</i> ”
	CEDAW and SDGs, see PM 48
Comments	Together with PMs 48 and 51, PM 52 constitutes a group of priority measures intended to achieve equal participation for women in the formulation and implementation of public policies and in high-level decision-making.

PRIORITY MEASURE 53

“Develop and strengthen policies and universal care services based on the highest human rights standards, from a gender equality and intergenerational perspective, in order to share the delivery of services between the State, the private sector, civil society, families and households and between men and women and facilitate dialogue and coordination between all the parties involved.”

Specific objectives	1. To achieve universality in care services; 2. To ensure that the State, the market and families share responsibility for care services; 3. To promote the cultural changes needed for a true distribution of care responsibilities in the private sphere between women and men.
Possible lines of action	1. Regulate the basic conditions that guarantee equality of access to care for persons who require it; 2. Develop and implement legal frameworks to ensure that national systems of care include all categories of care; 3. Integrate care services as a dimension of social protection systems, allowances, services and benefits; 4. Increase the availability and quality of care systems and, as necessary, of caregivers, by providing training and by placing cultural and economic value on the activity, including by regulating it and making it more professional; 5. Implement measures to provide caregivers with access to jobs with flexible working hours.
Targets	1. Universal coverage of care services for persons who require them; 2. Integration of care activities into social protection systems; 3. Shared responsibility between men and women for providing unpaid care services; 4. Professional care services regulated.
Indicators	1. Percentage of persons in need of care services who actually receive them; 2. Average number of hours devoted to unpaid work, disaggregated by sex.
Related instruments, forums and mechanisms	Santo Domingo Consensus, Agreement 37, <i>“Promote improvements in women’s access to decent employment, redistributing care work between the State, market and society, and between men and women, facilitating training and the use of technology, self-employment and business creation in the science and technology sector, and increase the proportion of women in areas where they are underrepresented, for example, in academia and the fields of science and technology, including information and communications technologies”</i> ; Agreement 57, <i>“Recognize care as a right and, therefore, as a responsibility that must be shared by men and women of all sectors of society, and by families, private companies and the State, and adopt measures, policies and programmes on care and on promoting the joint responsibility of women and men in family, working and social life in order to free up women’s time so that they can engage in employment, studies and politics and enjoy their autonomy to the full.”</i>
	Brasilia Consensus, agreement 1.b, <i>“[F]oster the development and strengthening of universal care policies and services based on the recognition of the right to care for all and on the notion of sharing the provision of care between the State, the private sector, civil society and households, as well as between men and women, and of strengthening dialogue and coordination between all stakeholders.”</i>
	Quito Consensus, Agreement xxvii, <i>“[A]dopt the necessary measures, especially of an economic, social and cultural nature, to ensure that States assume social reproduction, caregiving and the well-being of the population as an objective for the economy and as a public responsibility that cannot be delegated.”</i>
	SDG target 5.4, <i>“Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate.”</i>
Comments	This priority measure is directly related to PM 61, which deals with the shared responsibility of the State, the private sector, the community, families, women and men in unpaid domestic chores and care work. It also relates to PM 31, regarding the inclusion of care and social protection systems, to PM 59, regarding the construction of new concepts of masculinity, and to PM 64, regarding measurement of the care economy.

PRIORITY MEASURE 54

“Promote legislation and design and strengthen public policies on equality in the labour market in order to eliminate gender discrimination and asymmetries in relation to access to decent employment, job security, wages and decision-making on labour issues, as well as to recognize the productive value of unpaid domestic work and care work.”

Specific objective	To achieve economic autonomy and equality for women on the basis of strategies to afford them economic independence and equitable inclusion in the labour market.
Possible lines of action	1. Establish the conditions to increase women’s participation in the labour force; 2. Combat the conditions of insecurity and informality that affect the female workforce primarily, and reduce women’s presence in low-productivity sectors; 3. Develop and implement policies to ensure equal pay for work of equal value; 4. Encourage men to participate in domestic chores and care work.
Targets	1. To eliminate the wage gap between men and women; 2. Equal participation of men and women in productive and reproductive activities.
Indicators	1. Persons without their own incomes, by sex; 2. Pay by type of activity or employment, by sex; 3. Unemployment rate by sex.
Related instruments, forums and mechanisms	<p>CEDAW (Article 11) calls upon States parties to take all appropriate measures to eliminate discrimination against women in the field of employment, in order to ensure, on a basis of equality of men and women, inter alia, <i>“the right to the same employment opportunities, including the application of the same criteria for selection in matters of employment”</i> and <i>“the right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work.”</i></p> <p>Santo Domingo Consensus, Agreement 62: <i>“Develop and implement active labour-market and productive employment policies to ensure decent work for all women, combating the precarious and informal conditions that affect mainly the female workforce and guaranteeing equal pay for work of equal value, an egalitarian participation rate, appointment without discrimination to positions of power and decision-making and the elimination of occupational segregation, with particular attention to rural women, Afro-descendent women, indigenous women, women with disabilities and young women.”</i></p> <p>Brasilia Consensus, Agreement 1.f: <i>“[D]evelop active labour market and productive employment policies to boost the female labour-market participation rate, the formalization of employment and women’s occupation of positions of power and decision-making, as well as to reduce unemployment rates, especially for Afro-descendent, indigenous and young women who suffer discrimination based on race, sex and sexual orientation, in order to ensure decent work for all women and guarantee equal pay for equal work.”</i></p> <p>Quito Consensus, Agreement xxii: <i>“[E]liminate the income gap between women and men and wage discrimination in all areas of work, and to propose that legislative and institutional mechanisms that give rise to discrimination and precarious working conditions be abrogated.”</i></p> <p>SDG target 8.5: <i>“By 2030 achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.”</i></p>

Comments	<p>PMs 54, 55 and 56 constitute a group of measures intended to eliminate gender disparities in the labour market. PM 54 has a more general thrust, and considers asymmetries relating primarily to access to decent employment, job security, wages and decision-making, while PM 55 focuses more specifically on encouraging businesswomen to exert leadership and to achieve high-level positions in companies, and PM 56 calls for the prevention and punishment of sexual and other forms of harassment in the workplace (and in education).</p> <p>When it comes to recognizing the productive value of unpaid domestic work and care-giving, referred to in PM 54, this aspect is developed more specifically in PMs 53, 62 and 64 of this same chapter.</p> <p>This priority measure must recognize the particular situation of women and persons of African descent, and in this way respond to PM 93, which refers to the overlapping of inequalities in situations of racism and discrimination.</p>
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PRIORITY MEASURE 55

“Strengthen the participation of women in high-level and decision-making positions in companies and support the training of men and women during hours that are compatible with their family life, and encourage businesswomen to adopt leadership roles.”

Specific objectives	<ol style="list-style-type: none"> 1. Encourage businesswomen to assume leadership roles; 2. Strengthen women’s participation in high-level and decision-making positions in companies.
Possible lines of action	<ol style="list-style-type: none"> 1. Encourage women to take part in business training courses; 2. Establish conditions that will facilitate women’s participation in business training, including measures to reconcile working and home life for men and women; 3. Encourage business policies that promote women to senior positions; 4. Identify and eliminate legal and customary barriers to women’s participation in senior positions.
Targets	Growing presence of women in senior positions in companies.
Indicators	Percentage of women in senior positions in companies.
Related instruments, forums and mechanisms	<p>Santo Domingo Consensus, Agreement 41: <i>“Promote gender equity and equality in strategic and high-level managerial and decision-making positions in firms and public and private institutions, including in the information and communications technologies sector”</i>;</p> <p>Agreement 60: <i>“Prioritize and intensify initiatives aimed at women’s economic empowerment at the community level through means such as business education and business incubators to improve their situation and thus reduce their vulnerability to violence.”</i></p> <p>SDG target 4.3: <i>“By 2030 ensure equal access for all women and men to affordable quality technical, vocational and tertiary education, including university”</i>; target 5.5: <i>“Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.”</i></p>
Comments	<p>PMs 54, 55 and 56 constitute a group of measures intended to eliminate gender disparities in the labour market. While PM 54 considers asymmetries relating primarily to access to decent employment, job security, wages and decision-making, and PM 56 calls for the prevention and punishment of sexual and other forms of harassment in the workplace, PM 55 focuses more specifically on encouraging businesswomen to exert leadership and to achieve high-level positions in companies.</p>

PRIORITY MEASURE 56

“Establish mechanisms for preventing sexual and other forms of harassment and violence against women and men, especially in the workplace and educational settings, as well as for filing relevant complaints and punishing such practices.”

Comments

PMs 54, 55 and 56 constitute a group of measures intended to eliminate gender disparities in the labour market. While PM 54 considers asymmetries relating primarily to access to decent employment, job security, wages and decision-making, and PM 55 focuses more specifically on encouraging businesswomen to exert leadership and to achieve high-level positions in companies, PM 56 aims at the prevention and punishment of sexual and other forms of harassment in the workplace.

This group of measures bears a close relationship to the Santo Domingo Consensus and to the SDGs. In the case of PM 56, there is a direct link with Agreement 63 of the Santo Domingo Consensus, *“Promote and enforce legislation on equality in employment to eliminate discrimination relating to gender, race, ethnicity and sexual orientation and other types of discrimination in access to and security in the labour market, establishing mechanisms for filing complaints to bodies clearly identified and mandated for that purpose and determining sanctions for bullying, sexual harassment and other forms of violence against women in the workplace”*, and a more general relationship to SDG target 5.2, *“Eliminate all forms of violence against all women and girls in public and private spheres, including trafficking and sexual and other types of exploitation.”*

As well, considering the broader context of combating violence against women, the follow-up to PM 56 could also be based on the Convention of Belém do Pará (Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women) and on the various measures in chapter D of the Santo Domingo Consensus (Gender equality and elimination of violence against women), as developed more specifically in PMs 57 and 58 of this chapter.

This measure is complementary to PM 89 for the particular case of eliminating all forms of violence against indigenous women.

PRIORITY MEASURE 57

“Enforce existing policies and adopt, on the one hand, preventative and punitive measures, and on the other measures for protecting and caring for women in order to eradicate all forms of violence, including forced sterilization and stigma against women in public and private spheres and especially the gender-motivated violent murder of girls and women, and ensure effective and universal access to fundamental services for all victims and survivors of gender-based violence, with special attention to women in high-risk situations, such as older women, pregnant women, women with disabilities, culturally diverse groups, sex workers, women living with HIV/AIDS, lesbian, bisexual and transgender women, Afro-descendent, indigenous and migrant women, women living in border areas, asylum-seekers and victims of trafficking.”

Specific objective	To eliminate violence against women in all its manifestations.
Possible lines of action	<ol style="list-style-type: none"> Promote action across government sectors, with particular attention to the justice sector, and coordination among public and private institutions for addressing all victims of violence; Adopt new strategies to bring about the cultural and institutional changes needed to combat the structural factors that perpetuate violence against women; Encourage initiatives for economic empowerment in order to reduce women’s vulnerability to violence; Take specific measures in the various sectors (for example health) where violence against women is generated and reproduced; Integrate aspects relating to violence against women into national and regional statistics programmes so as to have available data for taking timely decisions and for appreciating the many faces of this form of violence; Promote the typification of the crimes of femicide and feminicide.
Targets	<ol style="list-style-type: none"> Existing laws and standards for the elimination of violence against women are effectively budgeted and enforced; Victims of violence have effective access to justice; Measures to eradicate violence and to ensure access to comprehensive care services cover all women of all ages, without distinction of any kind; No woman is the victim of gender-based violence.
Indicators	<ol style="list-style-type: none"> Number and rate (per 100,000 inhabitants) of women 15 years and older murdered at the hands of their partner or former partner; Number of women filing complaints of violence, and proportion of those who gain effective access to justice; Violence prevention and care policies that have an earmarked budget; Prevalence of sexual violence against women.
Related instruments, forums and mechanisms	<p>This measure is directly related to the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belém do Pará) and to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).</p> <p>Santo Domingo Consensus. In general, chapter D, “Gender equality and the elimination of violence against women”, and more specifically Agreement 80, “Enforce national and local policies and adopt preventive, punitive, protection and care measures to eliminate all forms of violence and stigma against women, girls, adolescent girls, young women, older women, indigenous and Afro-descendent women, rural women, LGBTI persons and women with disabilities, and include the effective use of information and communications technologies with an intercultural approach in order to achieve greater inclusion and equality for all women”; Agreement 87, “Guarantee effective access to justice and free, good-quality legal aid for women who are subjected to violence, and provide training and public awareness sessions on gender issues to those authorized to dispense justice, as well as the police and other security bodies”; and Agreement 88, “Promote the reform of legal systems and the amendment of laws which cause exclusion and harm, and ensure the removal of all systemic barriers to the effective delivery of justice.”</p> <p>Brasilia Consensus. In general, Chapter 4, “Address all forms of violence against women”, and more specifically Agreements 4.a, “[A]dopt preventative and punitive measures as well as measures for protecting and caring for women that further the eradication of all forms of violence against women in public and private spheres, with special attention to Afro-descendent, indigenous, lesbian, transgender and migrant women, and those living in rural, forest and border areas”; and 4.b, “[B]roaden and guarantee effective access to justice, and to free legal assistance for women in violent situations, and provide training and awareness-raising, from a gender perspective, for staff and officials responsible for administering justice”.</p>

Related instruments, forums and mechanisms

Quito Consensus, Agreement xxvii, “[A]dopt measures that contribute to the elimination of all forms of violence against women and their manifestations, especially homicide of women, femicide and feminicide, as well as to the elimination of unilateral measures that run counter to international law and to the United Nations Charter, whose fundamental consequences are borne by women, girl children and adolescents”; and Agreement xxix, “[G]uarantee access to justice for women, adolescents and girl children who have been victims of gender violence, with no discrimination whatsoever, through the creation of legal and institutional conditions that guarantee transparency, truth, justice and the consequent reparation of the violation of their rights, strengthening public policies for protection, prevention and care with a view to the eradication of all forms of violence.”

SDG targets 5.1, “End all forms of discrimination against all women and girls everywhere”, and 5.2, “Eliminate all forms of violence against all women and girls in public and private spheres, including trafficking and sexual and other types of exploitation.”

Comments

Priority measures 57 and 58 are aimed, in general, at eliminating the various forms of violence and discrimination against women. PM 57 calls in particular for adopting preventive measures and measures to ensure effective access to support services for victims of violence, with special attention to those in situations of greatest vulnerability.

This measure must recognize the particular situation of indigenous and Afro-descendant women and persons, and in this way complement PM 89 on eradicating violence against indigenous women and PM 93 which refers to the overlapping of inequalities in situations of racism and discrimination.

PRIORITY MEASURE 58

“Reaffirm the commitment and political will of Latin America and the Caribbean, at the highest level, to combat and eliminate all forms of discrimination and violence against women, including domestic violence and femicide/feminicide, and actively promote awareness-raising regarding gender mainstreaming among law enforcement personnel.”

Comments

Priority measures 57 and 58 are aimed, in general, at eliminating the various forms of violence and discrimination against women. PM 58 calls in particular for awareness-raising and instilling the gender perspective among law enforcement personnel.

As noted in the previous table, these measures are directly related with important specialized mechanisms, such as the Belém do Pará and CEDAW conventions. CEDAW Article 15 provides, among other things, that (i) “States Parties shall accord to women equality with men before the law”, and (ii) that “States Parties shall accord to women, in civil matters, a legal capacity identical to that of men and the same opportunities to exercise that capacity. In particular, they shall give women equal rights to conclude contracts and to administer property and shall treat them equally in all stages of procedure in courts and tribunals”. These measures also relate to various agreements of the Quito, Brasilia and Santo Domingo consensus, as well as some of the targets proposed for the SDGs.

As in the case of Priority measure 57, this measure must recognize the particular situation of indigenous and Afro-descendant women and persons, and in this way complement PM 89 on eradicating violence against indigenous women and PM 93 which refers to the overlapping of inequalities in situations of racism and discrimination.

PRIORITY MEASURE 59

“Broaden the access available to men, including boys, adolescents and young men, to sexual and reproductive health-related information, counselling and services and promote the equal participation of men in care work through programmes for raising men’s awareness of gender equality, and foster the development of new masculinities.”

Specific objectives	1. Encourage the construction of new concepts of masculinity; 2. Promote men’s responsibility and participation in matters concerning children.
Possible lines of action	1. Incorporate gender equality aspects into basic education; 2. Mount systematic campaigns for cultural change to promote gender equality in all social spheres, public and private, so as to help banish attitudes that reinforce gender stereotypes; 3. Take steps to promote and facilitate men’s participation in child-rearing activities, such as through paternal leave.
Targets	1. The basic education curriculum includes aspects relating to gender equality; 2. Child-rearing tasks are shared between men and women; 3. Growing participation by men in aspects relating to sexual and reproductive health.
Indicators	1. Percentage of public and private schools that include gender equality in the basic education curriculum; 2. Number of government campaigns conducted in the last two years to promote gender equality; 3. Number of paternity leaves extended to male workers in private enterprise or in the public sector.
Related instruments, forums and mechanisms	<p>CEDAW, Article 5: <i>States Parties shall take all appropriate measures: (a) To modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women; Article 10: States Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women:... (c) The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging coeducation and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and school programmes and the adaptation of teaching methods.</i></p> <p>Santo Domingo consensus, Agreement 51: <i>Eliminate sexism and gender stereotypes in education systems, books and teaching materials, and eradicate biases in teachers’ perception of boys’ and girls’ performance in sciences, including mathematics and technology, broadening the training of educators for equality and promoting teaching practices free from prejudices and stereotypes.</i></p> <p>Quito Consensus, Agreement xx: <i>[F]ormulate and apply State policies conducive to the equitable sharing of responsibilities by women and men in the family, overcoming gender stereotypes and recognizing the importance of care-giving and domestic work for economic reproduction and the well-being of society as one of the ways of overcoming the sexual division of labour.</i></p>
Comments	This priority measure places the emphasis on building new concepts of masculinity. The portion relating to men’s access to information, counselling and sexual and reproductive health services is covered more specifically in other chapters of the Montevideo Consensus, in particular PMs 11, 12 and 41, while the portion relating to equal participation in care-giving is covered in PM 53, part of this same chapter.

PRIORITY MEASURE 60

“Develop and strengthen plans and programmes for addressing disparities in the representation and performance of boys and young men in the education system, especially in the English-speaking Caribbean.”

Comments

Priority measure 60 relates directly to the World Declaration on Education for All and the Framework for Action to Meet Basic Learning Needs (Jomtien, 1990) and in particular to the framework of action for the post-2015 education agenda, to be adopted at the World Education Forum 2015 based on the evaluation of implementation over the last 15 years of the Dakar Framework of Action to achieve education for all by 2015.

The matter is also covered in the CEDAW, Article 10, in which States Parties agree to take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure:

“(a) The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational establishments of all categories in rural as well as in urban areas; this equality shall be ensured in pre-school, general, technical, professional and higher technical education, as well as in all types of vocational training.”

This measure also bears a relationship to the Santo Domingo Consensus, under Agreement 38: *Ensure that the education system, at all levels and with respect to all forms of teaching, provides timely information to women, girls, adolescent girls, young women, older women, indigenous and Afro-descendent women, rural women, LGBTTI persons and women with disabilities on the benefits, applications and availability of vocational training opportunities in science and technology that could contribute to their personal, economic, social and political autonomy, and it fits within the broader context of SDG 4, “Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”, in particular target 4.5, “By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training, for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations.”*

Although this priority measure makes special reference to the English-speaking Caribbean, it should be noted that, in the case of Latin America, while women have seen some very positive changes—which must be sustained and improved—in their access to education and in the educational levels attained, major policy efforts are still needed to improve the quality of education so as not to reinforce gender stereotypes.

PRIORITY MEASURE 61

“Ensure the sharing of responsibility between the State, the private sector, the community, families, women and men for unpaid domestic and care work, incorporating care into social protection systems through allowances, services and benefits that maximize women’s autonomy and guarantee their rights, dignity, well-being and enjoyment of free time.”

Comments

Follow-up to PM 61 can be handled through PM 53, the specific objectives of which include that of shared responsibility in care delivery. Similarly, integrating care into social protection systems through allowances, services and benefits is one of the goals proposed under PM 53.

PM 61 can also be linked with Agreement 58 of the Santo Domingo Consensus, *“Achieve the consolidation of public protection and social security systems with universal, comprehensive and efficient access and coverage by means of solidary, standard, participatory financing, based on the principle of solidarity and linked to a broad spectrum of public policies that guarantee well-being, quality of life and a decent retirement and enhance the full exercise of citizenship by women, including those who have devoted their lives to productive as well as reproductive work, both paid and unpaid, female domestic workers, rural women, female informal and contract workers and, above all, women directly or indirectly affected by illness, disability, unemployment, underemployment or widowhood at any stage in their life cycle”*.

PRIORITY MEASURE 62

“Improve statistical systems, official indicators and administrative records, mainstreaming the gender perspective and advancing towards the full recognition of women’s economic and social contribution to the development of society.”

Specific objectives

To incorporate the gender perspective in statistics systems, official indicators and administrative records.

Possible lines of action

1. Ensure disaggregation by sex in the collection and production of information in statistics systems and administrative records so as to incorporate the gender focus in different analyses; 2. Incorporate disaggregation by race, ethnic origin, socioeconomic level, place of residence, etc., into gender analysis to ensure that the decisions taken are relevant to different groups of women; 3. Develop and adopt official indicators with a gender perspective for monitoring progress toward gender equality; 4. Maintain an ongoing process of training in the preparation and use of analyses based on gender indicators.

Targets

1. All pertinent statistics systems and administrative records have gender-disaggregated information relating to other variables in issues of priority for gender equality policies; 2. Official indicators are available for monitoring progress toward gender equality; 3. The statistical information produced by government offices is broadly disseminated and used to promote and implement public policies on gender equality.

Indicators

1. Percentage of statistics systems and administrative records that have gender-disaggregated information for other variables; 2. Percentage of official systems of indicators that incorporate the gender perspective by sector.

Related instruments, forums and mechanisms

Santo Domingo Consensus, Agreement 114: *Strengthen, by means of training, exchanges of experiences and awareness-raising, regional and national instruments to monitor women’s empowerment, particularly gender observatories, ensuring that the information and data supplied are compiled using a common methodology for the purposes of comparison and analysis of the different variables at the regional level, thus ensuring that the results obtained serve as basic input material for public policies on equality in the region;* Agreement 117: *Strengthen the effective implementation of systems for the production of statistical information for designing policies with a gender focus, affording particular attention to methods for collecting, classifying and processing sex-disaggregated national and regional data, including gender indicators in all areas, on the basis of a common methodology implemented by all the countries of the region, with a view to promoting women’s empowerment and decision-making.*

Comments

PMs 102, 103 and 104 of chapter J of the Montevideo Consensus, referring to the frameworks for implementing the regional agenda on population and development, deal in a cross-cutting manner with the issue of improving data sources, including the need for financial and human resources to develop reliable, timely and quality information systems with a gender perspective, disaggregated geographically and by sex, age, race, ethnic origin, and socioeconomic status.

The issue of recognizing women's economic and social contribution to the development of societies, mentioned as part of this priority measure, is fully covered in PMs 53 and 64 of this same chapter.

PRIORITY MEASURE 63

“Strengthen the capacity of countries to prepare and disseminate the gender statistics needed for the formulation of public policies on gender equality and the empowerment of women.”

Comments

Follow-up to this priority measure can be handled through PM 62 (to which it is complementary), and specifically through the line of action that calls for “Maintain[ing] an ongoing process of training in the preparation and use of analyses based on gender indicators.”

PRIORITY MEASURE 64

“Consider measuring the care economy using specialized accounts and the creation of satellite accounts on unpaid work, and the incorporation of such accounts in the system of national accounts.”

Specific objectives	<p>1. To incorporate unpaid work into the national accounts system, through a satellite account; 2. To measure the care economy.</p>
Possible lines of action	<p>1. Amend the legal and programmatic frameworks to recognize the productive value of unpaid work; 2. Conduct specialized time use surveys to obtain up-to-date, gender-disaggregated information on unpaid work in general, and on care-giving in particular; 3. Develop a proposal to create a satellite account on unpaid work in the system of national accounts.</p>
Targets	<p>1. Ongoing national time use surveys; 2. Inclusion of a satellite account on unpaid work in the system of national accounts, so as to measure the care economy, including the contribution to GDP of unpaid care work.</p>
Indicators	<p>1. Total time worked: number of working hours paid and unpaid, by sex; 2. Percentage of GDP corresponding to unpaid work.</p>
Related instruments, forums and mechanisms	<p>Santo Domingo Consensus, Agreement 54: <i>Recognize the value of unpaid domestic work and adopt the necessary measures, including legislative measures, and public policies that recognize the social and economic value of domestic work</i>; Agreement 55: <i>Define and establish instruments for the periodic measurement of the unpaid work done by women and ensure that public budgets allocate the funds required by the machineries responsible for compiling and systematizing the information for conducting national time-use surveys in order to facilitate the design of appropriate and fair public policies</i>; Agreement 56: <i>Urge States to establish satellite accounts for unpaid domestic work in the countries of the region.</i></p>
Comments	<p>Brasilia Consensus, Agreement 1.a: <i>[A]dopt all the social and economic policy measures required to advance towards the attribution of social value to the unpaid domestic and care work performed by women and recognition of its economic value</i>; and Agreement 1.d: <i>[E]ncourage the establishment, in national accounts, of a satellite account for unpaid domestic and care work performed by women.</i></p> <p>The measurement of the care economy is an essential input for policies and programmes relating to care (PM 53).</p> <p>Countries in various regions of the world, including several in Latin America and the Caribbean, are already conducting a time-use survey. However, the coverage, quality and periodicity of the information vary greatly, making comparative analysis difficult. As well, differing methodologies have been developed to assign economic value to unpaid work.</p>

PRIORITY MEASURE 65

“Implement, with the support of available technologies, multisectoral, comprehensive, integrated, coordinated, interdisciplinary and accessible services, programmes and actions targeting women that are sustainable at all levels, include specialized and confidential care in cases of violence, have sufficient resources available and that bring together sectors such as the police, the judiciary, medical and psychological services and evaluation, including sexual and reproductive health services, as well as opportunities for training and generating earnings, with a view to promoting women’s autonomy in all its forms.”

Comments

Priority measure 65 is fairly general in scope, embracing a variety of aspects relating to violence against women, healthcare, including sexual and reproductive health, and training and income generation for women’s autonomy, matters that are considered more specifically in other priority measures of this guide.

Violence against women is a central theme of priority measures 56, 57 and 58 and, in general, it has an important link to the agreements under chapter D of the Santo Domingo Consensus on gender equality and the elimination of violence against women, the agreements under chapter 4 of the Brasilia Consensus, on addressing all forms of violence against women, and Agreements xxviii and xxix of the Quito Consensus, as well as to SDG 5.2. There is also the Convention of Belém do Pará to prevent, punish and eradicate violence against women as a mechanism for supporting follow-up.

Sexual and reproductive health, in turn, is the subject of a specific chapter of this guide (chapter D on universal access to sexual and reproductive health services), while the topic of training and income generation for women appears again in PMs 54, 55 and 56 (which focus on labour market aspects that have a significant impact on women’s economic autonomy) as well as in Agreement 61 of the Santo Domingo Consensus. *Prioritize also the design and implementation of public policies and programmes designed to reduce poverty among women, on the basis of sustainable development, economic growth, technical and financial support for productive activities launched by women living in poverty, training and skills-building for employment, access to decent work and optimum use of information and communications technologies, from the perspective of equality.*

This measure is complementary to PM 88 for the particular case of eliminating all forms of violence against indigenous women.

Chapter F

INTERNATIONAL MIGRATION AND PROTECTION OF THE HUMAN RIGHTS OF ALL MIGRANTS

Migrants are part of a social process in countries of the region that is highly relevant to the 21st century. One of the most urgent problems is the lack of protection accorded many of these people in the course of their journeys, their integration and their return. As immigration is a potentially beneficial process for countries, communities, families and individuals, the institutions, legislation and public policies that govern migration should be based on a rights approach. The international framework establishes guidelines and obligations, while agreements at varying scales establish shared lines of action, and the involvement of civil society lends legitimacy to this management. The agreements emerging from the Second High-Level Dialogue on International Migration and Development in 2013 constitute a framework akin to the Montevideo Consensus, as they emphasize the need for protection and for affirmative strategies on the part of the international community. Regional and subregional initiatives, such as CELAC and integration arrangements, offer a platform for developing and monitoring some measures. Political support can be found as well in the broad experience and commitments assumed at the Regional Conference on Migration and the South American Conference on Migration. United Nations agencies, funds and programmes, together with the International Organization for Migration (IOM), have specific mandates that must be considered among mechanisms for follow-up to the measures.

This chapter covers 10 priority measures. All of them are interrelated and involve various common lines of action, as well as some common objectives, goals and indicators. They refer both to emigration and to immigration, return and transit. The summary tables refer repeatedly to regional and subregional initiatives that provide forums for follow-up, such as CELAC, the OISS (the Ibero-American Organization for Social Security), integration schemes and specialized intergovernmental forums, as well as the role of the United Nations and the IOM. A number of measures are very specific in nature, and presuppose the involvement of more than one country in implementing lines of action. These, in turn, are common to several PMs. Relationships with the SDG goals are indicated in each table, for example SDG target 10.7, “Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of plans and well-managed migration policies”, and SDG target 8.8, “Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, particularly women migrants, and those in precarious employment.”

Priority measures 66 (inclusion of international migration on the post -2015 development agenda) and 68 (comprehensive strategies to prevent infringement of the human rights of migrants) are broad in scope and can be covered under initiatives that already exist or are in preparation, and they are moreover to be found in various other measures of this operational guide, where they are explained in detail. PM 75 (referring to the Second High-Level Dialogue on International Migration and Development) has been fulfilled, in general, although the comments point to the need for follow-up to the agreements established in that dialogue. The remaining measures refer to assistance and protection for migrants (PM 67), preparing comprehensive global and regional strategies to prevent the infringement of migrants’ human rights (PM 68), bilateral and multilateral social security conventions (PM 69), consistency and reciprocity in dealing with the various situations facing emigrants (PM 70), dialogue and international cooperation on migration, human rights and development (PM 71), protection of human rights, avoiding any form of criminalization of migration, and guaranteeing access to social services (PM 72), strengthening cross-sector coordination and reinforcing mechanisms for intergovernmental cooperation (PM 73) and strengthening cooperation among countries of origin, transit and destination (PM 74).

PRIORITY MEASURE 66

“Ensure that international migration issues, including migration regularization policies are fully incorporated into global, regional and national post-2015 development agendas and strategies.”

Comments

This measure is very broad in scope. Its implicit purpose is to address, in the context of development agendas, the multiple dimensions of contemporary migration in a manner consistent with respect for the human rights of migrants, regardless of their migration status. It focuses in particular on the post-2015 development agenda, and in this sense follow-up would be associated with SDG target 10.7, “Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of plans and well-managed migration policies”. The United Nations Statistics Division proposes two indicators in this area: Proposed Indicator 1. Index on Human Mobility Governance, measuring key features of good-governance of migration, and Proposed Indicator 2. Number of migrants killed, injured or victims of crime while attempting to cross maritime, land, air borders.

In addition, as the measure makes a special point of regularizing migration, all the international and inter-American human rights instruments (and the reports of their treaty bodies) can substitute as mechanisms, in addition to the Palermo protocols. The mandates of the United Nations agencies and the action of the Global Migration Group are part of follow-up to this measure. In particular, the International Organization for Migration (IOM), with its mandate, assistance and programmes, represents an essential point of reference to be taken into account.

The action plans and commitments from the Regional Conference on Migration and the South American Conference on Migration also provide backing, in particular by including countries that have not ratified the Migrant Workers Convention (MWC). CELAC is one appropriate forum for follow-up, as are potentially other multilateral cooperation forums (Summit of the Americas, UNASUR, MERCOSUR, the Andean Community and SICA, among others).

Some of the premises of this and other measures are: (a) the need for countries to have agreements that facilitate migration so that it can be conducted through regular channels; (b) the need to adopt strategies to improve the sources of information on migration and make them readily accessible; and (c) the need for starting-point indicators.

PRIORITY MEASURE 67

“Provide assistance and protection to migrants regardless of their migration status, especially vulnerable groups, with full respect for their rights and in accordance with the provisions of the International Convention on the Rights of All Migrant Workers and Members of their Families and those of the Vienna Convention on Consular Relations, highlighting the need to afford them comprehensive attention in countries of transit and destination.”

Specific objectives	To ensure respect for the human rights of migrants, regardless of their migration status, especially those who are most vulnerable, in accordance with international instruments.
Possible lines of action	<ol style="list-style-type: none"> 1. Create cross-sector institutions to monitor immigration regulations, policies and programmes; 2. Encourage countries that have not yet done so to ratify the International Convention on Protection of the Rights of All Migrant Workers and Members of Their Families; 3. Adopt specific national legislation on the rights of migrants, and the regulations, standards and treatment protocols needed for its application; 4. Prepare specific policies and programmes that take into account the cross-sector nature of attention to migrants; 5. Conduct permanent evaluations of regional, subregional, extra-regional and bilateral agreements for the protection of migrants; 6. Establish mechanisms for consulting civil society and involving it in the institutional structure for migration; 7. Negotiate subregional and regional measures to facilitate regular migration; 8. Adopt concrete measures against the discrimination and xenophobia that affect migrants.
Targets	<ol style="list-style-type: none"> 1. Achieve ratification of the Migrant Workers Convention; 2. Have in operation legislation, institutions and policies geared specifically to protecting the human rights of all migrants; 3. Eliminate irregularity in migration processes; 4. Stamp out trafficking in migrants; 5. Eliminate the discrimination and xenophobia that affect migrants.
Indicators	<ol style="list-style-type: none"> 1. Percentage of the total population of immigrants and emigrants with proper legal status; 2. Annual number (and relative share) of trafficking victims who have received adequate and timely treatment in accordance with the legal framework; 3. Number (and relative share) of migrants reporting discrimination.
Related instruments, forums and mechanisms	<p>This priority measure is related to nearly all the other measures in this chapter. It is covered by at least two specific international instruments: the obligations flowing from ratification of the MWC (17 countries in the region), and the provisions of the Vienna Convention on Consular Relations. All international and inter-American human rights instruments (and the reports of their treaty bodies) complement these mechanisms, in addition to the Palermo protocols. The mandates of the United Nations agencies and the IOM must also be considered. The action plans and commitments from the Regional Conference on Migration and the South American Conference on Migration also provide backing, in particular by including countries that have not ratified the Migrant Workers Convention (MWC). CELAC is one appropriate forum for follow-up. Other multilateral cooperation forums have also made insistent reference to this measure, directly or indirectly (Summit of the Americas, UNASUR, MERCOSUR, CAN, SICA, CARICOM, among others). This priority measure also relates to SDG 10.7, “Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of plans and well-managed migration policies”.</p>
Comments	This measure shares contents with other measures, such as PM 73. Specifically, it refers to countries of transit and destination, without prejudice to establishing obligations for migrants’ countries of origin and return.

PRIORITY MEASURE 68

“Prepare comprehensive global and regional strategies to prevent infringement of the human rights of migrants, as well as to take advantage of the benefits and face the challenges arising from migration, including those relating to remittances and skilled migration in high-demand sectors, as well as the differential participation of men and women and the transnationalization of care.”

Comments

Various aspects are intertwined in this priority measure, which seeks to guarantee respect for the rights of migrants, regardless of their migration status, in particular those in the most vulnerable situations, consistently with international instruments, as well as to take advantage of the benefits of migration. Monitoring may therefore be combined with the other measures set forth in these tables and must be conducted in keeping with specific international instruments (International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, CMW, 17 countries in the region), and all the other international and inter-American human rights instruments (and the reports of their treaty bodies). The mandates of the United Nations and IOM should also be taken into account. Support is also forthcoming from the plans and commitments adopted by the Regional Conference on Migration and the South American Conference on Migration, in particular because they include countries that have not ratified CMW. CELAC, the Summit of the Americas, UNASUR, MERCOSUR, the Andean Community, SICA and CARICOM, among others, are appropriate forums for follow-up, although they differ in the strength of their commitments and the number of countries included.

In this priority measure, rights intersect with specific dimensions that are spelled out in all the remaining measures of this chapter. Care is explicitly mentioned here, and goes hand-in-hand with the considerations of PM 73, for example.

All the lines of action and the goals and indicators in the remaining measures contribute to follow-up of this measure.

PRIORITY MEASURE 69

“Promote the signing of bilateral and multilateral social security conventions to enable migrant workers to accumulate years of service.”

Specific objectives	To ensure that the cumulative years of service of migrant workers will be recognized in accordance with the principles of the Montevideo Consensus and international instruments.
Possible lines of action	<ol style="list-style-type: none"> 1. Adopt specific national legislation on the rights of migrant workers, in line with the provisions of the Ibero-American Multilateral Convention on Social Security (CMISS); 2. Conduct periodic evaluations of social security agreements adopted by countries; 3. Negotiate agreements and conventions among member countries of CELAC and organizations at the regional (UNASUR) and subregional levels (MERCOSUR, CAN, SICA, CARICOM).
Targets	<ol style="list-style-type: none"> 1. Achieve ratification and effective application of the CMISS by all countries of the region; 2. Conduct periodic evaluations of the functioning of the CMISS; 3. Have in place specific bilateral agreements based on the CMISS (a) in countries where the social protection system so requires, and (b) in countries that are not members of the Ibero-American community.
Indicators	<ol style="list-style-type: none"> 1. Percentage and number of direct beneficiaries covered by a convention in each country, in relation to the total of migrants in the workforce; 2. The functioning of the CMISS and of subregional and bilateral agreements is subject to evaluation; 3. There are subregional and bilateral conventions among countries, and they are effectively applied.
Related instruments, forums and mechanisms	<p>This measure is covered by the CMISS (http://www.oiss.org/-Convenio-Multilateral-.html): as of March 2015, 12 countries had ratified it and nine countries reported that they were effectively applying it. That instrument refers to the Ibero-American community; countries of the region that are not represented in it can strengthen their bilateral, regional and subregional mechanisms on the basis of the CMISS. CELAC, in particular, can promote the convention further among its members and encourage the adoption of others, of a subregional or bilateral nature, such as in MERCOSUR and CAN.</p> <p>There are a number of ILO conventions that must not be overlooked, although their application among countries is uneven. This priority measure is associated with SDG 8.8, “protect labour rights and promote safe and secure working environments for all workers, including migrant workers, particularly women migrants, and those in precarious employment”, for which the United Nations Statistics Division has proposed “Ratification and implementation of ILO fundamental conventions and relevant international labour and human rights standards” as one of its indicators.</p>
Comments	This priority measure is very specific, and focuses on working conditions, and in particular on pension portability. It provides a suitable complement to PM 67, as all regular-status migrants will be covered by this measure. The notion of bilateral agreements must always be seen as a possibility, in light of specific protocols, especially when pension systems have very different makeups. The OISS can play a key role in follow-up to bilateral and subregional proposals.

PRIORITY MEASURE 70

“Incorporate principles of consistency and reciprocity in dealing with the various situations faced by emigrants from the countries in the region, at all stages of the migration process, whether at the intraregional level or outside the region.”

Specific objective	To ensure that countries adopt common principles in migration management when it comes to the treatment of their emigrants.
Possible lines of action	<ol style="list-style-type: none"> 1. Adopt specific national legislation on the rights of emigrants, such as to guarantee their rights as citizens; 2. Prepare and implement specific policies and programmes that take account of the needs of emigrants and facilitate their integration into the host country; 3. Include the return of emigrants (either permanent or temporary) as a matter of interest for public policies; 4. Address the needs of family members of migrants wherever they need; 5. Facilitate remittance-sending by supporting market transparency.
Targets	<ol style="list-style-type: none"> 1. Have in place legislation, institutions and policies geared explicitly to protecting the human rights of all emigrants; 2. Have in place initiatives to care for returnees; 3. Have in place initiatives with common basic principles concerning consular service; 4. Reduce the costs of sending remittances, in line with specific country targets.
Indicators	<ol style="list-style-type: none"> 1. Annual number of initiatives (and relative share) aimed at providing care for emigrants; 2. Percentage of returnees who access specific national initiatives, out of the total of emigrants; 3. Cost of sending remittances (as a percentage).
Related instruments, forums and mechanisms	This priority measure finds precedents in the plans and commitments of the Regional Conference on Migration and the South American Conference on Migration. CELAC, in particular, and other initiatives (such as MERCOSUR and CAN) can incorporate these lines of action. The mandates of the United Nations agencies and the IOM should also be considered.
Comments	<p>This measure has to do with the governance of migration, understood as developing a government’s capacity to implement, monitor and evaluate public policies in coordination with social stakeholders and civil society, on its management of migrations. The lines of action and contents of this PM are in general associated with PM 67.</p> <p>“Consistency” is understood to mean a harmonious relationship among the rules and standards that comprise migration governance. The lack of consistency implies regulatory conflict and incompatibility of standards. “Reciprocity” means that countries accord each other the same or equivalent treatment.</p> <p>SDG target 10.c (“by 2030, reduce to less than 3% the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5%”) calls for reducing the transaction costs of remittances from the levels they may already have reached in the region, and this target must consequently be assessed as to its relevance (it also assumes that remittances help to reduce asymmetries and inequality).</p>

PRIORITY MEASURE 71

“Achieve concrete results through dialogue and international cooperation relating to migration, human rights and development in regional forums as well as in forums linked to other regions of the world, in particular North America and the European Union, with a view to reducing existing asymmetries in this area and asserting the interests of Latin American and Caribbean countries.”

Specific objectives	To ensure that migration governance is favourable to migrants.
Possible lines of action	1. Ensure that dialogue and cooperation on migration are based on the principles of migration governance; 2. Coordinate measures among intergovernmental bodies on migration in terms of their relationship with countries of North America and the European Union; 3. Implement appropriately the principles of shared responsibility in all intergovernmental bodies, based on the pertinent identification of those responsibilities.
Targets	1. Ensure periodic assessments of regional, subregional, extra-regional and bilateral agreements for the protection of migrants; 2. Establish mechanisms for consulting civil society and involving it in the institutional structure for migration; 3. Have in place common principles and guidelines for addressing the problems that affect migrants.
Indicators	1. Percentage of Montevideo Consensus measures covered in migration agreements; 2. Compliance rate with the measures enshrined in migration agreements.
Related instruments, forums and mechanisms	This measure has antecedents in the action plans and commitments of the Regional Conference on Migration and the South American Conference on Migration. CELAC, in particular, and other initiatives such as MERCOSUR and CAN can incorporate and reinforce the indicated lines of action, as they have their own related initiatives. The mandates of the United Nations agencies and the IOM must also be considered. The Resolution from the Second High-Level Dialogue of 2013 is part of a broad framework of follow-up for dialogue and cooperation.
Comments	SDG target 10.7 should be taken into account: “Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.” This priority measure is related to PMs 70 and 73. Migration governance involves developing a government’s capacity to implement, monitor and evaluate policies in coordination with social stakeholders in civil society, in its management of migration. The objectives, goals and indicators must relate to the particular situation of indigenous peoples, particularly those whose ancestral territories were split up during the establishment of nation States, considering the comments under PM 88 on the territorial rights of indigenous peoples.

PRIORITY MEASURE 72

“Protect decisively the human rights of all migrants, avoiding any form of criminalization of migration, and guarantee migrants access to basic social services in education and health, including sexual health and reproductive health, where appropriate, regardless of their migration status, with special attention to highly vulnerable groups, including unaccompanied minors, displaced persons in an irregular situation, women who are victims of violence, victims of trafficking, returnees and forcibly displaced asylum-seekers.”

Specific objectives	To ensure respect for the rights of all migrants, regardless of their migration status, with explicit attention to the specific needs of protection for certain groups.
Possible lines of action	1. Adopt specific national legislation on the rights of migrants, including gender and childhood perspectives; 2. Prepare the regulations, standards and care protocols necessary for its application, especially in the case of unaccompanied minors, and children and adolescents in general; 3. Prepare and implement policies and programmes to address the vulnerability of migrants in frontier zones, with special attention to women and children; 4. Improve legislation to protect persons who migrate under mixed conditions, forcibly displaced persons, stateless persons, and asylum-seekers; 5. Comply fully with the provisions of the Brasilia Declaration on the protection of asylum-seekers, refugees, displaced persons and stateless persons (2014) and its basic principles and rules.
Targets	1. End the migration of unaccompanied minors and have in place protocols for their care; 2. Have legislation, institutions and policies devoted explicitly to protecting the human rights of all migrants, with special provisions for women, including sexual and reproductive health, and for children, to protect their higher interest; 3. Have legislation, institutions and policies devoted to protecting migrants seeking international and humanitarian protection in the framework of the principles, standards and specific conventions in this area; 4. End statelessness among migrants.
Indicators	1. Number (and relative share) of unaccompanied minors among migrants; 2. Number (and relative share) of operational programmes devoted to migrants in border areas; 3. Number (and relative share) of prophylactic treatments for STIs and provisions of emergency contraception for migrant women; 4. Number (and relative share) of stateless persons.
Related instruments, forums and mechanisms	This priority measure is covered by specific international instruments, as indicated in PM 67. The action plans and commitments from the Regional Conference on Migration and the South American Conference on Migration also provide backing, in particular by including countries that have not ratified the Migrant Workers Convention (MWC). The 2014 Brasilia Declaration of a “Framework for cooperation and regional solidarity to strengthen the international protection of refugees, displaced and stateless persons in Latin America and the Caribbean” is another important point of reference, as it reinforces the commitments from the Cartagena +30 Process and adds elements from the international human rights framework (on refugees and humanitarian aid). In this respect, the mandates of the United Nations agencies, and in particular of the Office of the High Commissioner for Refugees (UNHCR) and the IOM are relevant. In addition, the measure is consistent with SDG target 8.8, “Protect labour rights and promote safe and secure working environment for all workers, including migrant workers, particularly women migrants, and those in precarious employment”.
Comments	This measure is closely related with PMs 67 and 73, but it distinguishes groups in situations of specific vulnerability. It should be linked with the goals and indicators for protecting asylum-seekers, refugees, displaced persons and stateless persons. It is related to chapter D, PM 33.

PRIORITY MEASURE 73

“Give priority, in each country, to strengthening coordination channels between sectors and between countries, to reinforcing intergovernmental cooperation mechanisms in order to guarantee the exercise of the human rights of all migrants, regardless of their migration status, from a gender-based perspective.”

Specific objectives	To guarantee respect for the rights of all migrants, regardless of their migration status, on the basis of cross-sector coordination and intergovernmental cooperation.
Possible lines of action	1. Adopt and apply specific national legislation on the rights of migrants, incorporating a gender perspective; 2. Create mechanisms for cross-sector coordination and follow-up to policies and programmes that affect migrants (ministries of health, labour, education, social development, etc.).
Targets	Have in place legislation, institutions and policies devoted explicitly to protecting the human rights of all migrants, with explicit gender considerations.
Indicators	Number of countries that have gender-focused initiatives in their measures under the Montevideo Consensus.
Related instruments, forums and mechanisms	Like PM 72, this measure is associated with all the other measures and their mechanisms. What distinguishes PM 73 is its emphasis on a gender perspective, which seeks to address the vulnerabilities of migrant women. This measure is thus related to SDG 8.8, “Protect labour rights and promote safe and secure working environment for all workers, including migrant workers, particularly women migrants, and those in precarious employment.”
Comments	This measure is closely related with PMs 67, 71 and 72, with which it shares contents.

PRIORITY MEASURE 74

“Strengthen cooperation between countries of origin, transit and destination to address the causes and challenges of irregular migration, so as to generate safe, orderly, humane migration conditions through bilateral arrangements for labour force mobility and ensure protection of the human rights of migrants.”

Comments	This measure is covered by all the lines of action, targets and mechanisms suggested in the previous priority measures of this chapter, and it therefore intersects with all the measures. It involves the deployment of resources and common methodologies for estimating the number of irregular migrants. In the case of emigration to countries outside the region, estimates can be obtained from the countries of destination. This measure is targeted at irregular migration and stresses bilateral arrangements, but these can clearly be expended in scale, and consequently one of its purposes is to ensure respect for the rights of migrants, regardless of their migration status, through cooperation in dealing with irregular migration.
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PRIORITY MEASURE 75

“Ensure that the Second High-level Dialogue on International Migration and Development, to be held in New York on 3 and 4 October 2013, leads to the adoption of a consensual outcome document and, in that regard, to submit for consideration the question of whether it would be appropriate to propose the contents and guidelines of an international convention on migration.”

Comments	This measure must be interpreted as follow-up to the agreements adopted in the resolution from the Second High-Level Dialogue on International Migration and Development. It is covered by all the previous measures. The resolution is broad in scope and contains 34 points, the last of which calls for annual evaluation of its follow-up (A/68/L.5, 2013, 68th session, agenda item 21(e), Globalization and Interdependence: International Migration and Development). It is anticipated that one or two new global dialogues will have been held by 2020 to reinforce the guidelines from the Second Dialogue of 2013. All countries are expected to provide follow-up to the agreements from the Second Dialogue by fulfilling the measures in this chapter. All countries will renew their commitments in new global initiatives. The South American Conference on Migration, in its substantive agreements, has proposed the preparation of a South American convention on migration.
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Chapter G

TERRITORIAL INEQUALITY, SPATIAL MOBILITY AND VULNERABILITY

Latin America and the Caribbean have certain distinctive characteristics in the spatial distribution of the population. These include high rates of urbanization, with the attendant opportunities and risks, a persistent rural exodus, limited options for development in rural areas and small communities, a tendency for population and activities to concentrate in a few dynamic centres, and the segregation and vulnerability that poor people face because of their geographical location.

Territorial inequalities occur at different geographical scales, between broad regions or major administrative divisions, between urban and rural areas, or between minor administrative divisions within the same city or metropolitan area. All these expressions of inequality are directly linked to the perpetuation of poverty and social inequality, the weakness of social cohesion, problems of sustainability, and governance difficulties (ECLAC, 2014).

The Montevideo Consensus takes account of these particular characteristics of the region and the specific challenges that countries face in dealing with these issues, and recognizes the advances to date and the experience gained in the region with respect to decentralization, development planning and territorial planning, while expressing concern over the high costs of various kinds imposed on the region by natural and socio-environmental disasters.

This chapter contains nine priority measures that are closely related to each other and that share various lines of action as well as some common objectives. Three Priority measures convey general aspirations with respect to the territory (PM 76), environmental risks (PMs 76 and 82), disasters caused by natural and socio-environmental events (PM 82) and the exploitation of natural resources (PM 83): they are dealt with only briefly, on the grounds that they can be implemented and monitored through other PMs of the Montevideo Consensus and other international instruments, forums and mechanisms as detailed in the respective tables. The remaining six priority measures are set forth in detailed tables. These relate directly to issues of development and social well-being and access to basic services (PM 77), decentralization and citizen participation at the local level (PM 78), citizen security and creative leisure as ways to prevent social problems (PM 79). Territorial and urban planning are presented from the perspective, on one hand, of sustainable urban development and the strengthening of city systems (PM 80), and that of preventing and mitigating the impact of socio-environmental disasters and environmental vulnerability (PM 81). In direct relation to these five priority measures, PM 84 calls for the use of geo-referenced sociodemographic analysis, disaggregated by specific population groups.

Among other international instruments, forums and mechanisms discussed are Habitat III (the United Nations Conference on Housing and Sustainable Urban Development), the sustainable development goals, the General Assembly of Ministers and High Authorities of Housing and Urban Development of Latin America and the Caribbean (MINURVI) and its Santiago Declaration of 2013, and the Hyogo Framework for Action 2005-2015.

PRIORITY MEASURE 76

“Develop more closely coordinated, integrated and cohesive territories by designing and executing territorial and urban management plans, policies and instruments, administered in a participatory manner and based on a people-centred approach with a gender and human rights perspective and a vision of sustainability and environmental risk management.”

Comments

This priority measure addresses both territorial issues and population concerns, because it considers the gender and human rights perspectives. The proposed objectives are (a) to prepare and execute plans, policies and instruments for territorial and urban management in order to achieve more closely coordinated, integrated and cohesive territories, and (b) to integrate the perspective of human rights, gender, sustainability and participation into all territorial plans, policies and programmes. There are international and intergovernmental bodies that have instruments covering this measure. Habitat III (the United Nations Conference on Housing and Sustainable Urban Development) provides follow-up in its agenda with the following measures: (a) promote social integration and support disadvantaged groups; (b) promote gender equality and human settlements development; and (c) prevent disasters and rebuild settlements. Each of these measures identifies one or two monitoring indicators.

The 2013 Santiago Declaration of MINURVI on human settlements addresses this measure in agreements 5 and 7: (5) “To foster the development of urban policies that aim at integrating the population of informal settlements, giving access to serviced lots with urban infrastructure, community facilities and environmental sanitation, and promoting the strengthening of their human and social capital”; (7) “To develop strategies for the prevention of risks and the management of emergencies in human settlements, [caused by] natural disasters, and to develop building techniques in order to reduce the risks through a variety of actions that include the analysis of potential disasters, the vulnerabilities, the adoption of appropriate standards of construction designs, technologies and building regulations, both in mitigation and in adaptation.” As to the sustainable development goals, goal 11 calls upon States to “make cities and human settlements inclusive, safe, resilient and sustainable”, and specifies in particular (target 11.1), “by 2030, ensure access for all to adequate, safe and affordable housing and basic services, and upgrade slums.” It is noteworthy that several issues covered in this priority measure appear again in other PMs discussed in this chapter, together with their proposed lines of action and goals.

PRIORITY MEASURE 77

“Promote the development and well-being of people in all territories without any form of discrimination, and provide full access to basic social services and equal opportunities for populations whether they live in urban or rural areas, in small, intermediate or large cities or in isolated areas or small rural settlements.”

<p>Specific objectives</p>	<p>1. Guarantee the development and well-being of the entire population in all territories; 2. Guarantee universal access to basic social services for people in all territories.</p>
<p>Possible lines of action</p>	<p>1. Design programmes to guarantee basic services (drinking water, sewage and sanitation, electricity) in all territories; 2. Design health policies and programmes that include universal health coverage, access to good-quality essential health services, and access to medicines and vaccines; 3. Design inclusive, equitable and good-quality education policies and programmes in all territories; 4. Design housing policies that will improve housing quality and promote construction of new dwellings, recognizing that the type of housing option must be adequate to needs in all territories; 5. Design policies and programmes to expand and improve public spaces in all territories, with special regard to older persons, persons with disabilities, children and women; 6. Institute programmes for the formalization and comprehensive improvement of neighbourhoods, with special attention to slums and depressed areas.</p>
<p>Targets</p>	<p>1. Ensure universal coverage of safe and affordable drinking water for all; 2. Achieve equitable access to adequate sanitation and hygiene services for all; 3. Ensure universal coverage of secure and affordable electricity service for all; 4. Have universal health coverage that includes access to good-quality essential health services and to medicines and vaccines in all territories; 5. Ensure that social housing complies with quality standards and building codes; 6. Ensure that all neighbourhoods have adequate public facilities, lighting and green areas; 7. Reduce by 100% the number of people living in slums.</p>
<p>Indicators</p>	<p>1. Percentage of people with access to basic services (light, water, sewage); 2. Life expectancy at birth, by sex; 3. The housing deficit, as a percentage; 4. Percentage of housing built with makeshift materials.</p>
<p>Related instruments, forums and mechanisms</p>	<p>This priority measure finds support in HABITAT III and MINURVI and its Santiago Declaration, as well as in selected paragraphs of Rio +20 and its outcome document, “The Future We Want”. SDG 3: “Ensure healthy lives and promote well-being for all at all ages”, target 3.8: “achieve universal health coverage, including financial risk protection, access to quality essential health care services, and access to safe, effective, quality and affordable essential medicines and vaccines for all”; target 6.1: “by 2030, achieve universal and equitable access to safe and affordable drinking water for all”; target 6.2: “by 2030, achieve access to adequate and equitable sanitation and hygiene for all, and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations”; SDG 10: “Reduce inequality within and among countries”; target 10.2: “by 2030, empower and promote the social, economic and political inclusion of all irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status”; SDG 11: “Make cities and human settlements inclusive, safe, resilient and sustainable”, target 11.1: “by 2030, ensure access for all to adequate, safe and affordable housing and basic services, and upgrade slums”; target 11.3: “by 2030 enhance inclusive and sustainable urbanization and capacities for participatory, integrated and sustainable human settlement planning and management in all countries”; target 11.a: “support positive economic, social and environmental links in urban, periurban and rural areas by strengthening national and regional development planning.”</p>
<p>Comments</p>	<p>This priority measure is related to PMs 78, 79 and 81 of this chapter. The indicators of this PM should be disaggregated by geographical area.</p> <p>This measure must take account of the particular situation of indigenous peoples and Afro-descendants, and in this way complement PM 88 on the territorial rights of indigenous peoples and PM 96 on affirmative action policies for the development of Afro-descendent populations.</p>

PRIORITY MEASURE 78

“Expand and improve the processes of decentralization, deconcentration and participatory planning at the subnational and local levels, with emphasis on availability, accessibility and the quality of basic services, education and health, including sexual health and reproductive health and the prevention of violence against girls, adolescents and women.”

Specific objectives	1. To achieve decentralization and to strengthen local governments; 2. To ensure that the community participates in decentralization and planning processes at the local level; 3. To strengthen the processes of autonomy, where necessary.
Possible lines of action	1. Adopt specific national legislation on effective decentralization and local autonomy; 2. Design and promote the use of instruments for citizen participation in planning, decision making and monitoring of decentralized public policies.
Targets	1. Have in place laws and regulations that allow for decentralization of the country and structural and budgetary autonomy at the local level; 2. Make participation a central theme in all planning instruments.
Indicators	1. Average per capita annual income of local government; 2. Percentage of planning instruments that include participation in decision-making and monitoring; 3. Degree of people’s participation in public policies.
Related instruments, forums and mechanisms	The United Nations HABITAT agenda has a goal that relates directly to this priority measure, namely “Promote decentralization and strengthen local authorities”. Checklist 7: Decentralization. Level of decentralization process and Key indicator 20: <i>Local government revenue. Total local government revenue from all sources in US dollars annually, both capital and recurrent, for all local governments in the metropolitan area, averaged over the last three years (2000, 2001, 2003), divided by the population.</i> SDGs 3, 11 and 13.
Comments	The objectives of this measure relate primarily to decentralization and participation, as the issue of sexual and reproductive health and that of violence are developed in the priority measures under chapter D and in chapter E, as summarized in PMs 56, 57 and 58. The issue of access to basic services was developed in PMs 77 of this chapter. This measure is closely related to PM 84, as the availability and use of disaggregated and geo-referenced socio-demographic information is essential for giving effect to decentralization, local planning and participatory decision-making.

PRIORITY MEASURE 79

“Design programmes to promote peaceful coexistence, continuing education, creative leisure pursuits, mental health and citizen security for the population in their territories in order to prevent the current social problems associated with issues such as poverty, social exclusion, the abusive use and trafficking of drugs, and gender-based violence.”

Specific objectives	1. To guarantee people’s right to live free from violence or the threat of violence or intentional dispossession by others; 2. To reduce violence and common crime through prevention and research activities; 3. To promote use of leisure time by people of different age groups, taking into account individual needs, as a way to facilitate to social integration.
Possible lines of action	1. Design, implement and evaluate policies on public safety from a human rights perspective; 2. Strengthen the role of local governments and local-level public services in recovering public spaces; 3. Design programmes that offer creative leisure pursuits at the local level to all population groups. Introduce cultural and recreational activities for the entire population at the local level.
Targets	1. Increase the number of crime prevention and investigation measures that adhere to a human rights framework; 2.Reduce victimization from burglary and home invasion; 2. Reduce victimization from robbery with violence; 3. Enhance people’s quality of life; 4. Reduce people’s level of dissatisfaction; 5. Prevent juvenile delinquency; 6. Strengthen intergenerational relations within the community; 7. Reduce the number of cases of sexual harassment on the street and on public transport.
Indicators	1. Percentage of households victimized; 2. Percentage of the population victimized; 3. Percentage of the population participating in community recreational activities; 4. Reduce the number of crimes reported to public ministries.
Related instruments, forums and mechanisms	SDG Goal 1: “End poverty in all its forms everywhere”, and target 1.1: “by 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day”; target 1.2: “by 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions”; Goal 3: “Ensure healthy diets and promote well-being for all at all ages”, target 3.5: “strengthen prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol”; Goal 4: “Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”: all the targets established under this goal must be considered in this point. Finally, target 5.2 of Goal 5: “eliminate all forms of violence against all women and girls in public and private spheres, including trafficking and sexual and other types of exploitation.”
Comments	PM 79 poses several general objectives that address issues associated with peaceful coexistence, education, recreation, health, and security, for the purpose of preventing important social problems in the region, including poverty and social exclusion. These constitute a set of measures and lines of action to be pursued in different spheres. In this case, special attention will be paid to the issues of citizen security, recreation and public spaces. PMs 1 and 2 of chapter A address the issue of poverty and exclusion, while PMs 56, 57 and 58 of chapter E consider the issue of gender violence.

PRIORITY MEASURE 80

“Formulate development strategies for city systems to encompass territorial planning and environmental sustainability, promoting energy transition and sustainable production and consumption processes, taking into consideration social and environmental externalities, within a human rights framework, in order to promote sustainable and inclusive urban development, and strengthen all segments of such systems, including intermediate and small cities.”

Specific objectives

1. Ensure that in their development, city systems include plans governing land use and environmental sustainability; 2. Guarantee sustainable and inclusive urban development that will strengthen all segments of the city system (from big to small cities); 3. Encourage energy transition and sustainable production and consumption processes, bearing in mind social and environmental externalities.

Possible lines of action

1. Adopt policies for territorial planning and environmental sustainability that consider the country’s city systems; 2. Design urban development policies that are conducive to people’s well-being and to the social, economic and environmental sustainability of the city system; 3. Design a sustainable energy policy that considers the use of renewable energies; 4. Create and strengthen economic, social and environmental linkages and cooperation among the country’s different cities through strategies for developing the city system; 5. Design and implement programmes to improve air quality in the country’s main urban areas; 6. Introduce a geo-statistical information system that contains standardized information useful for taking planning and management decisions.

Targets

1. Include land use planning guidelines and environmental sustainability mechanisms in the development plans of cities; 2. Have programmes or measures that promote cooperation among the cities of the system; 3. Reduce environmental pollution, especially particulate matter, in urban areas; 4. Have in place a geographic information system (GIS) that includes information on all cities and that is useful for taking territorial planning and management decisions.

Indicators

1. Percentage of cities with development plans that include action to promote cooperation among cities, sustainability, resilience and the human rights framework; 2. Annual rate of reduction in concentrations of particulate matter 10 and 2.5; 3. Percentage of energy generated through sustainable production processes, solid waste recycling, treatment of grey water and sewage.

Related instruments, forums and mechanisms

The agenda of Habitat III (the United Nations Conference on Housing and Sustainable Urban Development) provides for follow-up with its measure to “Promote geographically balanced settlement structures”, in which it establishes two monitoring indicators: Key indicator 11, Urban Population Growth, “Average annual growth rate of population in the urban agglomeration or in national urban areas during the last five years (1998-2003 reference period.)” and Key indicator 12, Planned Settlements, “Level at which urban land is planned in order to cater to the needs of populations”. In its 2013 Santiago Declaration, MINURVI addresses this matter in agreements 3 and 4: (3) “To establish homogeneous methodologies and indicators that allow comparison of the performance of cities, in order to optimize regional strategies and support their strengthening through cooperation”; and (4) “Reduce the environmental impact on cities in a [comprehensive] manner through territorial [planning].”

As to the sustainable development goals, several of these are related to this priority measure. Goal 11, “Make cities and human settlements inclusive, safe, resilient and sustainable”, target 11.3: “by 2030 enhance inclusive and sustainable urbanization and capacities for participatory, integrated and sustainable human settlement planning and management in all countries”; target 11.6: “by 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality, municipal and other waste management”; 11.a: “support positive economic, social and environmental links between urban, periurban and rural areas by strengthening national and regional development planning”; 11.b: “by 2020, increase by x% the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement in line with the forthcoming Hyogo Framework holistic disaster risk management at all levels.”

Comments

PRIORITY MEASURE 81

“Plan and manage territorial and urban development, from a human rights and gender perspective, by formulating mobility, population settlement and activity location policies that contemplate, among their objectives, avoiding the use of vulnerable and protected areas and preventing and mitigating the impact of socioenvironmental disasters and combating the environmental vulnerability of those living in poverty and ethnic and racial groups who are subject to discrimination, as well as climate change mitigation and adaptation.”

Specific objectives

1. Plan and manage territorial and urban development from a population, human rights and gender perspective; 2. Formulate policies for integrated urban mobility, population settlement and the location of activities, taking into account population dynamics, vulnerable zones and protected areas; 3. Prevent and mitigate the impact of socioenvironmental disasters; 4. Combat environmental vulnerability of people and communities, taking into account all stages of the life cycle and the ethnic and racial perspective.

Possible lines of action

1. Create regulatory instruments for territorial and urban development that include the human rights, gender and environmental perspectives; 2. In territorial and urban development plans, implement guidelines to guarantee protection of vulnerable or ecologically important areas; 3. Take action for climate change mitigation and adaptation in the area of urban and territorial development; 4. Implement sustainable urban mobility and public transportation policies that are coherent with urban development plans; 5. Provide localities with equipment, services and infrastructure to manage people’s mobility; 6. In zoning plans, incorporate the identification of vulnerable and environmentally at-risk areas and determine those in which human settlement is banned; 7. Strengthen information and communications technologies; 8. Make administrative services readily available to the local population; 9. Create policies and instruments for oversight and improvement of air quality.

Targets

1. Include the population, human rights and gender perspectives in territorial planning and urban development instruments; 2. Have in place territorial and urban development plans with measures to protect vulnerable and ecologically important areas; 3. Have in place territorial and urban planning instruments that include measures of environmental mitigation and adaptation to climate change; 4. Have in place adequate and good-quality equipment, services, infrastructure and public transit in all urban areas; 5. Identify all vulnerable and environmentally at-risk areas in the country; 6. Adopt national and local regulations governing the location of human settlements and prohibiting them in vulnerable and environmentally at risk areas; 7. Have in place comprehensive reforestation management plans for areas at risk of erosion and landslides in the vicinity of human settlements.

Indicators

1. Percentage of urban and territorial development plans that incorporate the rights and gender focus; 2. Percentage of vulnerable and protected areas that have a management plan; 3. Percentage of human settlements located in vulnerable areas.

Related instruments, forums and mechanisms

The agenda of Habitat III provides for follow-up with its measures to (i) “promote social integration and support disadvantaged groups,” (ii) “promote gender equality in human settlements development”; and (iii) “prevent disasters and rebuild settlements”. Each of these measures identifies one or two monitoring indicators. In the 2013 Santiago Declaration, MINURVI addresses this measure in agreements 1, 5, 6 and 8: (1) “To foster the development of urban policies that aim at integrating the population of informal settlements, giving access to serviced lots with urban infrastructure, community facilities and environmental sanitation, and promoting the strengthening of their human and social capital”; (5) “Reduce the environmental impact on cities in an integrated manner through territorial ordinances”; (6) “To encourage access to sustainable design and construction of quality housing, within the urban context, with access to services, infrastructure and facilities that foster the building and restoration of social ties”; (8) “To develop strategies for the prevention of risks and the management of emergencies in human settlements, [caused by] natural disasters, and to develop building techniques in order to reduce the risks through a variety of actions that include the analysis of potential disasters, the vulnerabilities, the adoption of appropriate standards of construction designs, technologies and building regulations, both in mitigation and in adaptation.” SDG Goal 11: “Make cities and human settlements inclusive, safe, resilient and sustainable”, and in particular target 11.2, “by 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons”, as well as target 11.5: “by 2030 significantly reduce the number of deaths and the number of affected people and decrease by y% the economic losses relative to GDP caused by disasters, including water-related disasters, with the focus on protecting the poor and people in vulnerable situations”, 11.b: “by 2020, increase by x% the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, develop and implement in line with the forthcoming Hyogo Framework holistic disaster risk management at all levels”; Goal 13, “Take urgent action to combat climate change and its impacts”, three targets for which are relevant to this priority measure.

Comments

This measure must take account of the particular situation of indigenous peoples and Afro-descendants, and in this way complement PM 88 on the territorial rights of indigenous peoples and PM 96 on affirmative action policies for the development of Afro-descendent populations. The following indicators are also proposed for consideration: percentage of reforested areas; percentage of municipalities that have prepared risk atlases; number of days per year on which air quality falls below minimum standards; number of decibels in the public area to measure degree of noise pollution.

PRIORITY MEASURE 82

“Formulate and implement strategies and policies that respond fully to situations of vulnerability to natural disasters, with a multidimensional protection focus before, during and after such events.”

Comments

This priority measure relates directly to the issues addressed by United Nations HABITAT, and specifically to the objective of “preventing disasters and rebuilding settlements”, checklist 5: “disaster prevention and mitigation instruments”, which gauges the level at which disaster prevention is ensured and mitigation instruments in place. This item includes “an extensive indicator 10, houses in hazardous locations: proportion of housing units built on hazardous locations per 100,000 housing units.” The document entitled “The Future We Want” from the United Nations Conference on Sustainable Development, Rio+20, paragraph 186, reaffirms the commitment to reduce disaster risks. In the SDGs, Goal 13, “Take urgent action to combat climate change and its impacts”, relates to this priority measure, more particularly through targets 13.1, “strengthen resilience and adaptive capacity to climate related hazards and natural disasters in all countries” and 13.2, “integrate climate change measures into national policies, strategies and planning.”

Another international instrument is the Hyogo Framework for Action 2005-2015 (HFA), which was signed and approved in Japan in 2005 by 168 countries, and in which they undertook to introduce into public policies the concepts of prevention and risk assessment, as well as ways of responding to disasters or the actions to be taken following a crisis. The framework contains a series of principles which the entire international community should respect and, in line with the International Strategy for Disaster Reduction, should exert pressure to have them respected. The general objective is to build the resilience of nations and communities to disasters, in order to achieve, by 2015, a “substantial reduction in disaster losses, in lives and in the social, economic and environmental assets of communities and countries.” The HFA offers five priority areas for action, together with guiding principles and practical means for building the disaster resilience of vulnerable communities, in the context of sustainable development. The following three strategic objectives provide backing for achieving the outcome called for in the HFA: “(1) *The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction;* (2) *The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards;* (3) *The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.*” The HFA proposes five priorities for action (reflecting the areas identified in the process of reviewing the Yokohama Strategy): “1. *Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.* 2. *Identify, assess and monitor disaster risks and enhance early warning.* 3. *Use knowledge, innovation and education to build a culture of safety and resilience at all levels.* 4. *Reduce the underlying risk factors.* 5. *Strengthen disaster preparedness for effective response at all levels.*”

It is important to bear in mind, in the strategies, policies and programmes for responding to situations of vulnerability to natural disasters, that measures differentiated by gender and age of the exposed population must be implemented before, during and after the events, and access must be assured to inputs and services for sexual and reproductive health and the prevention of gender violence. Both chapter D on “universal access to sexual and reproductive health services” and chapter E on “gender equality” include among their priorities possible lines of action and goals that deal with these issues.

PRIORITY MEASURE 83

“Promote inclusive development of natural resources, avoiding the social and environmental damage that [their exploitation] may cause.”

Comments

The member countries of ECLAC recognize the need for progress toward better and stronger governance and development of natural resources, so that these will contribute to a more diversified economy that is more sustainable in environmental terms and has synergies with respect to employment, well-being and sustainable economic development for the region over the long term. This means that governance should concern itself with the ownership, the means of appropriation and the redistribution of productivity gains so that society as a whole will benefit from a country’s endowment in natural resources. The High-Level Roundtable held in January 2015 identified the elements for construction of a covenant on governance of natural resources: *creating a long-term State policy and strategy to ensure that extraction industries contribute to development goals through productive diversification, structural change and social inclusion; updating countries’ tax frameworks to achieve greater progressivity in State participation; institutionalizing long-term mechanisms for the stabilization, saving and investment of this income; and bolstering the capacity of public institutions to manage socio-environmental and labour disputes associated with the development of extraction sectors*. The final document from the United Nations Conference on Sustainable Development (Rio+20), “The Future We Want”, called for creation of an open intergovernmental working group to prepare a proposed set of sustainable development goals (SDGs) for inclusion in the post-2015 development agenda. The resulting sustainable development goals can serve for monitoring this priority measure, through Goal 12, “Ensure sustainable consumption and production patterns” and in particular targets 12.2 (“by 2030 achieve sustainable management and efficient use of natural resources”) and 12.5 (“by 2030, substantially reduce wasted generation through prevention, reduction, recycling, and reuse”).

There is also a link between natural resource exploitation and the impacts this may have on the people living in those areas, which can lead to socioenvironmental conflicts, particularly in territories inhabited by indigenous peoples. In the development of these extractive activities, especially those associated with high-tech mono-product extraction, it is important to include environmental impact plans that will dimension the social and environmental risks and effects, such as plans for prevention, mitigation, correction and compensation for adverse environmental impacts. Consultation mechanisms must also be considered so that people can participate throughout the process.

Implementation of this measure implies a new approach to the governance of natural resources, one in which the territorial rights of indigenous peoples must be explicitly considered (see PM 88).

PRIORITY MEASURE 84

“Promote the use of georeferenced, sociodemographic analysis, disaggregated by sex, race and ethnicity, to improve territorial planning and environmental risk management.”

Specific objectives

1. To ensure that the national statistics system can provide disaggregated geo-referenced sociodemographic information by sex, race and ethnic origin at the local level; 2. To strengthen national and local capacities for sociodemographic and cartographic analysis, and give these a more important place in territorial and environmental planning and management at various geographical scales; 3. To incorporate geo-referenced sociodemographic analysis, disaggregated by sex, age groups, race and ethnic origin, into territorial development plans and environmental management plans.

Possible lines of action

1. Provide training in demographic analysis topics at the local level; 2. Incorporate sociodemographic information on the entire population, as well as on population subgroups disaggregated by sex, age, race, ethnic origin and geographical location, into baseline studies, diagnostic analyses and monitoring systems using GIS at different territorial scales; 3. Coordinate with the various national and subnational government bodies on the actions needed for the design and implementation of GIS with information for planning the territory (cities, specific areas within the city, environmental risk zones) and for managing or programming various actions when an environmental disaster strikes; 4. Promote the availability, improvement and use of data sources, for example territorially disaggregated censuses and population forecasts so as to allow this type of analysis at different scales, and train technical personnel in their use and in the various procedures and analyses that can be conducted.

Targets

1. Have at hand diagnoses or studies that include geo-referenced sociodemographic indicators that can be used to analyse these issues at different geographical scales and that establish the baseline for territorial and environmental policies; 2. Have monitoring systems, both for preventing environmental disasters and for assessing their impact, which include a set of geo-referenced sociodemographic indicators for characterizing the population at risk; 3. Universal access to census data and other information sources for all users (involved in achieving these objectives and goals).

Indicators

1. Percentage of GIS analytic instruments that contain geo-referenced sociodemographic information; 2. Percentage of municipal or local master plans that, in their preamble, provide for disaggregated and geo-referenced sociodemographic analysis; 3. Percentage of environmental risk management plans that include geo-referenced sociodemographic analysis in their diagnoses before, during and after the event.

Related instruments, forums and mechanisms

This PM is also related to the MINURVI Santiago Declaration, which agrees to establish homogeneous methodologies and indicators for comparing the performance of cities in order to optimize regional strategies and strengthen them through cooperation.

Comments

It must be borne in mind that the indicators are not easy to construct, as there is no information currently available on this issue. Thus, in order to monitor this priority measure, the necessary data sources will have to be created. This measure is linked with PM 82 and the measures under chapter H.

These measures are complementary to PM 90 and PM 98, in terms of generating disaggregated information for indigenous peoples and Afro-descendants, respectively.

Chapter H

INDIGENOUS PEOPLES: INTERCULTURALISM AND RIGHTS

Latin America is home to more than 800 indigenous peoples with a population estimated at 45 million in 2010. They are characterized by their broad demographic, social, territorial and political diversity, ranging from people living in voluntary isolation to those dwelling in major urban centres.. The tenacious resistance of indigenous peoples finds its expression today, as part of a global process, in the introduction of a new status, both political and territorial, based on the framework of international rights standards that are binding on States. Although the region has made undeniable progress in applying those rights, there are still persistent gaps, and inequalities remain profound.⁸

The Montevideo Consensus expresses the clear commitment of States to continue moving forward with the exercise of the rights of indigenous peoples, as a priority aspect of strengthening their democracies, a process that goes hand-in-hand with a critical view of development and the growing conviction that it must be focused on the values of equality and cultural diversity. Hence, the States have agreed on seven specific priority measures for indigenous peoples. At the same time, however, the situation of these peoples must be considered in a cross-cutting and comprehensive way in all the measures established in the Consensus.

Priority measure 85, on observance and application of the United Nations Declaration on the Rights of Indigenous Peoples and ILO Convention 169, implies a range of measures to implement minimum standards for the political, civil, economic, social and cultural rights of indigenous peoples. PM 88, on the territorial rights of indigenous peoples, stresses guarantees for exercise of their right to their territories as essential for the survival of these peoples. Attention should be drawn to the follow-up mechanisms for implementing the rights of indigenous peoples, which are indicated in the following tables.

Taking as the framework the Declaration and Convention 169, the Consensus has also defined five specific priority measures, namely: to integrate the demographic dynamics of indigenous peoples into policies (PM 86); to guarantee the right to health (PM 87), including sexual and reproductive rights; to eradicate violence (PM 89); to guarantee the right to information and communication (PM); and to guarantee participation by indigenous peoples in the official delegations to regional and international forums dealing with population and development matters (PM 91). In all these cases, implementation of these measures entails the need to articulate the individual and collective rights of indigenous peoples, to establish synergies with specific mechanisms of follow-up to the rights of indigenous peoples (pooling efforts and contributing from the region to these global processes), and to establish joint follow-up with other forums and counterpart bodies, such as UNFPA, PAHO, and UNICEF.

⁸ For further details, see the document prepared by ECLAC, “Guaranteeing indigenous peoples’ rights in Latin America: progress in the last decade and remaining challenges”, regional contribution to the World Conference on Indigenous Peoples.

PRIORITY MEASURE 85

“Respect and implement the provisions of the United Nations Declaration on the Rights of Indigenous Peoples, as well as Convention No. 169 of the International Labour Organization on indigenous and tribal peoples—and call on those countries that have not already done so to sign it and ratify it—adapting legal frameworks and formulating the policies necessary for their implementation, with the full participation of these peoples, including indigenous peoples that live in cities.”

Comments

This priority measure covers all the dimensions of political, social, economic, social and cultural rights of indigenous peoples, a diversity of spheres that far exceeds the scope of monitoring under the Montevideo Consensus mechanism. Nevertheless, some objectives contained both in the Declaration and in Convention 169 are addressed specifically in this chapter, and in a crosscutting manner throughout this operational guide. It is important, then, to note:

- The recognition of free determination for indigenous peoples goes hand-in-hand with growing demands for autonomy, and consequently States must respect the self-government institutions and systems of indigenous peoples, by strengthening their political, economic, social, cultural and spiritual institutions, promoting organizational and technical capacities for their internal governance and their relationships to institutions.
- Indigenous peoples must participate fully in State institutions, overcoming existing limitations such as access to information, economic capacity, and linguistic barriers.
- Consultation mechanisms must be established, in accordance with international standards, to obtain the free, prior and informed consent of indigenous peoples. Through consultation, States must reach agreements and decisions that will guarantee the rights of indigenous peoples, seeking mutual understanding and consensus in the adoption of decisions.

There are three mechanisms within the United Nations system that monitor the rights of indigenous peoples. These are the United Nations Permanent Forum on Indigenous Issues, the Special Rapporteur on the Rights of Indigenous Peoples (Human Rights Council), and the Expert Mechanism on the Rights of Indigenous Peoples (Human Rights Council).

For its part, the ILO has a system for overseeing the conventions ratified by the States, in order to ensure that States fulfil the provisions stipulated in those conventions, which are binding in nature. Convention 169 has been ratified by 14 Latin American countries.

There is also the Outcome Document from the high-level plenary meeting of the General Assembly known as the World Conference on Indigenous Peoples (WCIP, New York, September 2014), in which States reaffirmed their commitments to the provisions of the Declaration and Convention 169. Article 31 of that document declares: *“We request the Secretary-General, in consultation and cooperation with indigenous peoples, the Inter-Agency Support Group on Indigenous Peoples’ Issues and Member States, to begin the development, within existing resources, of a system-wide action plan to ensure a coherent approach to achieving the ends of the Declaration and to report to the General Assembly at its seventieth session, through the Economic and Social Council, on progress made. We invite the Secretary-General to accord, by the end of the seventieth session of the Assembly, an existing senior official of the United Nations system, with access to the highest levels of decision-making within the system, responsibility for coordinating the action plan, raising awareness of the rights of indigenous peoples at the highest possible level and increasing the coherence of the activities of the system in this regard.”* This senior official has already been appointed, and is currently working on an action plan.

Lastly, it is important to consider the Alta Outcome Document from the Global Indigenous Preparatory Conference for the United Nations World Conference on Indigenous Peoples (June 2013, Alta, Norway), representing the end result of a global consultation process involving representatives of the indigenous peoples and nations of the seven global geopolitical regions, and which includes recommendations for the WCIP.

PRIORITY MEASURE 86

“Consider the special demographic dynamic of indigenous peoples in public policy design, with special emphasis on indigenous peoples threatened with extinction, those who have no contact with the outside world, those living in voluntary isolation or that are in a phase of initial contact, and respect their right to self-determination.”

<p>Specific objectives</p>	<p>1. To ensure integration of indigenous population dynamics into planning for sustainable development and into policies and programmes at the national and subnational scale, considering their territorial diversity and guaranteeing the principle of self-determination; 2. To avoid the extinction of indigenous peoples; 3. To guarantee the rights of indigenous peoples living in voluntary isolation and those in initial contact.</p>
<p>Possible lines of action</p>	<p>1. Generate up-to-date knowledge on indigenous demographic dynamics, addressing the diversity of peoples and their territorial heterogeneity; 2. Incorporate the demographic situation of indigenous peoples into the design of policies in a crosscutting manner; 3. Prioritize the allocation of resources, considering indigenous demographic dynamics; 4. Strengthen the institutions with responsibilities for indigenous peoples in order to assist the integration of population matters into policies; 5. Identify situations of demographic and socio-environmental fragility among indigenous peoples; 6. Design and apply policies to avoid the extinction of indigenous peoples; 7. Implement the United Nations guidelines for the protection of indigenous peoples living in voluntary isolation and in initial contact; 8. Strengthen national capacities (of State agencies and of indigenous peoples alike) in population analysis and the interrelations with development; 9. Include population considerations in efforts to strengthen indigenous autonomy; 10. Ensure effective and full participation by indigenous peoples in all the actions to be taken.</p>
<p>Targets</p>	<p>1. Policies take explicit account of up-to-date knowledge of indigenous population dynamics, including situations of demographic and socio-environmental vulnerability; 2. All situations of peoples threatened with extinction have been reversed; 3. The rights of indigenous peoples living in voluntary isolation and in initial contact are duly protected; 4. Indigenous peoples' affairs are explicitly integrated into policies, with full participation by those peoples and in accordance with the standards of international law.</p>
<p>Indicators</p>	<p>1. Percentage of the public budget targeted at indigenous peoples, by sector; 2. Number of indigenous peoples or communities at risk of extinction; 3. Existence of policies to integrate considerations relating to indigenous peoples into development plans, in accordance with legal standards concerning indigenous peoples; 4. Existence of prior consultation procedures that include population questions, in accordance with international standards.</p>
<p>Related instruments, forums and mechanisms</p>	<p>It is important to establish coordination with the specific follow-up mechanisms for implementation of the rights of indigenous peoples (see PM 85).</p>
<p>Comments</p>	<p>This measure requires that the actions undertaken be articulated with those established under PM 4 on the integration of population dynamics into policies and programmes. The rationale for the first indicator is that if governments do not allocate sufficient budgetary resources to indigenous matters by sector, it will be difficult to integrate population dynamics into policies. With respect to peoples at risk of extinction, the idea is to identify those peoples or subgroups thereof that face extreme threats to their physical and cultural survival, from either internal or external factors that reduce their demographics.</p>

PRIORITY MEASURE 87

“Guarantee indigenous peoples’ right to health, including sexual rights and reproductive rights, and their right to their own traditional medicines and health practices, especially as regards reducing maternal and child mortality considering their socio-territorial and cultural specificities as well as the structural factors that hinder the exercise of this right.”

Specific objectives

1. Guarantee access to healthcare for indigenous peoples and individuals; 2. Guarantee the highest level of physical and mental health through adequate and high-quality access; 3. Ensure culturally appropriate services, including the use of indigenous languages, the concept of integral well-being and health, and the use and strengthening of traditional indigenous medicine; 4. Guarantee the right to the conservation of plants, animals, minerals and territorial spaces of vital interest in indigenous people’s processes of health-illness-cure; 5. Ensure participation by indigenous peoples in the design, implementation and social oversight (resources) of health policies and programmes.

Possible lines of action

1. Promulgate specific national legislation on the right of indigenous peoples to health, including sexual and reproductive health, and prepare regulations, standards and protocols for its application; 2. Develop intercultural health policies and programmes that include sexual and reproductive health, through negotiation of agreements, consensuses and mutual understandings, and a genuine recognition of the know-how, world-view and health concepts of indigenous peoples, in particular of women, adolescents and youth; 3. Promote and strengthen traditional indigenous medicine, considering each of its components: traditional indigenous agents or therapists, traditional knowledge, and natural resources; 4. Conduct comprehensive evaluations of traditional medicine, identifying the elements that make it effective and therapeutic, and complementing the empirical set of practices with symbolic and cultural dimensions; 5. Strengthen the production of information and knowledge on health problems that affect indigenous peoples, considering the indigenous world-view and using participatory processes; 6. Boost national capacities, both of State agencies and of indigenous organizations, for applying and managing intercultural health; 7. Strengthen efforts for the empowerment of indigenous women and peoples.

Targets

1. By 2030, end maternal morbidity and mortality among indigenous women from preventable causes, and ensure that the levels of maternal mortality among these women do not exceed those for other women (adapted from SDGs, target 3.1); 2. By 2030, guarantee universal access for indigenous peoples and individuals to sexual and reproductive health services, consistent with their individual and collective rights (adapted from SDGs, target 3.7); 3. By 2030, end preventable deaths of indigenous newborns and under-five children, and ensure that the levels of infant and child mortality do not exceed those for other boys and girls (adapted from SDGs, target 3.2); 4. Increased life expectancy at birth and health-adjusted life expectancy (HALE) for indigenous peoples, eliminating the gap with the rest of the population.

Indicators

1. Maternal mortality rate for indigenous women (SDGs in general); 2. Mortality rate for indigenous children (SDGs in general); 3. Life expectancy at birth for the indigenous population; 4. Percentage of indigenous communities managing health within their territories (indicator to be developed).

Related instruments, forums and mechanisms

Permanent Forum on Indigenous Issues, Special Rapporteur, and Expert Mechanism (see PM 85)

World Conference on Indigenous Peoples, the Outcome Document from which declares specifically (paragraph 12) *“We recognize the importance of indigenous peoples’ health practices and their traditional medicine and knowledge”*, and (paragraph 13) *“We commit ourselves to ensuring that indigenous individuals have equal access to the highest attainable standard of physical and mental health. We also commit ourselves to intensifying efforts to reduce rates of HIV and AIDS, malaria, tuberculosis and non-communicable diseases by focusing on prevention, including through appropriate programmes, policies and resources for indigenous individuals, and to ensure their access to sexual and reproductive health and reproductive rights in accordance with the Programme of Action of the International Conference on Population and Development, the Beijing Platform for Action and the outcome documents of their review conference.”*

Monitoring of the SDGs must take into account the particular situation of indigenous persons, pursuant to Goal 3.

Comments

This priority measure is complementary to the targets and indicators included in PM 26 on bringing health policies into line with the epidemiological profile, and with chapter D on “universal access to sexual and reproductive health services”, especially PMs 37, 40, 44 and 45, in which the particular situation of indigenous women and peoples must be taken into account. Instruments should be developed and implemented for the following indicators: 1. percentage of indigenous women attended at childbirth by an intercultural health team; 2. Health-adjusted life expectancy at birth of indigenous peoples; 3. Traditional indigenous practices accepted and thoroughly integrated into the national health system; 4. Degree of participation in health management by indigenous peoples.

PRIORITY MEASURE 88

“Respect and guarantee the territorial rights of indigenous peoples, including those of peoples living in voluntary isolation and those in the initial phase of contact, with special attention to the challenges presented by extractive industries and other major global investments, mobility and forced displacements, and design policies that facilitate free, prior and informed consultation on matters that affect these peoples, pursuant to the provisions of the United Nations Declaration on the Rights of Indigenous Peoples.”

Comments

1. This measure implies a broad spectrum of actions that are key to the life and survival of indigenous peoples and that are highlighted in the Declaration on the Rights of Indigenous Peoples and in ILO Convention 169, and are monitored by the specific mechanisms described in PM 85. In addition, the World Conference on Indigenous Peoples established commitments and agreements that are being implemented in the Plan of Action. However, some dimensions of territorial rights are addressed in other chapters of the Consensus. For that reason it is essential to follow the international guidelines on the State’s duty to consult and to guarantee the free, prior and informed consent of indigenous peoples (see PM 85).
2. The priority measures included in chapter G, “Territory inequality, spatial mobility and vulnerability”, must give special attention to the particular situation of indigenous peoples, considering in particular: (i) the boundaries of indigenous territories, regardless of their status; (ii) the impact of extractive industries on indigenous population dynamics (forced displacement, violence in the territories, emigration driven by environmental deterioration, etc.); and (iii) implementation of measures that transcend the urban-rural divide with respect to the collective rights of indigenous peoples, and in particular the situation of indigenous people living in cities.
3. The implementation of PM 83 on natural resources must take explicit account of the territorial rights of indigenous peoples, which embrace the land, the territory and control of natural resources. Indigenous peoples must also be explicitly included in PM 77 on development and well-being in all territories, PM 81 on territorial and urban planning, and PM 84 on the use of geo-referenced information (a measure complementary to PM 90).
4. With respect to international migration, PM 71 on dialogue and international cooperation requires special measures to establish agreements among adjacent countries for the free circulation of indigenous peoples through their ancestral territories that were fragmented by the establishment of boundaries imposed by States.

PRIORITY MEASURE 89

“Adopt, in conjunction with indigenous peoples, the measures needed to ensure that indigenous women, boys, girls, adolescents and young people enjoy protection from and full guarantees against all forms of violence and discrimination, and take measures to ensure the restitution of rights.”

Comments

1. This matter is covered by the instruments on minimum standards of rights of indigenous peoples (Declaration and the Convention 169), for which there are specialized mechanisms as described in PM 85.
2. At the WCIP States undertook (article 18) to intensify their efforts, “in cooperation with indigenous peoples, to prevent and eliminate all forms of violence and discrimination against indigenous peoples and individuals, in particular women, children, youth, older persons and persons with disabilities, by strengthening legal, policy and institutional frameworks”, for which purpose a Plan of Action is being prepared.
3. At the national level, this topic is covered in part by the Regional Conference on Women: the Santo Domingo Consensus makes explicit mention in article 80 of women, girls, adolescent girls, young women and older women who are indigenous.
4. In addition to the foregoing, the following priority measures explicitly include the particular situation of indigenous persons: PM 16 on guaranteeing a life free from violence for boys, girls, adolescents and young people; PMs 22 and 23 (chapter C on ageing), the first calling for eradication of all forms of discrimination that affect older persons, including all forms of violence, and the second dealing with the establishment of programmes to tackle violence against older persons in the public and private spheres, and the priority measures of chapter E on gender equality, PM 56, PM 57, PM 58 and PM 65, which call for various actions to eradicate all forms of violence against women.
5. The design of actions must take into account:
 - the conceptualization of violence from the perspective of indigenous women, who contribute such concepts as structural violence, spiritual violence, violence against Mother Earth, and healing processes;
 - the formulation of diagnostic studies and programmes defined by indigenous women and peoples, incorporating indigenous girls, boys and young people, and work with the ancestral and traditional community authorities;
 - the processes of empowering indigenous women, who are central to addressing situations of violence, preserving practices and beliefs that they deem positive, and challenging those they consider harmful.

PRIORITY MEASURE 90

“Guarantee indigenous peoples’ right to communication and information, ensuring that national statistics respect the principle of self-identification, as well as the generation of knowledge and reliable and timely information on indigenous peoples through participatory processes, with reference to their requirements and international recommendations relating to these issues.”

Specific objectives

1. Ensure that the national statistical system as a whole provides reliable and timely disaggregated information on indigenous peoples, with their full and effective participation; 2. Redesign statistical systems to provide relevant information on indigenous peoples; 3. Promote indigenous peoples’ access to public information systems, without discrimination; 4. Move forward with official recognition of indigenous channels of information; 5. Ensure that the diversity of indigenous culture is properly reflected in the information disseminated.

Possible lines of action

1. Adapt national legislation for the inclusion of indigenous peoples in the entire national statistics system, including the institutional arrangements needed to guarantee indigenous full and effective participation throughout the process of generating information; 2. Include questions to identify indigenous peoples in statistical data sources, in a consistent and comparable manner, respecting the principle of self-identification and, to the extent possible, supplementing it with other variables such as language; 3. Enhance the integrity, quality and timeliness of sociodemographic information on indigenous peoples. In the case of surveys, revise the sampling schemes; 4. Move forward with the cultural adaptation of statistical instruments and procedures that determine each of the stages in the production of information; 5. Sponsor discussion sessions for defining a set of agreed well-being indicators that meet the requirements of indigenous peoples, accompanied by the design of tools for collecting and producing that information; 6. Strengthen the technical capacities of indigenous peoples to access and make active use of the available information and to assess its impact on policies, and the capacities of State officials to understand their current duties with respect to producing information and the importance of participation in cultural relevance for improving its quality and validity; 7. Work jointly with indigenous peoples and statistics institutes to evaluate progress and obstacles in these matters, in order to define strategies consistent with the nature of each data source.

Targets

1. There are legal frameworks and institutionalized participatory mechanisms in place for producing information on indigenous peoples; 2. All data sources for the national statistics system have questions for identifying indigenous peoples, recorded fully and with standards of quality that allow disaggregation of the information on population and development; 3. Culturally relevant indicators are available, consistent with the requirements of indigenous peoples, together with the tools for collecting and producing information; 4. The sectoral information published by statistics offices is disaggregated by indigenous peoples, with a generational and gender focus, among others.

Indicators

1. Percentage of relevant data sources that include indigenous identification, including censuses, surveys and administrative records in the different sectors (target 100%); 2. Coverage and response rates for the variables on indigenous peoples, by data source; 3. Existence of culturally appropriate information systems; 4. Existence of indigenous information systems validated by the official system.

Related instruments, forums and mechanisms

Permanent Forum on Indigenous Issues (UNPFII), Special Rapporteur, and Expert Mechanism; SCA-ECLAC.

Outcome Document from the World Conference on Indigenous Peoples, Article 10: *“We commit ourselves to working with indigenous peoples to disaggregate data, as appropriate, or conduct surveys and to utilizing holistic indicators of indigenous peoples’ well-being to address the situation and needs of indigenous peoples and individuals, in particular older persons, women, youth, children and persons with disabilities.”*

SDG target 17.18, “by 2020 [have available] high-quality, timely and reliable data disaggregated by... ethnicity”.

Comments

This priority measure is complementary to PM 17 on the disaggregation of data for adolescents and young people, and to PM 84 on the use of geo-referenced information. The UNPFII recommendations on data disaggregation, the CELAC-ECLAC recommendations, and the recommendations of the United Nations human rights mechanisms should be reviewed. The following complementary indicators could usefully be applied: 1. Degree of inclusion of indigenous peoples in the tabulation and analysis of public information; 2. Existence of mechanisms that guarantee full participation by indigenous peoples in statistics production; 3. Number of indigenous experts (male and female) working on information production and analysis in government offices.

The right to communication implies a series of differentiated actions with respect to the right of access to information and statistics systems, the monitoring of which for indigenous peoples should be explicitly integrated into the ECLAC Conference on Science, Innovation and Information and Communications Technologies. It is also being monitored within the framework of the Declaration on the Rights of Indigenous Peoples.

PRIORITY MEASURE 91

“Participate actively and at the highest possible level, with provision for the inclusion of indigenous peoples in national delegations, in the United Nations General Assembly high-level meeting entitled the World Conference on Indigenous Peoples, to be held in September 2014, as well as in other relevant international forums.”

Comments

The World Conference on Indigenous Peoples was held in 2014, and this measure seeks to establish some guidelines to guarantee that the indigenous peoples of Latin America participate in the official delegations to international and regional forums on population and development. From this perspective, some possible lines of action are:

- create a participatory mechanism for indigenous peoples for implementing the Montevideo Consensus;
- encourage and ensure that indigenous peoples’ representatives participate at meetings of the Regional Conference on Population and Development; and
- encourage and ensure that indigenous peoples participate in the follow-up meetings to the International Conference on Population and Development.

Chapter I

AFRO-DESCENDANTS: RIGHTS AND COMBATING RACIAL DISCRIMINATION

Latin America has a sizable population of African descent, estimated in 2010 at more than 120 million persons. That population exhibits a high degree of demographic and sociopolitical heterogeneity between and even within countries of the region. In addition to their shared origins, culture and identity, Afro-descendent persons face a series of social problems, which have been characterized by slavery, colonization, discrimination and exclusion, as was recognized at the Third World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance sponsored by the United Nations in Durban, South Africa, in 2001. Although the information is fragmentary, the inequalities observed, to the disadvantage of Afro-descendent populations, in indicators of living conditions constitute an expression of discrimination and structural racism that affect them, as does the lack of visibility of these persons in policies and programmes.

The United Nations General Assembly has proclaimed the years 2015-2024 as the International Decade for People of African Descent, citing the need to strengthen national, regional and international cooperation so as to engender the full enjoyment of economic, social and cultural rights as well as civil and political rights for persons of African descent, and their full and equal participation in all aspects of society. Hence the importance of their inclusion in the Montevideo Consensus.

This chapter contains a seven priority measures. PM 92 calls for respecting and implementing the provisions of the Durban Declaration and Programme of Action, which covers all the dimensions of political, civil, economic, social and cultural rights of Afro-descendent persons. PM 93, on addressing ethnic and racial inequalities in conjunction with other factors, entails a broad range of actions, and consequently this guide will deal with the more specific ones under priority measures 94, 95, 96, 97 and 98. It is also important that the remaining priority measures operationalized in this guide should be viewed in light of the particular situation of Afro-descendants.

In addition to the specific mechanisms for follow-up and implementation of the rights of Afro-descendants, action must be articulated with other forums and counterpart bodies such as UNFPA, PAHO and UNICEF. PA 98 on generating knowledge and up-to-date disaggregated information is essential for the design and application of policies relating to population and development and to persons of African descent, as well as for promoting and monitoring the implementation of rights. In this respect, joint follow-up with SCA-ECLAC and the agencies of the United Nations system is urgent.

PRIORITY MEASURE 92

“Respect and implement the provisions of the Durban Declaration and Programme of Action adopted at the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, by adapting the legal frameworks and formulating the policies necessary for their implementation, with the full participation of Afro-descendant persons.”

Comments

1. This measure covers all the dimensions of political, civil, economic, social and cultural rights of persons of African descent, a diversity of spheres that transcends their monitoring under the mechanism of the Montevideo Consensus. The Durban Declaration and Programme of Action calls for concerted measures to combat racism in all its manifestations: these include strengthening education, eliminating poverty, guaranteeing development, improving the available means and resources for victims of racism, and fostering respect for human rights.
2. Some of the objectives contained in the Driven Programme of Action are addressed specifically in this chapter, and in a crosscutting manner throughout this operating guide.
3. The main mechanisms of follow-up on these matters within the United Nations system are:
 - the Committee on the Elimination of Racial Discrimination (CERD),
 - the Working Group of Experts on People of African Descent, and
 - the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance.

PRIORITY MEASURE 93

“Address gender, racial, ethnic and intergenerational inequalities, bearing in mind the way these dimensions overlap in situations of discrimination affecting women, especially young Afro-descendant women.”

Comments

1. This measure implies a broad range of actions. The race-specific inequalities that affect Afro-descendant persons overlap with gender and generational inequalities, and these are explicitly incorporated into PMs 94, 95, 96 and 98, as described below.
2. The remaining priority measures covered in this guide must also be viewed in light of the particular situation of Afro-descendant persons. In particular, the overlapping of inequalities is explicitly included in the following measures: PM 17 on data disaggregation for adolescents and young people; PM 22 on eradicating the multiple forms of discrimination against older persons; and the priority measures of chapter E on gender equality, in particular PM 50 on promoting and ensuring the mainstreaming of the gender and racial perspectives, PM 54 on gender equality in employment and the elimination of discrimination, and PMs 57 and 58, which call for actions to eradicate all forms of discrimination and violence, combining the gender, generational and ethnic perspectives.

PRIORITY MEASURE 94

“Consider the special demographic and sociocultural dynamics of Afro-descendent populations in the design and implementation of public policies, ensuring their full participation and the development of disaggregated statistics.”

Specific objectives	To guarantee the integration of Afro-descendent population dynamics into planning for sustainable development and into policies and programmes at the national and subnational scales, with due regard to social and territorial diversity.
Possible lines of action	1. Generate up-to-date knowledge on the demographic dynamics of the Afro-descendent population, taking into account social and territorial diversity, with a gender and generational perspective; 2. Integrate the demographic situation of Afro-descendent persons in a crosscutting manner into the design of policies; 3. Prioritize the allocation of resources in light of Afro-descendent demographic dynamics; 4. Strengthen the institutions responsible for Afro-descendent affairs so as to contribute to the mainstreaming of population issues in policies; 5. Strengthen national capacities (both of State agencies and of Afro-descendent organizations) in population analysis and its inter-relations with development; 6. Establish participatory mechanisms for Afro-descendent populations in the production and analysis of socio-demographic information, in particular within the national statistics system.
Targets	1. Policies explicitly include up-to-date knowledge of Afro-descendent population dynamics; 2. There is an institutional mechanism for mainstreaming Afro-descendent matters in policies, consistent with the standards of international law, and guaranteeing participation by Afro-descendent persons; 3. Implementation of the Montevideo Consensus takes explicit account of the situation of Afro-descendent persons, and combating racism and discrimination.
Indicators	1. Percentage of the public budget earmarked for affirmative action policies for Afro-descendent persons, by sector; 2. Existence of a policy for integrating Afro-descendent issues into development plans; 3. Existence of mechanisms to guarantee full participation in this process for Afro-descendent persons.
Related instruments, forums and mechanisms	There is a need to establish coordination with the specific mechanisms for follow-up to implementation of the Durban Programme of Action (see PM 92).
Comments	This measure requires that the actions taken should be articulated with those defined in PM 4.

PRIORITY MEASURE 95

“Ensure that Afro-descendent persons, in particular Afro-descendent girls, adolescents and women, can exercise the right to health, especially the right to sexual health and reproductive health, taking into account the specific socioterritorial and cultural features and the structural factors, such as racism, that hinder the exercise of their rights.”

Specific objectives	To guarantee exercise of the right to health, especially sexual and reproductive rights for Afro-descendent women.
Possible lines of action	1. Prepare laws, policies and programmes of affirmative action for furthering the exercise of sexual and reproductive rights for Afro-descendent men and women; 2. Create and strengthen mechanisms for enforceability and evaluate the implementation of public policies and health standards that take account of the particular situation of Afro-descendent persons; 3. Strengthen the generation of information and knowledge on problems that affect Afro-descendent persons’ health, in particular their sexual and reproductive health, and upgrade the ability of researchers to apply the rights, gender and generational perspectives; 4. Boost operational capacities for addressing the health of Afro-descendent persons, in particular those relating to SRH; 5. Promote the empowerment of Afro-descendent women, who are central to addressing sexual and reproductive health issues.
Targets	1. By 2030, end maternal morbidity and mortality among Afro-descendent women from preventable causes, and ensure that the levels of maternal mortality among these women do not exceed those for other women (adapted from SDGs, target 3.1); 2. By 2030, guarantee universal access for Afro-descendent women to timely and high-quality sexual and reproductive health services (adapted from SDGs, target 3.7); 3. By 2030, end preventable deaths of Afro-descendent newborns and under-five children, and ensure that the levels of infant and child mortality do not exceed those for other boys and girls (adapted from SDGs, target 3.2); 4. Increased life expectancy at birth for Afro-descendants, eliminating the gap with the rest of the population; 5. Health information systems are available for monitoring the right to health for Afro-descendent persons.
Indicators	1. Maternal mortality rate for Afro-descendent women; 2. Mortality rate for Afro-descendent children; 3. Life expectancy at birth for the Afro-descendent population.
Related instruments, forums and mechanisms	Specific mechanisms, at least to those mentioned in PM 92. The follow-up to the SDGs must pay particular attention to the situation of Afro-descendent persons, under Goal 3.
Comments	This priority measure is complementary to the objectives, goals and indicators included in PM 26 on bringing health policies into line with epidemiological profiles, and those included in chapter D, which must be viewed in light of the particular situation of Afro-descendent women, in particular PMs 37, 40, 44 and 45. It is important that the following indicators should be disaggregated for Afro-descendent persons: 1. Percentage of Afro-descendent women attended at childbirth by qualified personnel; 2. Satisfied demand of Afro-descendent persons for family planning services, by type of method (modern and traditional); 3. Health-adjusted life expectancy at birth of the Afro-descendent population.

PRIORITY MEASURE 96

“Promote the development of Afro-descendent populations by implementing public policies, establishing standards and creating institutions to guide and carry forward affirmative action policies, plans and programmes at the sectoral level, whereby the principles of equality and non-discrimination can be incorporated into all levels of government, with organized civil society participating throughout the process of design, implementation and evaluation of those instruments.”

Specific objectives

1. Promote the development of Afro-descendent persons, through the implementation of policies; 2. Design and implement affirmative action policies to achieve equality and nondiscrimination; 3. Guarantee participation by Afro-descendent persons, through their organizations, in these processes.

Possible lines of action

1. Prepare laws, policies and programmes of affirmative action to further the exercise of the rights of Afro-descendent persons, with an ethno-racial, gender and generational perspective; 2. Establish an institutional mechanism with specific responsibility for Afro-descendent affairs or, if one already exists, strengthen it, so as to articulate and coordinate implementation of the Montevideo Consensus together with that mechanism; 3. Create mechanisms to guarantee full and effective participation by Afro-descendent organizations in development policies and affirmative action; 4. Generate up-to-date knowledge on situations of discrimination and racism that affect Afro-descendent persons; 5. Prepare and implement communication programmes and strategies to combat racism and ethno-racial discrimination; 6. Educate and train public officials, including judges and candidates for judicial positions, in ways and means to combat ethno-racial discrimination; 7. Establish accessible mechanisms through the courts, the administrative authorities, national human rights institutions and/or public defenders’ offices to handle complaints of racial discrimination.

Targets

1. Affirmative action policies are in place, with adequate financial resources, for the purpose of achieving equality and nondiscrimination; 2. The living conditions of Afro-descendent persons have been significantly improved, and their equality with respect to the rest of the population have been reduced; 3. Racial discrimination has been eliminated.

Indicators

1. Percentage of the Afro-descendent population living in poverty and indigence; 2. Percentage of the public budget earmarked for affirmative action policies for Afro-descendants; 3. Percentage of Afro-descendent persons who report having suffered racial discrimination.

Related instruments, forums and mechanisms

Specific mechanisms, at least those mentioned in PM 92.

At the regional level, some objectives are covered by the Santo Domingo Consensus, which makes explicit reference to women, girls, young women and older women of African descent in numerous articles covering various aspects of their rights and their development (articles 7, 30, 34, 35, 38, 40, 42, 62, 73, 74, 98 and 106).

Comments

This measure involves a great number of fields of action, hence the importance of making Afro-descendent persons visible throughout the guide, in the lines of action, goals and disaggregated indicators, and of recognizing the racism and structural discrimination that these persons suffer. In particular, it is complementary to PM 77 on development and well-being in all territories and to PM 81 on territorial and urban planning.

PRIORITY MEASURE 97

“Ensure that policies and programmes are in place to raise the living standards of Afro-descendent women, by fully enforcing their rights, in particular their sexual rights and reproductive rights.”

Comments

This priority measure is addressed in PM 95 on health rights, including sexual and reproductive health rights, and in PM 96 on promoting the development of Afro-descendent persons.

PRIORITY MEASURE 98

“Generate knowledge and reliable and timely information with a gender perspective and disaggregated by sex, age and socioeconomic status, among other variables, on Afro-descendant populations through participatory processes, paying attention to the international requirements and recommendations relating to the issue.”

General objective	To guarantee exercise of the right to information for Afro-descendant persons, in accordance with international standards.
Specific objectives	1. Ensure that the national statistics system is capable of providing disaggregated, reliable and timely information on Afro-descendant persons, with full and effective participation by those persons to their organizations; 2. Promote access for Afro-descendant persons to public information systems, without discrimination; 3. Ensure that the Afro-descendant population is duly reflected in the information disseminated on population and development.
Possible lines of action	1. Adapt national legislation for the inclusion of Afro-descendants in the national statistics system as a whole, including the institutional arrangements needed to guarantee this population’s full and effective participation throughout the process of generating information; 2. Include questions to identify Afro-descendants in statistical data sources, in a consistent and comparable manner, respecting the principle of self-identification; 3. Sponsor discussion sessions for defining a set of agreed indicators that reveal the discrimination and racism suffered by these people; 4. Strengthen the technical capacities of Afro-descendants to access and make active use of the available information and to assess its impact on policies, and the capacities of State officials to understand their current duties with respect to producing information and the importance of participation and the inclusion of the ethno-racial perspective; 5. Work jointly with Afro-descendants and statistics institutes to evaluate progress and obstacles in these matters, in order to define strategies consistent with the nature of each data source.
Targets	1. There are laws, policies and institutionalized, participatory mechanisms in place for producing information on Afro-descendant persons; 2. All data sources for the national statistics system have questions for ethno-racial self-identification, recorded fully and with standards of quality that allow disaggregation of the information; 3. There is available a set of indicators on racism and discrimination, consistent with the requirements of Afro-descendants, together with the tools for collecting and producing information; 4. The sectoral information published by statistics offices is disaggregated for Afro-descendant persons, as well as for other relevant factors such as age and sex.
Indicators	1. Percentage of relevant data sources that include the self-identification of persons of African descent, including censuses, surveys and administrative records in the different sectors (target 100%); 2. Coverage and response rates for the ethno-racial variables, by data source; 3. Degree of inclusion of Afro-descendants in the tabulation and analysis of public information.
Related instruments, forums and mechanisms	United Nations Working Group of Experts on People of African Descent; follow-up mechanisms for the Driven Plan of Action; SCA-ECLAC; SDGs, target 17.18, “by 2020 [have available] high-quality, timely and reliable data disaggregated by race and ethnicity”.
Comments	This priority measure is complementary to PM 17 on the disaggregation of data for adolescents and young people, and to PM 84 on the use of geo-referenced information. The recommendations on the inclusion of Afro-descendant persons in the data sources of CELADE-Population Division of ECLAC and the recommendations of the United Nations human rights mechanisms should be reviewed. The following complementary indicators could usefully be applied: 1. Inclusion of Afro-descendant representatives in institutional mechanisms for producing statistics on that population; 2. Number of Afro-descendant experts (male and female) working on information production and analysis in government offices.