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The 2030 Agenda and the Regional Gender Agenda

Synergies for equality in Latin America and the Caribbean

Nicole Bidegain Ponte

UNITED NATIONS

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Synergies for equality in Latin America and the Caribbean

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This document was prepared by Nicole Bidegain Ponte, Social Affairs Officer with the Division for Gender Affairs of the Economic Commission for Latin America and the Caribbean (ECLAC), under the supervision of María Nieves Rico, Chief of the Division for Gender Affairs of ECLAC, in the framework of the work undertaken for the thirteenth session of the Regional Conference on Women in Latin America and the Caribbean, held in Montevideo in October 2016, and with support provided under the United Nations Development Account project "Urban development, women's economic autonomy and care policies". The author is grateful for comments by Alejandra Valdés, of the Division for Gender Affairs of ECLAC, María Ortiz, of the Office of the Executive Secretary of ECLAC, and Corina Rodríguez Enríquez, of the National Council of Scientific and Technical Research (CONICET) of Argentina.

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Summary

This paper analyses the 2030 Agenda for Sustainable Development and its Sustainable Development Goals in light of the challenges and priorities for gender equality and women's rights and autonomy in Latin America and the Caribbean. Examples are presented to illustrate the interconnections between the goals and targets of the 2030 Agenda and to underscore the importance of taking an integrated approach in order to ensure that progress on some Sustainable Development Goals is not achieved by means that could impede the attainment of goals and targets associated with gender equality and women's rights. This paper concludes that the Regional Gender Agenda provides a roadmap for achieving the Sustainable Development Goals in Latin America and the Caribbean through the implementation of public policies that link up the economic, social and environmental dimensions of sustainable development and contribute to the eradication of gender inequalities and inequalities within and among countries.[1]

[1] An earlier version of this paper titled "La Agenda 2030 para el Desarrollo Sostenible desde una perspectiva de la igualdad de género y la autonomía de las mujeres de América Latina y el Caribe" was an input for the paper *Equality and Women's Autonomy in the Sustainable Development Agenda* (ECLAC, 2016a), presented at the thirteenth session of the Regional Conference on Women in Latin America and the Caribbean, held in Montevideo, in October 2016.

Introduction

Over the past thirty years, Latin America and the Caribbean has made major strides in terms of adopting legislation and public policy in support of women's rights and gender equality. At the national level, States have created machinery for the advancement of women and important gender mainstreaming processes. Information and monitoring systems have also been set up. Yet, despite this progress, there have also been cases of political and cultural resistance to gender equality, instances of institutional inertia and a lack of funding and often of political will. These factors have stood in the way of the changes that are needed to guarantee the full exercise of women's rights and close gaps in equality (ECLAC, 2015a).

The 2030 Agenda for Sustainable Development, adopted by the member States at the seventieth session of the General Assembly of the United Nations in September 2015, establishes 17 Sustainable Development Goals to be met by 2030. This agenda recognizes the central role of gender equality and women's rights and empowerment in sustainable development, while affirming that each country has different approaches, visions for the future and models and tools for achieving it.

This global framework converges with a robust body of commitments agreed by the region's governments participating in the subsidiary bodies of the Economic Commission for Latin America and the Caribbean (ECLAC)[2] and particularly with the Regional Gender Agenda, adopted at the 13 sessions of the Regional Conference on Women in Latin American and the Caribbean. It also aligns with the lessons learned from implementing the Beijing Platform for Action and the Cairo Programme of Action and from monitoring obligations assumed by the signatory States to the Convention on the Elimination of All Forms of Discrimination against Women and the Millennium Development Goals. Taking lessons learned into consideration and adapting the 2030 Agenda to Latin America and the Caribbean's challenges, priorities and commitments will be key to its successful implementation in the region.

[2] The subsidiary bodies of the Economic Commission for Latin America and the Caribbean (ECLAC) are the Regional Conference on Women in Latin America and the Caribbean; the Statistical Conference of the Americas of ECLAC; the Regional Conference on Population and Development in Latin America and the Caribbean; the Conference on Science, Innovation and Information and Communications Technologies; the Regional Conference on Social Development in Latin America and the Caribbean; the Regional Council for Planning; the Caribbean Development and Cooperation Committee; the Central American Economic Cooperation Committee; the Committee on South-South Cooperation; and the Committee of the Whole of ECLAC.

As a point of emphasis, the 2030 Agenda and corresponding Sustainable Development Goals are said to be integrated and indivisible. Accordingly, during the implementation stage, tools are needed that can transcend fragmented sector-based approaches and analyse the nature of the interconnections between the Goals and targets, and identify trade-offs and synergies, taking into account not only the impacts of policies on the here and now but also the impacts on other countries and in the future.[3] Identifying potential conflicts between the Goals and targets from the outset can help prevent situations in which progress on some Sustainable Development Goals is achieved by means that prevent the advancement of others, especially the goals and targets associated with gender equality and the rights of women and girls. The 2030 Agenda is an opportunity to promote positive synergies and proceed with the design and implementation of integrated public policies that interweave the economic, social and environmental dimensions of sustainable development and that, at the same time, help to eradicate gender inequalities and inequalities within and among countries.

This paper analyses the 2030 Agenda in light of the regional challenges and priorities concerning gender equality and women's rights and autonomy. The first chapter reviews the main characteristics of the 2030 Agenda for Sustainable Development and its Goals. The second chapter explores the linkages between the 2030 Agenda and the agreed commitments in Latin America and the Caribbean relating to: the approaches guiding public policies, the implementation pillars and the measures to guarantee women's rights and gender equality. Examples of the interplay between goals and targets are presented to illustrate the importance of an integrated implementation and monitoring of the 2030 Agenda. The examples look at some of the Sustainable Development Goals that will be discussed at the regional level at the first meeting of the Forum of the Countries of Latin America and the Caribbean on Sustainable Development and will be further examined at the 2017 meeting of the High-level Political Forum on Sustainable Development.[4] Lastly, the third chapter summarizes the main proposals for advancing policies that help promote styles of development based on equality, sustainability, and women's rights and autonomy.

[3] See OECD (2014) and OECD (2016) on policy coherence for sustainable development; Nilsson and others (2016) on a proposed framework for understanding interactions between the Sustainable Development Goals; and DAWN (2016) and Bidegain Ponte and Rodríguez Enríquez (2016) on the interlinkages between Sustainable Development Goal 5 and Sustainable Development Goal 17.

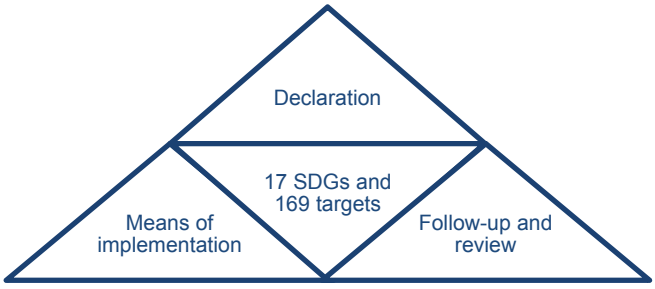
[4] The Forum of the Countries of Latin America and the Caribbean on Sustainable Development is the regional mechanism for following up and reviewing the 2030 Agenda for Sustainable Development and the Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Resolution 700 (XXXVI)) (ECLAC, 2016b). Its first meeting will convene in Mexico City from 26 to 28 April 2017. The Economic and Social Council's High-level Political Forum on Sustainable Development is the platform for monitoring the 2030 Agenda at the international level. At its 2017 meeting, the Forum will conduct an in-depth review of the implementation progress of the Sustainable Development Goals on poverty (1), food (2), health (3), gender equality and women's empowerment (5), infrastructure and industrialization (9), oceans (14), and means of implementation (17). Argentina, Belize, Brazil, Chile, Costa Rica, El Salvador, Guatemala, Honduras, Panama, Peru and Uruguay will present voluntary national review reports at the meeting of the Forum at United Nations Headquarters in New York (United States) from 10 to 19 July 2017 (United Nations, 2017a).

I. The 2030 Agenda and its Sustainable Development Goals

> *"We resolve [...] to combat inequalities within and among countries; to build peaceful, just and inclusive societies; to protect human rights and promote gender equality and the empowerment of women and girls" (United Nations, 2015a, para. 3).*

In a global environment marked by power asymmetries between countries, and between countries and corporations, in which governments are competing downward, relaxing labour, environmental, human rights, and tax standards to attract investment, the 2030 Agenda is a multilateral political commitment to address the unsustainable nature of the prevailing style of development. The 2030 Agenda contains a preamble and a declaration that sets out a vision for the future, shared principles and commitments and a call for action to change our world. The declaration establishes the 17 Sustainable Development Goals (SDGs) and 169 targets. The 2030 Agenda also includes a section on the means of implementation and the Global Partnership for Sustainable Development and a section on follow-up and review at the national, regional and global level. These four components are interconnected for the purpose of guiding the structural changes needed by 2030 (see diagram I.1).

Diagram I.1
Components of the 2030 Agenda



Source: United Nations, "Sustainable Development Knowledge Platform" [online] www.sustainabledevelopment.un.org.

The 2030 Agenda and corresponding Sustainable Development Goals are the outcome of a three-year multilateral consultation and negotiation process. The commitment agreed at the United Nations Conference on Sustainable Development (Rio+20) to develop a set of Sustainable Development Goals converged with an implementation review of the Millennium Development Goals and the mandate from the General Assembly to negotiate a post-2015 development agenda. As a result, the 2030 Agenda draws on a number of lessons learned from implementation of the Millennium Development Goals while also incorporating new elements.

First, the goals and targets encompass the economic, social and environmental dimensions of sustainable development and emphasize their integrated and indivisible nature (United Nations, 2015a, para. 5). The 2030 Agenda and Sustainable Development Goals are more ambitious than the Millennium Development Goals inasmuch as they seek not only to end poverty but also to reduce inequality within and among countries. They aim to achieve universal primary education and also to ensure equitable quality education and decent work for all. In addition, they include commitments in critical areas such as peace and justice, climate change, innovation and energy (see table I.1).

Table I.1
Sustainable Development Goals

Goal 1	End poverty in all its forms everywhere
Goal 2	End hunger, achieve food security and improved nutrition and promote sustainable agriculture
Goal 3	Ensure healthy lives and promote well-being for all at all ages
Goal 4	Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
Goal 5	Achieve gender equality and empower all women and girls
Goal 6	Ensure availability and sustainable management of water and sanitation for all
Goal 7	Ensure access to affordable, reliable, sustainable and modern energy for all
Goal 8	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
Goal 9	Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
Goal 10	Reduce inequality within and among countries
Goal 11	Make cities and human settlements inclusive, safe, resilient and sustainable
Goal 12	Ensure sustainable consumption and production patterns
Goal 13	Take urgent action to combat climate change and its impacts
Goal 14	Conserve and sustainably use the oceans, seas and marine resources for sustainable development
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
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
Goal 17	Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development

Source: United Nations, “Transforming our world: the 2030 Agenda for Sustainable Development” (A/70/L.1), New York, 2015.

Second, in the context of this framework, no country has achieved sustainable development, so the goals and targets are universal. As opposed to being a prescriptive agenda for developing countries, the 2030 Agenda is, instead, relevant to all countries, including middle-income and developed countries. Yet, while the goals are universal, the responsibilities are common but differentiated. At the United Nations Conference on Environment and Development, held in Rio de Janeiro in 1992 (Rio Summit), the developed countries acknowledged the responsibility that they bear in the international pursuit of sustainable development in view of the pressures their societies place on the global environment and of the technologies and financial resources they command (United Nations, 1992). This principle means that developed countries must assume greater commitments than developing countries, reflecting the differences between various groups of countries, in terms of both their historical participation in generating negative environmental externalities at the global level and their specific commitments to pursue mitigating actions in line with their financial and technological capacities (ECLAC, 2014a). Accordingly, some Goals require specific efforts and commitments by developed countries, such as in the case of the Goal to reduce inequality between countries (Goal 10), the Goal to ensure sustainable consumption and production patterns (Goal 12), the Goal to combat climate change (Goal 13) and the Goal to strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development (Goal 17).[5]

Third, unlike the Millennium Development Goals, the Sustainable Development Goals include not only Goals but also the means for achieving them. The means of implementation were agreed upon in the Agenda 21 at the Rio Summit and include financing for development, fair and equitable trade, development and transfer of technology and capacity-building for sustainable development, especially for the developing countries. The means of implementation are associated with the Global Partnership inasmuch as they establish the instruments and mechanisms for the international cooperation needed to provide support to developing countries. Sustainable Development Goal 17 is dedicated exclusively to the means of implementation for all the Goals and targets through commitments in areas such as finance, technology, capacity-building, systemic issues, trade and monitoring and accountability. In the case of the other 16 Goals, the means of implementation targets specifically address the priority areas of each individual Goal.[6]

The commitment to gender equality and women's rights and empowerment cuts across all areas of the 2030 Agenda. It is present in the declaration, in the Sustainable Development Goals and corresponding targets, in the means of implementation and Global Partnership and in the follow-up and review and in the proposed indicators for measuring progress. The Sustainable Development Goals include a specific Goal to achieve gender equality and empower all women and girls (Goal 5), and explicit commitments are made in a number of the Goals (Goals 1, 2, 3, 4, 6, 7, 8, 9, 10, 11, 13, 16 and 17).

The following figure presents a crosscutting analysis of the Sustainable Development Goals. An analysis was conducted of the Goals and targets to determine how women's rights and gender equality are present (ECLAC, 2016a). The targets corresponding to each Sustainable Development Goal are grouped into four categories. The colour black is used to denote targets that are explicitly oriented to gender equality and women's rights, while dark grey indicates targets that do not make explicit reference to women and girls but are essential to achieving gender equality and ensuring rights in the region. These are targets aimed at "eliminating discriminatory laws, policies and practices" (target 10.3) or encouraging "the formalization and growth of micro-, small and medium-sized enterprises" (target 8.3). In some cases, the proposed indicators for these targets include information disaggregated by sex (for example, indicators 8.3.1 and 8.9.2).

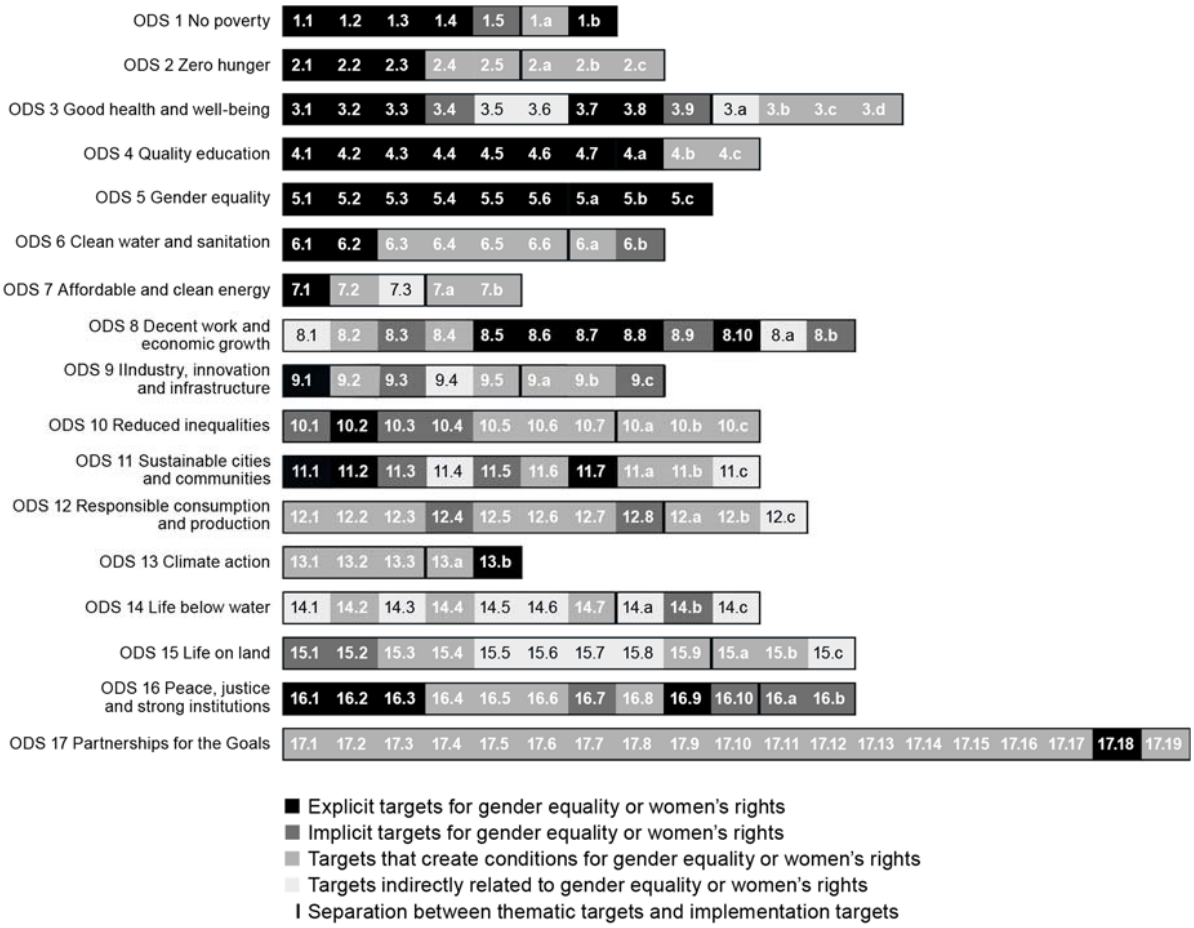
Light grey is used for targets that create the structural conditions that are necessary (but insufficient on their own) for advancing gender equality and women's rights in Latin America and the Caribbean and for transitioning towards sustainable and egalitarian styles of development. Implementation of these

[5] The 2030 Agenda refers explicitly to the principle of common but differentiated responsibilities, stating "all countries take action, with developed countries taking the lead". See United Nations, 2015a, para. 28, and targets 8.4 and 12.1.

[6] See alphabetically numbered targets corresponding to Sustainable Development Goals 1 to 16 and para. 40 of the 2030 Agenda on the means of implementation targets (United Nations, 2015a).

targets must take into consideration gender equality and women's rights, so that the targets help to overcome equality gaps rather than perpetuate them. For example, global financial and economic governance, financial and trade flows and technology transfer can function in support of the Sustainable Development Goals and women's rights and gender equality but also have the potential to impede them. Lastly, there is a fourth category of targets (white) that are indirectly related to gender equality and women's rights or are intermediated by other variables.[7]

Figure I.1
Proposal for mainstreaming the targets of the Sustainable Development Goals in the language agreed upon in the 2030 Agenda for Sustainable Development



Source: Economic Commission for Latin America and the Caribbean (ECLAC), Equality and Women's Autonomy in the Sustainable Development Agenda (LC/G.2686/Rev.1), Santiago, 2016, figure I.1, updated at 8 March 2017.

It is important to note that this classification is a proposal for analysing the degree to which the gender perspective has been mainstreamed into the Sustainable Development Goals as well as for gaining a better understanding of the interconnections between the targets and the relevance of each one to achieving gender equality in Latin America and the Caribbean. Specific considerations can be made with respect to each group, allowing for further analytical classification. For example, because the 2030 Agenda is a product of political negotiations in which various interests are at play and various configurations of alliances form depending on the issue, there are different ways in which gender equality and women's empowerment and rights have been incorporated into the Sustainable Development Goals. Within the

[7] See the annex for the content of each target presented in accordance with the categories proposed in figure I.1.

explicit targets, references are distinguishable by an approach centered on the human rights of women and one that conceptualizes women as a vulnerable group with specific needs.[8]

This difference is relevant because implementation of the targets will yield different results depending on which approach informs the process. Needs-based approaches focus on meeting basic needs but not directly on changing the conditions underlying the unmet needs. Neither would an approach that views women as a vulnerable group address the patterns of inequality and discrimination and the imbalances in power relations that lead to situations of vulnerability (UNEG, 2014). There is also the risk during implementation that women will tend to be seen through the lens of welfare, as passive beneficiaries of programmes. Meanwhile, the rights-based approach clearly identifies women as subjects of rights, and the State as responsible for guaranteeing those rights. Unmet needs are seen as a denial of rights. This approach strengthens the ability of women to participate and demand that the State enforce their rights, addressing the root causes of the situations of vulnerability that they face.

Some of the universal targets explicitly state "all men and women" and "all boys and girls",[9] whereas others state "for all" or guarantee "universal access" to the social protection systems, sexual and reproductive health-care services and safe drinking water.[10] This nuance is relevant because universal targets could be met even as gaps in equality between different social groups widen. It is important during implementation to transcend formal universalism and make specific efforts to subvert intersecting inequalities based on gender, race/ethnicity, age, territory or other factors.[11] Other targets are "gender-sensitive" or are aimed at eliminating gender disparities.[12] These commitments make it possible to address the relational nature of gender inequalities. Accordingly, efforts to achieve these targets focus not only on women and girls but also on understanding how relationships are structured around the construction of the feminine and the masculine and how inequalities grow and diminish.

Although the women's human rights perspective is not evident in several of the targets, the preamble of the 2030 Agenda establishes that realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the Goals and targets. The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. The systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial (United Nations, 2015a, para. 20). Thus, gender mainstreaming and women's rights are part of the mandate and should guide the implementation of the sustainable development policies.

The analysis of the 2030 Agenda identifies gaps between the Sustainable Development Goals and the targets agreed upon for achieving them, including those associated with means of implementation. There are also gaps between the targets and the indicators proposed for monitoring the Goals at the international level.[13] Either type of gap can lead to oversimplification or even distortion of the Agenda. The Goal on inequality (Goal 10) provides an illustration of this. Target 10.1 refers to progressively achieving and sustaining growth of the poorest 40% of the population but fails to mention the upper quintiles in the income distribution. Thus, this target could be met with a concurrent increase in inequality.

Another example can be found in Goal 5. Target 5.b seeks to "enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women". To achieve Goal 5 in Latin America and the Caribbean, not only is it necessary to close gaps in access to and use of technology but also to move forward with developing technologies from a gender perspective within the framework of a new productive and technological paradigm (Scuro Somma and Bercovich, 2014). Thus, an aspirational gap exists between Goal 5 and this target. Meanwhile, the indicator

[8] Targets 1.4, 5.a, 5.6 and 8.8 refer to the rights of women, while targets 2.2, 2.3, 6.2, 11.2, 11.7 and 13.b refer to the specific needs of women, adolescent girls, and girl children.

[9] See targets 1.2, 1.4, 4.1, 4.2, 4.3, 4.6 to 4.a, 8.5 and 10.2 in the annex.

[10] See targets 1.1, 1.3, 3.7, 5.6, 6.1, 16.1, 16.2 and 16.3 in the annex.

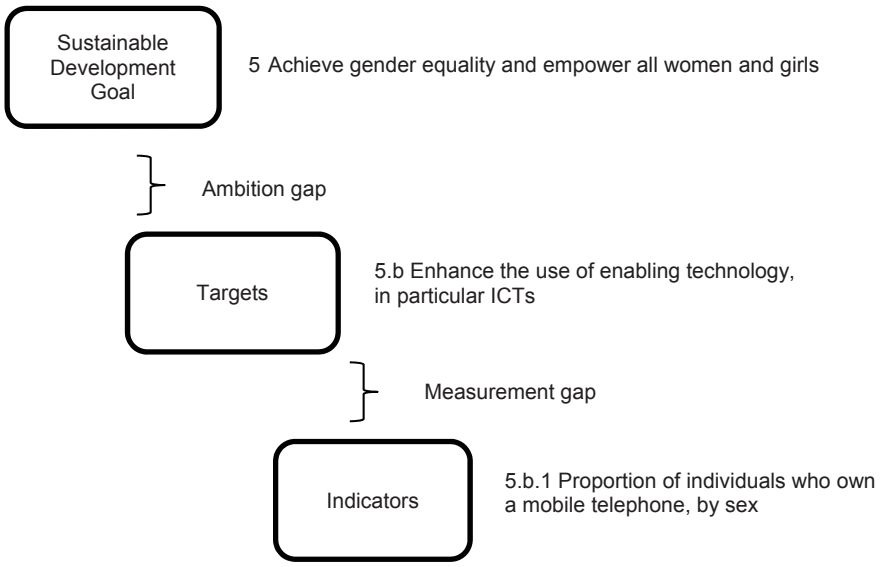
[11] See ECLAC (2016c and 2016d) for an analysis of intersecting inequalities and linkages between targeted and universal policies.

[12] See targets 1.b, 4.5, 4.a, 5.c and 17.18 in the annex. Target 17.18 refers to the disaggregation of data by sex and other characteristics relevant in national contexts. The reference to national contexts may make it possible to expand the ambition of the commitment. For example, in the case of Uruguay, gender identity has been included as a variable in some of the administrative records. The registration forms for some social policies provide five categories: identity undefined, woman, trans-woman, man and trans-man.

[13] See Annex IV, Final list of proposed Sustainable Development Goal indicators (United Nations, 2016a).

proposed at the global level for measuring 5.b refers to the proportion of individuals who own a mobile telephone, by sex. This indicator not does not capture the ambition of the target and may distort the meaning of the target by measuring coverage but not the use of information and communication technologies (ICTs), nor their contribution to equality. This case is emblematic of the risks that the objectives and targets will be oversimplified or distorted by the instruments used to measure them, risks previously identified in the review and monitoring of the Millennium Development Goals (Fukuda-Parr, Yamin and Greenstein, 2014).

Diagram I.2
Example of aspirational and measurement gaps with respect to the Sustainable Development Goals



Source: Nieves Rico, "La Agenda Regional de Género y sus sinergias con la Agenda 2030", paper presented at the seventeenth International Meeting on Gender Statistics: Challenges on the SDGs gender indicators to leave no one behind, 2016.

In summary, the Sustainable Development Goals represent considerable progress over the Millennium Development Goals through their incorporation of commitments to gender equality and women's rights into the three dimensions of sustainable development. Accordingly, the 2030 Agenda poses a new set of challenges and opportunities for implementing sustainable development strategies based on human rights, gender equality and women's autonomy, as well as elimination of the numerous equality gaps that affect the societies of Latin America and the Caribbean.

II. A regional perspective of the 2030 Agenda: towards equality and women's rights and autonomy

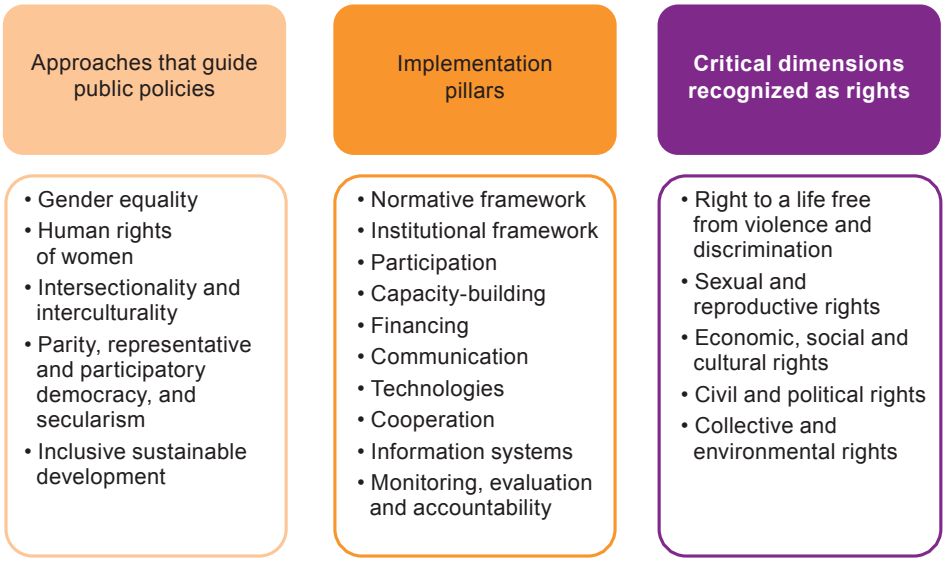
The governments of Latin America and the Caribbean have agreements, declarations and consensuses that have been promoted at the sessions of ECLAC and at the meetings of its subsidiary bodies. These documents are the common denominator in the region and have guided implementation and monitoring of development policies based on human rights, gender equality and environmental sustainability at the regional and national level. In some cases, these agreements have served as the region's contribution to the negotiations for the 2030 Agenda. They have informed the development of common positions in both the Community of Latin American and Caribbean States (CELAC) and the coalition of developing countries known as the Group of 77 (G77).[14] As a point of note, due to the complexity of multilateral negotiations, not all regional proposals have been reflected in the 2030 Agenda. Consequently, although the Sustainable Development Goals represent progress over the Millennium Development Goals, they should be supplemented, in various aspects, by regional agreements to address the region's structural challenges.

With this in mind, the 2030 Agenda establishes Goals and targets that are to be implemented at both the national and the regional, as well as global levels. Furthermore, it recognizes that each country has different approaches, visions, models and tools for achieving sustainable development, and that each government will decide how to incorporate the global targets into its national planning processes, policies and strategies (United Nations, 2015a).

[14] Various feminist and women's organizations in Latin America and the Caribbean participated actively in this process. Their main contributions include important efforts to move beyond the reductionist approach of the Millennium Development Goals and establish a dedicated Goal as well as commitments to gender equality and women's rights across the three dimensions of sustainable development. They are also recognized for their contributions not only to promoting the empowerment of women but also to securing guarantees for the rights of women and girls, including sexual and reproductive rights. Moreover, feminist and women's organizations in the region have also signaled the importance of ensuring that the 2030 Agenda does not diminish the ambition of commitments already assumed by the governments in the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Platform for Action, the Cairo Programme of Action, the Regional Gender Agenda and the Montevideo Consensus on Population and Development.

Notably, Latin America and the Caribbean is the only region in the world where, for 40 years now, the countries have been meeting to establish policy commitments to eradicate gender inequalities and discrimination against women and move towards guaranteeing human rights. The commitments made by the countries of Latin America and the Caribbean, starting with the first Regional Conference on the Integration of Women into the Economic and Social Development of Latin America and the Caribbean (Havana, 1977) to the thirteenth session of the Regional Conference on Women in Latin America and the Caribbean (Montevideo, 2016), constitute an ambitious, far-reaching and comprehensive Regional Gender Agenda. This Agenda is the product of the political will and coordinated efforts of the governments, of the active contributions of the feminist and women's movement and of the support of the United Nations system. The many different agreements reached by the governments can be grouped into three categories: (a) agreements on approaches that guide public policy; (b) agreements on implementation pillars; and (c) agreements on the critical dimensions of gender equality and women's autonomy, grouped according to the human rights framework (see figure II.1) (ECLAC, 2016a).

Diagram II.1
Three types of agreement identifiable in the Regional Gender Agenda



Source: Economic Commission for Latin America and the Caribbean (ECLAC), *Equality and Women's Autonomy in the Sustainable Development Agenda* (LC/G.2686/Rev.1), Santiago, 2016.

The incorporation at the national level of the commitments set out in the Regional Gender Agenda has facilitated the adoption of innovative laws and regulations, policies and approaches, supported the creation of an institutional framework for the advancement of women's rights, and helped to dismantle some of the remaining obstacles to equality. The lessons learned from implementation at the national level of the Regional Gender Agenda, the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination against Women show that multidimensional policies are needed that are applicable, sustainable over time and sufficiently funded to successfully transform gender relations and the lives of women in their full diversity (ECLAC, 2015a; Bareiro, 2016).

The region also has experience with implementing the Millennium Development Goals. For some countries, the Millennium Development Goals set financing priorities and intervention modalities that were not always well coordinated with the equality plans or the policies oriented towards women's rights (DAWN, 2012; Fukuda-Parr, Yamin and Greenstein, 2014). In addition, more than 20 years on from the Rio Summit, the lessons learned demonstrate that investment to improve the institutional framework and environmental legislation was not enough, and that the overarching challenge is to ensure that the institutions tasked with each of the three dimensions of development act in an integrated and coherent manner to promote sustainability (ECLAC, 2012). Furthermore, the lack of synergy, communication and

coordination between the various ministries and sectors responsible for sustainable development and the fragmentation of the mandates and responsibilities for implementation, even at the subnational level, were the main challenges identified by the countries in the first year of implementation of the Sustainable Development Goals (United Nations, 2017b).

These lessons learned point to three key elements that are discussed in this chapter. First, there is the need to ensure that the Sustainable Development Goals, especially those associated with gender equality and women's empowerment, autonomy and rights, are aligned with existing regional agreements, in order to prevent duplication or fragmentation of the agenda. In fact, in the case of some Sustainable Development Goals and targets, the Regional Gender Agenda is more comprehensive. For instance, while Goal 5 calls for recognizing and valuing care, the Regional Gender Agenda advances commitments to eliminate the sexual division of labour and promote care as a right. In addition to ensuring the full and effective participation of women and equality of opportunity, it proposes to build parity democracies in the region. It not only recognizes reproductive rights but also establishes measures at the regional level to promote, protect and guarantee the full exercise of sexual rights for all persons without discrimination.

Second, it is important to understand the interrelationships between the social, economic and environmental dimensions of gender equality policies within the framework of sustainable development. In this regard, the reports on the first year of implementation of the Sustainable Development Goals affirm that identifying synergies between goals will take more time initially but will speed up implementation in the long run (IISD Reporting Services, 2016). In addition to identifying synergies, it is important to analyse possible conflicts between targets and avoid situations in which progress on one Sustainable Development Goal would hinder another, especially in the case of the goals and targets associated with gender equality and women's rights. For example, if a country in the region were to boost its exports (target 17.11) based on industries that make intensive use of female labour under precarious conditions, it could have the effect of achieving the export target while simultaneously hindering efforts to achieve decent work for all women (Goal 8). Likewise, if revenue collection were increased (target 17.1) by deploying regressive taxation systems, progress towards target 17.1 could exacerbate social and gender inequality (targets 10.3, 10.4 and 5.c). And if investments in renewable energy were promoted through initiatives involving the forced displacement of indigenous communities, it could mean progress towards Goal 7, on clean energy, but at the expense of the individual and collective rights of indigenous women, including the right to prior, free and informed consultation.[15]

Third, there is a need to address implementation gaps and the institutional and financial obstacles that arise at different scales and limit the scope of public policy. Unmet international cooperation commitments; weak governance for providing public goods, reducing asymmetries and preventing the concentration of economic and political power; the "glass walls" that prevent the type of crosscutting approach necessitated by gender policies (ECLAC, 2011); and cultural and ideological resistance to gender equality and women's autonomy are elements that should be analysed jointly and tackled decisively to create the conditions and means for transforming development trajectories in line with equality, human rights and sustainability.

A. Linkages between the conceptual framework of the 2030 Agenda and the Regional Gender Agenda

An understanding of the priority areas, scales of intervention, stakeholders and the scope and impact of public policies can largely be derived by looking at the underlying principles, assumptions and approaches guiding the design of those policies. For full implementation of the agreed commitments, it is important to discuss some aspects of the conceptual framework of the 2030 Agenda and the Regional Gender Agenda.

[15] See United Nations (2016b).

1. Sustainable development in the 2030 Agenda and the Regional Gender Agenda

Sustainable development has been defined as development that meets the needs of the present without compromising the ability of future generations to meet their own needs (United Nations, 1987). This is a broad definition encompassing economic, social and environmental dimensions, and as a result it has been used extensively, including by actors with conflicting economic, political and ideological interests.

This understanding places people at the centre of development processes. It can be said to be based on an anthropocentric assumption that puts development at the service of the needs of people. It also establishes an intergenerational temporal framework by referring to future generations. The definition acknowledges that resources are finite in its suggestion that the ability to meet future needs could be compromised by development processes and resource use occurring in the present. This conceptual understanding can be used to analyse biodiversity loss processes, production and consumption patterns and resource use and distribution, taking into account intergenerational justice and equity.

The preamble to the 2030 Agenda states: "We are determined to protect the planet from degradation, including through sustainable consumption and production, sustainably managing its natural resources and taking urgent action on climate change, so that it can support the needs of the present and future generations" (United Nations, 2015a).

Based on critiques that the Millennium Development Goals were fragmented and sector-based, the 2030 Agenda calls for Goals and targets that are integrated and indivisible and that balance the three dimensions —economic, social and environmental— of sustainable development (United Nations, 2015a, para. 5). However, these dimensions are out of balance in the 2030 Agenda, as manifested in the fact that some of the Goals and targets associated with the economic dimension of sustainable development perpetuate some of the assumptions and policies of the economic orthodoxy that make the dominant model of development unsustainable. For example, sustained economic growth (but not economic development) is defined as an end in itself (Goal 8). Target 8.1 is aimed at sustaining per capita economic growth and seeks annual gross domestic product (GDP) growth rates of at least 7% in the least developed countries. Two points should be made in this regard. First, if all the countries were to meet this target for sustained economic growth while neglecting to account for the need to change production and consumption patterns, it could have unsustainable social and environmental impacts for the planet. The concept of planetary boundaries (Rockström and others, 2009; Steffen and others, 2015) identifies nine boundaries within which human beings can pursue development while maintaining the health of the planetary ecosystem. Exceeding these boundaries constitutes a point of no return with dire implications for the stability of the planet.[16] The study suggests that three of these boundaries —climate change, loss of biodiversity and nitrogen flows to the biosphere— have already been crossed, and the rest are at critical levels.[17]

Second, in the absence of a systemic approach that takes into account the planetary boundaries and the interrelationships, economic growth and even industrialization in some countries and regions could result in reprimarization and deindustrialization in other countries. According to ECLAC, while China's structural change gave it a new position in the world, for much of Latin America and the Caribbean it served to reinforce the specialization in commodities (ECLAC, 2016e, p. 42). China's growth in recent decades, along with strong speculative processes, has driven up prices and demand for commodities. Regionally, commodities accounted for 70% of exports to China in 2013 (ECLAC, 2016e). The South American countries, especially, have benefited from higher growth rates and better terms of trade but have also intensified their specialization in the primary sector, characterized by weak direct creation of jobs, scarce production linkages and worsening environmental problems (Bárcena and Prado, 2016). In addition, per dollar exported, exports to China produce carbon emissions and water consumption levels that are higher than those of exports to the rest of the world (ECLAC, 2016e, p. 54). China's transition to

[16] The planetary boundaries are climate change, stratospheric ozone depletion, land-system change, freshwater use, biodiversity loss, ocean acidification, nitrogen and phosphorous flows to the biosphere and oceans, atmospheric aerosol loading and chemical pollution.

[17] See [online] http://www.stockholmresilience.org.

a more consumption —and services— oriented model will lower demand for commodities. In the new international context, strengthening regional integration mechanisms and creating conditions to negotiate from a more advantageous position is key to give rise to new opportunities in relations with China (ECLAC, 2016e).

Another example of the impacts on the three dimensions of sustainable development within and beyond borders is that by incorporating technologies from the so-called fourth industrial revolution (robotics, artificial intelligence, 3D printers, etc.) into production processes in an effort to boost economic growth, employment patterns, the quantity and quality of jobs and the occupational structure are transformed, further harming women and intensifying the pressures on global resources and the environment.[18] Therefore, in order to transition towards sustainable models of development, efforts should focus on identifying engines of growth and their economic, social and ecological underpinnings and their national and extraterritorial effects, as well as the global macroeconomic conditions that enable them.

Sustainable Development Goal 8 partly addresses this consideration, inasmuch as it seeks to promote economic growth that is not only sustained but also inclusive and sustainable as well as accompanied by full and productive employment and decent work for all. It could be argued that the creation of quality employment is subject or subordinate to the premise of economic growth.[19]

In Latin America and the Caribbean, the commitments made by the governments as part of the Regional Gender Agenda are consistent with a vision of sustainable development that is based on human rights and gender equality.[20] This has been a major contribution by the region's governments to the global negotiations of the 2030 Agenda. The understanding of development as a multidimensional process has been present throughout the 40-year history of the Regional Conference on Women in Latin America and the Caribbean.

A case in point is the Regional Programme of Action for the Women of Latin America and the Caribbean, adopted at Mar del Plata (Argentina) in 1994. The governments state in the Programme of Action that, in this context of globalization, interdependence and swift technological change, social issues can no longer be separated from economic growth and scientific and technological development, nor can they any longer be considered secondary concerns. Experience shows that accelerated economic growth does not necessarily lead to higher levels of well-being for the entire population, and that it can often accentuate social inequality and marginalization. It is therefore essential to devise new answers based on an integrated approach that addresses all aspects of development simultaneously: growth, equity, environmental sustainability, security, solidarity, participation, peace and respect for human rights (ECLAC, 2016f, p. 32).

Another example can be found in the main outcome of the thirteenth session of the Regional Conference on Women in Latin America and the Caribbean, the Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030. The governments affirm that, given the demise of the prevailing development pattern, it is time to make the transition towards sustainable production and consumption patterns that incorporate policies on the redistribution of wealth, income and time. They agree that ending inequality and poverty, transforming discriminatory and violent patriarchal cultural patterns and the culture of privilege, dismantling the sexual division of labour, and consolidating parity democracy are four interrelated drivers for achieving gender equality and transitioning towards development patterns based on human rights, women's autonomy and sustainability by 2030 (ECLAC, 2016g).

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[18] For an analysis of "jobless growth", see, for example, Navyar (2014). For more information on the fourth industrial revolution and its potential impacts on employment, see ECLAC (2016e) and Salazar-Xirinachs, Nübler and Kozul-Wright (2014).

[19] It should be noted that there was a Goal dedicated exclusively to employment and decent work for all that was ultimately subsumed to the economic growth Goal in the final rounds of negotiation. See the proposed Goals and targets presented by the co-chairs of the Open Working Group on Sustainable Development Goals at their tenth meeting https://sustainabledevelopment.un.org/content/documents/3698FA%20compilation%20of%20proposals%20from%20OWG_210414.pdf and their working document for the eleventh session: https://sustainabledevelopment.un.org/content/documents/3686WorkingDoc_0205_additionalsupporters.pdf.

[20] See paras. 18 and 112 of the Santo Domingo Consensus (ECLAC, 2016f).

2. The "leave no one behind" approach and the human rights framework

The 2030 Agenda recognizes the need to build societies based on respect for human rights, including the right to development (United Nations, 2015a, para. 35). In this framework, States have the responsibility to respect, protect and promote human rights and fundamental freedoms for all, without distinction of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth, disability or other status (United Nations, 2015a, para. 19).

Although the preamble and declaration include clear references to the human rights framework,[21] the human rights approach is reflected unevenly in the goals and targets. For example, the Sustainable Development Goal for achieving gender equality and empowering all women and girls does not explicitly mention their rights. Yet, references to women's rights do appear in some of the corresponding targets, e.g., on reproductive rights (target 5.6) and rights to economic resources (targets 5.a and 1.4). There are also references to women's rights in other Sustainable Development Goals. Target 8.8 calls for the protection of labour rights, including for migrant workers, and women migrants in particular; Goal 4 guarantees universal access to quality education for all; and the human right to safe drinking water and sanitation is recognized in paragraph 7 of the declaration and in Goal 6.

Another example of the failure to systematically include the rights-based approach, and one that is a particularly sensitive matter for Latin America and the Caribbean, is in relation to indigenous and Afrodescendent peoples. First, there is a target (10.2) to promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status. In addition, the 2030 Agenda includes indigenous people in the "vulnerable groups" category. Target 2.3 proposes to double the agricultural productivity and incomes of both women and indigenous peoples, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services and markets. Target 4.5 aims to ensure equal access to all levels of education and vocational training for the vulnerable, including indigenous peoples. Moreover, in the measures for monitoring the agenda at the national level, the Member States are encouraged to conduct regular and inclusive reviews drawing on contributions from civil society and indigenous peoples (United Nations, 2015a, para. 79).

The references to "vulnerable groups" (though not necessarily as subjects of rights) can be interpreted as a response to the shortcomings of the Millennium Development Goals, which often failed to go "beyond averages". By drawing on lessons learned from implementation of the Millennium Development Goals, the 2030 Agenda is adopting an approach that blends a universal and specific focus. On the one hand, the Sustainable Development Goals are intended for all countries and all sectors of society. On the other hand, the governments have agreed to "endeavour to reach the furthest behind first" (United Nations, 2015a, para. 4). To that end, measures for specific groups and data disaggregation have been prioritized. The purpose is "to help with the measurement of progress and to ensure that no one is left behind" (United Nations, 2015a, para. 48). The Office of the United Nations High Commissioner for Human Rights (OHCHR) is helping to enrich this debate. It has recommended a systematic analysis and assessment combining the following three measurement perspectives, especially using outcome and process indicators. The "average perspective" shows a country's overall progress, the "deprivation perspective" shows the progress for its most deprived groups and the "inequality perspective" shows progress in narrowing inequalities between its population groups or regions (OHCHR, 2012, p. 128).

It is worth noting that the "leave no one behind" approach came out of the first discussions on the post-2015 agenda, in response to assertions about the importance of making inequality a priority in the new development framework. "Leave no one behind" was one of five major transformational shifts proposed in the report of the High-level Panel of Eminent Persons on the Post-2015 Development Agenda (United Nations, 2013a), with the objective being to complete the work of the Millennium Development

[21] See United Nations (2015a, paras. 3, 5, 7, 8, 10, 19, 20 and 35).

Goals and reach the most excluded groups and people in situations of vulnerability. The report states "We must keep faith with the promise of the Millennium Development Goals, and now finish the job. The Millennium Development Goals aspired to halve poverty. After 2015 we should aspire to put an end to hunger and extreme poverty as well as addressing poverty in all its other forms" (United Nations, 2013a, p. 7). This perspective was also included in the Global Thematic Consultation on addressing inequalities in the Post-2015 Development Agenda (2013). Although multiple dimensions of inequality, including gender inequality, were acknowledged, the proposals set out in the final report focused on the most vulnerable groups and groups that "suffer" inequality and face discrimination. It was recognized that inequalities within and among countries had increased since approval of the Millennium Development Goals, but no actions were proposed for the redistribution of wealth and power or the reduction of the various equality gaps.

As an input for negotiations, the proposal set out in the synthesis report of the Secretary-General on the post-2015 sustainable development agenda, was to consolidate the sustainable development goals under six essential elements: dignity, people, prosperity, planet, justice and partnership (United Nations, 2014a). In this framework, the targets for gender equality and women's empowerment were grouped under the heading "People: to ensure healthy lives, knowledge and the inclusion of women and children". This proposal was based on the "leave no one behind" approach through the concept of inclusion, but some central tenets were diluted as a result of this reconceptualization. Sustainable Development Goal 5 and the gender-related targets included in other Sustainable Development Goals not only address the inclusion of women but also other elements such as the empowerment of women and girls, their rights and reaching gender equality.[22] In the end, the governments preferred to keep the 17 Goals and 169 targets as they were and include the six elements in the preamble to the 2030 Agenda.

When analysed from a regional perspective, the "leave no one behind" approach is inclusive and contributes to universal achievement of the targets through concrete efforts among groups that face specific types of discrimination and vulnerability. However, in the most unequal region in the world, in addition to not leaving anyone behind, efforts must be made to address the redistribution of power, wealth and time. Given the structural nature of gender inequality and its intersection with the matrices of inequality based on race/ethnicity, sexual orientation and gender identity, age, territory and socioeconomic level, the approach must go beyond the vulnerable-groups perspective or a reductionist understanding of women's empowerment. For Latin America and the Caribbean, this principle must be complemented by the public policy approaches approved by the governments in the Montevideo Strategy on the human rights of women, intersectionality and interculturality.

With this in mind, the human rights framework offers a straightforward way of defining who are subjects of rights and who are subjects of duties and thus establish clear social contracts, mechanisms for enforcing rights and measures to reduce inequalities. The active role of the States is explicitly defined. States should protect, respect and enforce the human rights of women and girls (positive obligations), including beyond their borders, and should also abstain from interfering in or curtailing enjoyment of those rights (negative obligations). In addition, States should ensure that non-State actors, such as the business sector, respect human rights and act with due diligence.

The rights-based approach to formulating and implementing public policy prevents situations in which some women's rights are prioritized ahead of others, as it defines their rights as indivisible and helps to identify and correct gender biases in public policies. Under this approach, policies and programmes are aimed at women as subjects of rights, not as means for improving productivity, economic growth or possible social returns. They are not based on gender roles and hierarchies nor on the unequal distribution of unpaid work as an incentive or tool for implementing public policies, but rather are an

[22] Various organizations and coalitions in civil society reacted to the initiative in the Secretary-General's report. The Women's Major Group (WMG) rejected the proposal to subsume Sustainable Development Goal 5 and the equality targets under the framework of inclusion (WMG, 2014).

attempt to reverse them. Accordingly, this approach is needed in order to prevent social maternalism in policies (ECLAC, 2013a) as well as to dismantle the androcentric bias of the labour markets based on the model of the "ideal worker" as a self-sufficient subject.[23]

Human rights principles offer a framework for the design and implementation of sustainability and gender equality policies. The principle of equality and non-discrimination can be applied to the myriad and interconnected forms of discrimination against women. The intersectional approach contributes to an understanding of how the different systems of oppression and privilege (based on race/ethnicity, age, sexual orientation and gender identity, socioeconomic level, territory, etc.) are interwoven and mutually reinforcing.[24] Owing to Latin America and the Caribbean's colonial legacy and multicultural and multi-ethnic character, the intercultural approach complements and enriches the human rights approach and strengthens the intersectional approach. The region's governments have affirmed that designing and implementing public policies on the basis of these approaches tackles sexism, racism, ethnocentrism, homophobia and lesbophobia (ECLAC, 2016f).[25]

The principles of progressive realization and non-retrogression mean that in times of economic slowdown or crisis, maximum available resources should be guaranteed to progressively achieve the realization of the rights recognized in the International Covenant on Economic, Social and Cultural Rights (1976).[26] Therefore, although the 2030 Agenda is an action plan covering the next 15 years, the obligations of the States to guarantee women's rights and fully implement the Beijing Platform for Action and the Regional Gender Agenda represent a standing commitment, such that the 2030 target or the present context of economic slowdown cannot be interpreted to postpone their obligations in that regard.

The principle of transparency, participation and accountability engenders the creation of effective mechanisms for governments to disseminate timely information and report on policies and the financing allocated to implement them. It also contributes to the establishment of systems to enforce and provide access to remedies and reparations in the event of violations of rights, including collective rights, such as prior, free and informed consent and self-determination of indigenous communities. This principle is reflected in the commitment by the governments of Latin America and the Caribbean to implement public policies from an approach grounded in parity, representative and participatory democracy. It is also seen in the implementation pillar of the Montevideo Strategy on participation, in particular the participation of women's and feminist organizations and movements, and in the commitment to prepare a regional agreement on access to information, public participation and access to justice with respect to the environment.[27] Furthermore, the governments reaffirm the centrality of the secular State for women's equality and autonomy by recognizing that a secular State and the implementation of participatory forms of government are guarantees for the effective exercise of human rights and the consolidation of democracy, transparency and governance (Santo Domingo Consensus, para. 10, in ECLAC, 2016f).[28]

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[23] The "ideal worker" standard is based on the assumption that the "individual" is a man without domestic or caretaking responsibilities —thus, self-sufficient— who chooses between paid work and leisure. Androcentric biases can be identified, for example, in the region's pension systems. These systems have been designed on the premise that workers have continuous, stable employment paths in the formal sector of the economy. Yet, women tend to have employment paths that are interrupted by various care responsibilities, tend to be overrepresented in the informal sector and tend to have flexible employment close to home so that they are able to coordinate their paid and unpaid work, even at the cost of lower wages and worse employment conditions (ECLAC, 2016a).

[24] See general recommendation No. 28 of the Committee on the Elimination of Discrimination against Women (United Nations, 2010, art. 18) on the utility of the concept of intersectionality for understanding the scope of the general obligations of States parties to the Convention on the Elimination of All Forms of Discrimination against Women.

[25] Among the examples of policies that blend the different approaches is the agreement to implement comprehensive, good-quality and timely sexual and reproductive health programmes and policies for adolescents and young people, including youth-friendly, sexual health and reproductive health services with a gender, human-rights-based, intergenerational and intercultural perspective, such that they can exercise, in safe conditions, the right to take free, informed, voluntary and responsible decisions on their sexuality, sex life and sexual orientation (Santo Domingo Consensus, para. 77, in ECLAC, 2016f).

[26] See art. 2.1 of the International Covenant on Economic, Social and Cultural Rights (United Nations, 1976).

[27] See pillar 3 of the Montevideo Strategy (ECLAC, 2016g) and negotiations on the regional agreement on Principle 10 of the Rio Declaration on Environment and Development (ECLAC, 2017d).

[28] Other references to the secular State can be found in paragraph 8 of the Quito Consensus (ECLAC, 2016f) and in the "whereas" clauses of the Brasilia Consensus (ECLAC, 2016f).

At the regional level, applying the approach based on the human rights of women in conjunction with the approach based on intersectionality, interculturality, parity-based democracy and secularism to both the implementation of all the Goals and to the means of implementation will help to close the structural gaps in development and pave the way for women's equality and autonomy (ECLAC, 2016a). This initiative would be in line with the 2030 Agenda, even though not all the Sustainable Development Goals take a rights-based approach, because the preamble framing the Sustainable Development Goals establishes the responsibility of the States to respect, protect and promote human rights.

3. Empowerment and an approach based on women's rights and autonomy

Sustainable Development Goal 5 seeks to achieve gender equality and empower all women and girls but makes no reference to their rights and autonomy. For more than 20 years, in both the Programme of Action of the International Conference on Population and Development (1994) and the Beijing Platform for Action of the Fourth World Conference on Women (1995), the nexus between these concepts and their link to sustainable development have been clearly enunciated. The empowerment and autonomy of women and the improvement of their political, social, economic and health status are closely related, constitute ends in themselves and are essential for achieving sustainable development (United Nations, 1995a, para. 4.1, and 1995b, para. 181).

In this framework, the concept of empowerment[29] derives from the understanding that there are power relations that prevent women from leading fulfilling lives and they operate at many different levels of society, from the most personal to the most public (United Nations, 1995b, para. 181, and 1995a, para. 4.1). It is recognized that power relations prevent women from leading full and healthy lives, which is manifested in their limited ability to make decisions about their sexual and reproductive lives (United Nations, 1995a, paras. 4.1 and 7.3). Moreover, power relations are at the root of the unequal division of labour that limits women's time and participation in multiple spheres (United Nations, 1995b, para. 185). It is further recognized that violence against women is a manifestation of the historically unequal power relations between men and women (United Nations, 1995b, para. 118).

As a result, empowerment emerges from the need to transform gender-based power relations in the various spheres and contexts in which they manifest. Empowerment processes are individual and collective, they seek change in the distribution of material and symbolic resources and in opportunities and entail an increased capacity and power to take strategic decisions among individuals previously denied the opportunity to do so (Kabeer, 2008; Sen and Mukherjee, 2014; Gammage, Kabeer and Rodgers, 2016). Empowerment is also understood to be a power acquisition process in several regards —power over oneself, power to make autonomous decisions and also to be a bearer of power vis-à-vis others (Bareiro, 2016). In fact, the connection between the individual level and collective action is instrumental for transforming the processes and structures that reproduce the subordinate position of women (León, 2013).

In Latin America and the Caribbean, some critical challenges have been identified that are perpetuating the gender order and power inequalities and are expressed in both external conditions and endogenous characteristics connected to patriarchal socioeconomic and cultural structures. It is necessary to understand how socioeconomic inequality and poverty, the concentration of power and hierarchical relations, patriarchal cultural patterns and the unfair social organization of care interrelate with each other and are mutually reinforcing in order to dismantle these structures and processes and advancing towards substantive equality (ECLAC, 2016g).

Empowerment as a process and women's autonomy as a status are conditions for equality (Benavente R. and Valdés Barrientos, 2014). Empowerment processes help to amplify women's voices and are expressed in their ability to engage politically and tackle structural obstacles, while autonomy is the result of societal changes to expand women's spaces of freedom and reduce inequality gaps (ECLAC,

[29] Translations into Spanish of "empowerment" have been changing over time. In the Cairo Programme of Action, "empowerment" was translated as *habilitación* (United Nations, 1995a, para. 4.1), whereas in the Beijing Platform for Action it was translated as *potenciación* (United Nations, 1995b, para. 7).

2015a, p. 23). Women's autonomy is defined as the "capacity to take free and informed decisions about their lives, enabling them to be and act in accordance with their own aspirations and desires, given a historical context that makes those possible" (ECLAC, 2011, p. 9). From this perspective, gender inequality is tied to women's lack of autonomy. Lack of autonomy is considered to be the result of injustice, the poor distribution of power, income and time between men and women and the lack of recognition of women's rights by the political and economic elites (ECLAC, 2011).

Both ECLAC and the region's governments have set their gaze primarily on women's autonomy in its three dimensions. Economic autonomy is associated with the possibility of controlling assets and resources and freeing women from the exclusive responsibility of reproductive and care activities; physical autonomy refers to the capacity to freely decide on matters of sexuality, reproduction and the right to live a life free from violence; and decision-making autonomy involves full participation in decisions that affect the lives of women and the people around them.

It is incumbent upon governments to protect, respect and enforce the human rights of women and create conditions for their autonomy. In this regard, the ability of women and girls to effectively enjoy all their human rights and take free and informed decisions about their lives is the path to achieving autonomy. At the same time, women's autonomy in all spheres of life reinforces the conditions needed for them to exercise their rights and play an active role as citizens in the framework of parity-based democracies and sustainable development models.

B. Means of implementation of the 2030 Agenda and implementation pillars of the Montevideo Strategy

A review of the Earth Summit 20 years on noted that an essential element for understanding the gaps in implementing sustainable development commitments, especially in the smallest, least developed, and heavily indebted States, is related to the failure to fully meet international cooperation commitments on market access and financial and technological matters (ECLAC, 2012). In preparing the 2030 Agenda, the developing countries, and especially the countries of Latin America and the Caribbean, have made a point of redoubling commitments on the means of implementation taking into account the principle set forth in the Rio Declaration on Environment and Development on common but differentiated responsibilities and the obligations of the developed countries to cooperate and provide assistance in the framework of the global partnership for sustainable development.

As a result, Sustainable Development Goal 17 establishes means of implementation for all the Goals and contains commitments in areas such as finance, systemic issues, trade, technology, capacity-building and monitoring and accountability. In addition, each Sustainable Development Goal includes specific targets on the means of implementation. For example, Goal 5 contains three means of implementation targets, which are reinforced by Goal 17, to create the conditions necessary for achieving gender equality. These targets call for undertaking reforms to give women equal rights to economic and natural resources, enhancing the use of technology, in particular ICTs, and adopting laws and policies for gender equality and empowerment at all levels. It should be noted that treating the means of implementation as goals converts them into targets to be met and can lead to confusion about the ultimate purpose of the 2030 Agenda.[30] Along these lines, trade, property and competition are not ends in themselves and must be seen in the context of other rights and subject to reasonable regulation (United Nations, 2016c). Thus, it is important to distinguish between means and ends and complement the means of implementation targets with financial, technological and institutional policies and mechanisms that can overcome implementation obstacles and gaps to guarantee the rights and autonomy of women and move towards egalitarian and sustainable development models.

[30] On the implications of treating means as ends, see the analysis provided by Caliari (2013) in relation to Millennium Development Goal 8.

The States adopted the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, held in July 2015. That conference looked at progress and obstacles in applying the Monterrey Consensus (2001) and the Doha Declaration on Financing for Development (2008) but focused in particular on supporting implementation of the 2030 Agenda. It could have been an opportunity to move towards an integrated regulatory framework for promoting the global partnership for sustainable development and establishing financing commitments, but it failed to prioritize key development financing issues such as repositioning the United Nations to steer reform of the international economic and financial architecture and ensure equitable participation for developing countries. Moreover, the proposal to establish an intergovernmental tax body at the United Nations was not approved, with the result that "elite multilateralism" still prevails (Ocampo, 2011).[31] Consequently, the agreements of the Addis Ababa Action Agenda give priority to the mobilization of internal resources and contributions from the private sector to finance sustainable development.

At the regional scale, there are a multitude of agreements under the Regional Gender Agenda that focus on strengthening the role of States to create the structural conditions and the means, mechanisms and resources necessary for guaranteeing women's rights and achieving gender equality. The Montevideo Strategy makes progress towards operationalizing the agreements on implementation pillars and complements the means of implementation for the Sustainable Development Goals, with special attention to the specific needs and challenges facing the diversity of countries in the region, including the landlocked developing countries, small island developing States, middle-income countries, heavily indebted and vulnerable Caribbean countries and least developed countries.

The 10 implementation pillars of the Montevideo Strategy cover the normative framework, institutional architecture, participation, capacity-building, financing, communication, technology, cooperation, information systems and monitoring, evaluation and accountability. As with the 2030 Agenda, the commitments agreed under the Montevideo Strategy entail responsibilities and actions at different scales: international, regional, national, subnational and local. For example, regional and international cooperation efforts are needed to advance measures securing the right to development and to institute an international order conducive to generating the conditions needed to guarantee the rights of women in Latin America and the Caribbean.

At the same time, the means of implementation of the 2030 Agenda are complemented and deepened by the commitments associated with the implementation pillars of the Montevideo Strategy. The targets on finance and systemic issues under Sustainable Development Goal 17 dovetail with the implementation pillars on financing and cooperation. The technology targets (Goal 17 and target 5.b) are encompassed in the pillar on technology. Capacity-building is incorporated in the implementation pillars on institutional architecture and capacity-building and strengthening. The commitments set out in Goal 17 on data, monitoring and accountability are addressed in the pillars on information systems and monitoring, evaluation and accountability. Target 5.c overlaps with the pillar on the normative framework. In addition, the pillars of the Montevideo Strategy go further in highlighting two fundamental means for the full and effective implementation of public policies on equality and rights in Latin America and the Caribbean: participation and communication (ECLAC, 2016g).

Understanding the complementarities between the means and the pillars of implementation will contribute to the design of comprehensive, multi-scale policies for removing governance, financing, technological and regulatory obstacles that limit the scope of gender policies and for creating the international, regional and national conditions and generating the resources needed to fulfil the 2030 Agenda and the Regional Gender Agenda.

[31] Ocampo is referring to intergovernmental groups and ad hoc exclusive institutions led by developed countries that set policy in key areas such as global finance, trade and taxation. These entities have serious legitimacy problems. The Group of 20 (G20), Organization for Economic Cooperation and Development (OECD) and Financial Stability Board (FSB) are examples of elite multilateralism. Given developed countries' resistance to the proposal of establishing a tax body, OECD, an institution in which a majority of the region's countries are not represented, remains the standard forum for establishing fiscal cooperation rules.

1. Relationship between Sustainable Development Goals 17 and 10, financing for development commitments and the measures in the Montevideo Strategy

The targets corresponding to Sustainable Development Goals 17 and 10 and the commitments set in the Addis Ababa Action Agenda on systemic issues, multilateral rules on trade and investment and the mobilization of domestic and international resources from public and private sources have the potential to create an enabling international environment and financing channels to guarantee the rights of women and sustainability but could also impede progress towards Goal 5. To ensure that these agreements contribute to gender equality and women's rights, they should be analysed in depth and complemented by the commitments of the Montevideo Strategy.

(a) International economic and financial architecture and policy space

Even though the Sustainable Development Goals do not explicitly address the impacts of global economic and financial volatility on social inequality and women's rights, some of the targets are prerequisite conditions for tackling structural obstacles to gender equality, especially in developing and middle-income countries.[32] For example, the commitment to reduce global asymmetries and ensure enhanced representation and voice for developing countries in decision-making in global international economic and financial institutions was reaffirmed (target 10.6). The 2007-2008 financial crisis and the 2008-2013 euro crisis pointed to the systemic risks associated with the financialization of economies,[33] as well as the need for deep reform and democratization of the international financial architecture. However, the financial institution reform agenda has been minimal, and there have been considerably delays involved in implementing it (ECLAC, 2015b).

The full participation of the region's countries in the international economic and financial architecture is a necessary condition but insufficient on its own to spur the structural reforms that will steer finance towards the real economy and the sustainability of life (Carrasco and Tello, 2013). That requires an understanding of the macroeconomic dimension of gender inequalities, especially in unpaid care work. According to ECLAC, "The various economic approaches —whether more Keynesian or more neoliberal and despite the differences between them— focus exclusively on production, consumption and the distribution of goods and services, without considering labour and the many activities that fall outside the scope of the market. As a result, those analyses are not only partial but could also be erroneous. If only one part of the reality is taken into account and analysed but under the assumption that it forms the totality, there can be no assurance that the results —whether statistics or policies to be implemented— will be proper" (ECLAC, 2015a, p. 13). Yet, in addition to revealing the links between policies and the global macroeconomic environment and gender equality, political will is needed to prevent financial crises from recurring and mitigating their severity and deleterious impacts on rights, especially those of women and girls.[34]

With this in mind, at the regional level, the following commitment stands out: Promote the representation of Latin American and Caribbean countries, with delegations composed on the basis of parity, in global economic governance institutions that design and implement international norms on finance, trade and debt, and ensure that these norms are consistent with women's human rights (ECLAC, 2016g, measure 8.h). Equitable and democratic international governance is essential to creating a favourable macroeconomic environment for guaranteeing rights, promoting employment, redistributing care activities and transitioning towards sustainable development.

In the framework of globalization and the deficits characterizing global multilateralism, the space available to countries to implement sustainable development policies tends be restricted by the agreements and disciplines imposed by international institutions, especially in trade, investment and finance, and even

[32] See targets that create conditions for gender equality in figure I.1 and in the annex.

[33] This refers to the growing importance of financial markets, institutions and agents in the functioning of economies and their governance institutions, both nationally and internationally (Epstein, 2006).

[34] For more information on the gender-related impacts of the economic crisis in the region, see Montaño (2011), Espino and others (2012), Antonopoulos (2014) and UN-Women (2015).

industrial development and technology. Policy space refers to the ability and right of each country to evaluate the trade-off between the benefits of accepting international rules and commitments and the constraints posed by the loss of manoeuvring room (United Nations, 2008, para. 14).[35] Respecting and expanding policy space is necessary in order for countries to implement sustainable development policies based on respect for human rights and gender equality. By using policy space, governments can implement macroprudential regulatory instruments to prevent capital flight.[36] They can support sectors that are female-employment-intensive or protect female small producers against competition from transnational companies or offer specific incentives to them as suppliers in public procurement. The region's countries can also use policy space to implement gender-sensitive countercyclical policies that mitigate the impacts of crises and recessions, for example, by expanding public social spending in areas critical for women, upholding standard working conditions for women and mitigating the effects of speculation in food prices for female small producers and women living in poverty.[37] Accordingly, the fact that Sustainable Development Goal17 includes a specific target to respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development (target 17.15) is very important. Along these lines, the region's governments have made a commitment to evaluate the extraterritorial effects of legislation and policies and to harmonize their regulatory frameworks to respond to transnational issues such as financial volatility, taking into account the human rights of women (ECLAC, 2016g, measure 8.a).[38] They have even agreed to explore debt relief options for highly indebted and vulnerable Caribbean countries, promote solutions to address the debt overhang and guarantee the necessary resources for the implementation of the Regional Gender Agenda and the achievement of sustainable development (ECLAC, 2016g, measure 8.i).[39]

(b) Trade and investment regimes

In terms of trade, the Sustainable Development Goals have revisited some of the demands of the developing countries, such as implementing the principle of special and differential treatment for developing countries, particularly the least developed countries (target 10.a), and significantly increasing the exports of developing countries (target 17.11). It should be noted, however, that absent efforts to diversify and deepen productive structures, boosting exports will not necessarily lead to more sustainable and egalitarian development models. In other words, if a country in the region increases its exports based on industries that make intensive use of precarious female labour, it may mean meeting target 17.11 while impeding progress towards Sustainable Development Goal 5 on gender equality.

In addition, the Sustainable Development Goal to reduce inequality calls for efforts to encourage official development assistance and financial flows, including foreign direct investment (FDI), to States where the need is greatest (target 10.b). The region's experience demonstrates that although FDI is the main source of financing in the region, it tends to be procyclical, volatile and geographically concentrated in low productivity, natural-resource-intensive sectors. For example, between 2003 and 2013, greenfield investment accounted for 60% of total FDI. It is estimated that these investments were responsible for just 5% of net job creation in the region during that period. According to ECLAC, for every US$ 1 million invested, only one job is created in extractive activities, while the same investment creates two jobs in natural-resource-intensive manufacturing. These sectors accounted for about 47% of investment amounts

[35] The term "policy space" has been translated into Spanish in various ways. The Spanish version of this paper opts for *espacio de políticas*, reflecting usage in ECLAC publications. See ECLAC (2016e).

[36] Macroprudential regulatory policies help reduce systemic risks and strengthen capacity to mitigate external shocks caused by a highly unstable international financial system.

[37] See the report of the Secretary-General (United Nations, 2016d) on the importance of ensuring that macroeconomic policies contribute to achieving gender equality and the need to make countercyclical investments to protect the most vulnerable during periods of crisis, instability and recession. See also para. 42 (oo) of the Commission on the Status of Women (United Nations, 2014b), which states that policy responses to financial and economic crises and to excessive, volatile food and energy prices, should minimize negative impacts on gender equality and the empowerment of women, including on employment and funding for essential services and social protection systems.

[38] On the extraterritorial impacts of the policies, see United Nations (2010, arts. 12 and 36; 2013b, arts. 8 and 12; 2015b, para. 103; and 2016d, para. 6).

[39] On the topic of debt, the Addis Ababa Action Agenda represents a retreat from the agreements reached at previous conferences on financing for development, with a shift being made from a shared responsibility between creditors and debtors to prevent and resolve unsustainable debt situations to a scenario in which the latter shoulder the primary responsibility. The burden of the adjustment falls on the weaker party, a troubling development for the small island developing States of the Caribbean, given their debt levels (ECLAC, 2016e).

announced in investment projects during the 10-year study period. In addition, no evidence was found to confirm impacts on other aspects of employment quality, such as greater job stability or a greater participation of women in the workforce (ECLAC, 2014b, p. 14). Consideration must also be given to the financial outflows that the repatriation of profits means for the region. FDI profit repatriation has represented more than half of net FDI inflows on average since the 1990s and is a major contributor to current account deficits (ECLAC, 2015b). Thus, at the regional level, it seems more important to focus on the quality and the technology- and knowledge-transfer capacity of FDI and establish production chains in sectors that create quality jobs and contribute to the elimination of territorial and gender gaps in the labour markets, as well as getting the right regulations in place to achieve this. Otherwise, it seems very unlikely that these private flows will contribute to fair and sustainable development and the achievement of Sustainable Development Goal 5.

Consequently, it can be said that target 17.14, to enhance policy coherence for sustainable development, will help steer the international trade and investment apparatus towards sustainability and human rights. Along these lines, the governments agreed in the Addis Ababa Action Agenda of the Third International Conference on Financing for Development to craft trade and investment agreements with safeguards to protect the public interest (United Nations, 2015b). However, the existence of over 300 bilateral and regional trade agreements and over 3,000 bilateral investment treaties must be taken into account, as it would appear to be a major obstacle to achieving the Sustainable Development Goals. Various countries in the region have dealt with, and continue to deal with, lawsuits filed by investors in response to the implementation of sustainable development policies and policies to uphold the human rights of the population.[40] Owing to expansive interpretations of the terms "investment", "indirect expropriation", "fair and equitable treatment" and "legitimate expectations", investors have been able to sue States, even when the impugned legislation is meant to protect the public interest. Furthermore, the regulatory chill caused by investor-State dispute settlements has dissuaded many States from adopting health and environmental protection measures for fear that they will be sued (United Nations, 2016c). In response, the United Nations Conference on Trade and Development (UNCTAD) suggests that reforms are urgently needed to harness investment for inclusive and sustainable development and maximize synergies with human rights and environmental protection policies. Action is also needed to address the imbalance between the rights and obligations of States and investors and revise the investor-State dispute settlement system (UNCTAD, 2015).

The regional commitment to align macroeconomic, trade and investment policies with women's rights is a major step forward in this regard. It presents an opportunity to conduct ex ante and ex post evaluations of the impact of trade agreements on women's human rights and to amend them as necessary.[41] In so doing, it will help reverse the race to the bottom that is occurring with respect to labour, human rights and fiscal standards in a bid to attract FDI; address the imbalance between the rights and obligations of States and investors; and may even support production diversification and expansion and regional integration processes.

(c) Mobilization of domestic public resources and tax cooperation

Although the 2030 Agenda does not include a target to address the gap in financing for gender equality and women's rights policies, target 17.1 calls for strengthening domestic resource mobilization, including through international support to developing countries. Two points must be made with respect to this target. First, the international dimension of domestic resource mobilization strategies must be considered. Many of the region's countries have limited capacity to mobilize domestic resources owing to trade and financial liberalization policies that have lowered or eliminated tariffs and taxes, tax exemptions to attract FDI and lack of control of tax evasion and avoidance. Consequently, international cooperation to counter illicit financial flows (target 16.4) is crucial for mobilizing national resources as well as for reducing inequality within and among countries (Sustainable Development Goal 10). Second, revenue levels must be improved in the framework of progressive taxation. Otherwise, progress towards target 17.1

[40] See numerous examples of legal action brought before the International Centre for Settlement of Investment Disputes (ICSID) of the World Bank by foreign investors against countries in the region [online]: https://icsid.worldbank.org/en/Pages/about/default.aspx.

[41] For example, the megaregional negotiations could leave the governments of Latin America and the Caribbean with less leeway to decide for themselves their levels of labour or environmental protection and to ensure access to the Internet to promote education and innovation (ECLAC, 2016e).

could come at the expense of worsening social and gender inequality (targets 10.3, 10.4 and 5.c). To prevent regressive and gender biases, target 17.1 should be complemented by a regional commitment to adopt progressive fiscal policies from a gender equality and human rights perspective (ECLAC, 2016g, measures 5.a and 5.c).

In Latin America and the Caribbean, aside from the diversity of national tax structures, the countries have three characteristics in common: a narrow tax base, regressive tax systems and high levels of tax evasion. In terms of the regressive nature of the tax systems, on average, less than one third of tax revenue in the region comes from direct taxation, whereas the bulk of the burden falls on consumption and other indirect taxes (ECLAC, 2016h). This means that a disproportionate burden falls on the sectors with the least ability to contribute, and it represents a gender bias inasmuch as women are overrepresented in poor households and among informal workers, own-account workers and workers in small and medium-sized enterprises. Furthermore, the effective rates paid by individuals in the highest-income decile are very low because of a combination of factors such as tax evasion and avoidance, exemptions, deductions and the preferential treatment given to capital gains, which some countries do not tax and others tax at lower rates than earned income (ECLAC, 2016h). Thus, when States fail to combat tax evasion and avoidance on a large scale and rely heavily on regressive taxes, they end up benefiting the wealthiest individuals to the detriment of the rest of their citizens, especially low-income and poor women (Grondona, Bidegain and Enríquez, 2016).

In response to these challenges, the governments have agreed to strengthen regional cooperation to combat tax evasion and avoidance and illicit financial flows, and improve tax collection from the wealthiest and highest-income groups in order to have greater resources for gender equality policies (ECLAC, 2016g, measure 5.h). Moreover, in order to prevent the fiscal reforms that are being implemented in some of the region's countries from exacerbating gender inequalities, they have agreed to ensure that fiscal adjustment measures or budget cuts are in line with the principles of human rights and non-discrimination, bearing in mind that these measures should be temporary and used exceptionally for the duration of the crisis, and should avoid worsening women's poverty rates, increasing their burden of unpaid and care work, and reducing financing and budgets for equality policies and machineries for the advancement of women (ECLAC, 2016g, measure 5.d).

(d) Official development assistance (ODA)

Target 17.2 calls on developed countries to implement fully their official development assistance (ODA) commitments, and target 10.b also refers to encouraging ODA. The targets focus on ODA levels but not on ensuring that there are additional and predictable resources to finance the agenda, nor do they mention any timeline for implementation. It is important to recall that the net ODA provided worldwide by the member countries of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) averaged just 0.29% of gross national income (GNI) between 2000 and 2014 and was far below the agreed target of 0.7%. Without binding timelines, it seems implausible that the target will be met through the mobilization of additional and predictable resources. Furthermore, the proportion of ODA going to the region's countries is trending downward. Compared with other developing regions, the Latin American and the Caribbean share of ODA inflows diminished from 14% to 7.6% of the world total between 1960 and the start of the present decade (ECLAC, 2015c).

During negotiations of the Sustainable Development Goals and the Addis Ababa Action Agenda, the region's countries insisted that the criterion for allocating assistance to the countries based on per capita income was inadequate. In particular, they noted the diversity of the countries' productive and social structures and the different development restrictions, and they affirmed that the middle-income countries had the largest share of the region's poor. Although the Addis Ababa Action Agenda did not ultimately incorporate the proposal for a cooperation action plan for the middle-income countries, it does mention the need to devise methodologies to better account for the complex and diverse realities of this group of countries (United Nations, 2015b, para. 72).

It should be noted that DAC is revising the definition of official development assistance to account of the private financial flows that would contribute to sustainable development.[42] This proposal by OECD was incorporated into the Addis Ababa Action Agenda. In Addis Ababa, the governments committed to holding open, inclusive and transparent discussions on the modernization of the ODA measurement and on the proposed measure of "total official support for sustainable development". Importantly, however, they also affirmed that any such measure would not dilute commitments already made (United Nations, 2015b, para. 55).

In the Montevideo Strategy, the region's governments urge developed countries to meet their ODA commitments and ensure that such assistance is public, non-conditional, additional and predictable (ECLAC, 2016g, measures 8.e and 8.g). They also call for cooperation for middle-income countries, particularly highly indebted and vulnerable Caribbean countries, by defining comprehensive methodologies for classifying countries based on structural development gaps in order to evaluate levels of development and gender inequality more accurately and comprehensively (ECLAC, 2016g, measure 8.f).

(e) Private business sector

The 2030 Agenda gives the private sector a privileged role in its implementation and financing, promoting public-private partnerships and multi-stakeholder partnerships in two specific targets. Target 17.16 seeks to enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the Sustainable Development Goals in all countries, in particular developing countries. Target 17.17 aims to encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships. Private sector involvement and partnerships are also mentioned in a number of sections in the Addis Ababa Action Agenda, including in critical areas for women and girls, such as health, education, food and energy.

In the absence of binding regulatory frameworks to ensure transparency, respect for human rights, gender equality, environmental standards and accountability, these partnerships with the private sector can be problematic and even impede fulfilment of the Sustainable Development Goals. They come with risks associated with volatility and financing conditions, as well as possible fragmentation of the Agenda due to the promotion of multiple vertical funds that are not clearly integrated with human rights obligations and national development strategies. Other risks stem from the lack of mechanisms for preventing conflicts of interest arising from the private sector imperative of maximizing profits. Consequently, given the private sector's increasing level of participation in the development agenda, steps must be taken to prevent any weakening of the role of States as the principal guarantors of rights and as the parties responsible for implementing the Agenda and ensuring the necessary regulation of the private sector.[43] [44] The limited effectiveness of "self-regulation" in the private sector, including the voluntary rules for preventing human rights abuses by transnational corporations, prompted the Human Rights Council of the United Nations to create an open-ended intergovernmental working group, with the mandate to elaborate an international legally binding instrument on transnational corporations and other business enterprises with respect to human rights.[45] The report of the Independent Expert on the promotion of a democratic and equitable international order notes the anomaly that while businesses have secured privileged protection of their investments and have created privatized arbitral tribunals to

[42] For more information, see [online] http://www.oecd.org/dac/financing-sustainable-development/tossd.htm.

[43] For more information on the influence of the business sector on the 2030 Agenda and the possible implications of implementing the Sustainable Development Goals through public-private partnerships, see Pingeot (2014), Adams and Martens (2015), Romero (2015) and Martens and Seitz (2015).

[44] Granting the International Chamber of Commerce observer status in the United Nations General Assembly is an unprecedented decision that gives corporations a privileged place within the system. Governance at the United Nations, which is based on "one country, one vote", could be compromised in the future by the legitimized direct influence of the business sector. For more information, see Brunkhorst and Martens (2016).

[45] Human Rights Council resolution 26/9 was sponsored by Ecuador and South Africa and adopted by a vote of the Human Rights Council of the United Nations on 26 June 2014 (United Nations, 2014d). For more information on the open-ended intergovernmental working group, see [online] http://www.ohchr.org/EN/HRBodies/HRC/WGTransCorp/Pages/IGWGOnTNC.aspx.

enforce their view of the "law", there is no tribunal to protect governments from business abuse and no protection of individual victims from the negative consequences of business activities. That normative asymmetry must be corrected (United Nations, 2016c, para. 78).

It should be noted that the region's governments are reinforcing the role of the States in implementing the 2030 Agenda and the Regional Gender Agenda by adopting a set of measures to mobilize available and potential public resources at the national level and through regional and international cooperation. Moreover, they are reaffirming the role of the State in conducting due diligence to ensure that private actors do not discriminate against women. In this framework, it is recognized that the private sector must also be involved, especially the business sector, which must act in conformity with women's human rights and with labour, environmental, taxation and transparency standards (ECLAC, 2016g).

In conclusion, sweeping reforms in global economic governance are needed to build a fair and democratic international order that promotes an international enabling environment for equality and sustainable development, as well as to mobilize sufficient public resources for that endeavour. At the regional level, an analysis of the extraterritorial impacts of policies and productive integration will facilitate a transition from competition to cooperation in the areas of taxation, labour rights, environmental standards and women's rights. At the national level, the challenge is to design, implement and evaluate macroeconomic policies, particularly fiscal policies (income, spending and investment), from a gender equality and human rights perspective. Mechanisms for intersectoral and inter-institutional coordination are needed, especially between machineries for the advancement of women and ministries of the economy and foreign relations[46] to understand the linkages between all levels of the economy (macro, meso and micro) and the interrelationships between the productive sphere and the reproductive and care-giving sphere of life.

2. Connections between the means of implementation targets of Sustainable Development Goal 5 and the regional implementation commitments

Sustainable Development Goal 5 has three means of implementation targets that are meant to facilitate fulfilment of the thematic targets for equality and the empowerment of women and girls. The targets corresponding to means of implementation call for: (a) undertaking reforms to give women equal rights to economic and natural resources; (b) enhancing the use of enabling technology, in particular ICTs, to promote the empowerment of women; and (c) adopting legislation and policies for the promotion of gender equality and empowerment at all levels. The agreed commitments at the regional level supplement the targets and make it easier to understand and use them in light of regional priorities.

(a) Rights to economic and natural resources

In the 2030 Agenda, implementation target 5.a calls for reforms to be undertaken to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws (United Nations, 2015a, p. 18). This target is complemented by target 1.4, which proposes to ensure that all men and women, in particular the poor and the vulnerable, have equal rights to resources and basic services, and target 2.3, on secure and equal access to land and other productive resources and inputs (United Nations, 2015a). However, the targets corresponding to the Sustainable Development Goals on poverty and food (targets 1.4 and 2.3) are more ambitious on women's rights than target 5.a, which includes the qualifier "in accordance with national laws". The clause on sovereignty is meant to limit the scope of commitment, and in practice it could block the legislative reforms and policies needed to guarantee equality of rights.[47]

[46] See ECLAC (2016g, measures 5.a and 2.d).

[47] Sustainable Development Goal 5 is the only Goal that has two sovereignty clauses in its targets, one associated with women's economic rights (target 5.a) and the other associated with unpaid care and domestic work (target 5.4). The sovereignty clause came about as a result of pressure by some countries to scale back the ambition of the target. Meanwhile, target 5.6 refers to universal access to sexual and reproductive health and reproductive rights in accordance with the Cairo Programme of Action, the Beijing Platform for Action and the outcome documents of their review conferences. This wording was the result of intense negotiations, and though it is very important, it also reflects the failure to include an explicit reference to "sexual rights" in the 2030 Agenda.

The three aforementioned targets are consistent with the regulatory changes that most countries in the region have made. In recent decades, property laws and civil and family codes have been amended to guarantee equality of rights, access and control of resources. However, effective enjoyment of rights and real access to land and resources by women has not yet been realized (ECLAC, 2016a). In terms of land ownership in Latin America and the Caribbean, only 8% to 30% of individual land titles are held by women,[48] most women-led production units are small and women own poorer-quality land in comparison with men (FAO, 2013). This situation restricts their access to other productive and financial assets as well as to mechanisms for adapting to climate change. Rural women receive just 10% of total loans, and there is a gap of between 2 and 10 percentage points with men in terms of access to technical assistance (FAO, 2015).

There is also a need to explore some of the structural determinants of this situation that are associated with other Sustainable Development Goals, such as Goals 17, 10 and 2. Fragmented and minority access by women occurs in a context of increasing concentration and foreign ownership of land in Latin America and the Caribbean (FAO, 2014a). As the Committee on the Elimination of Discrimination against Women notes in its general recommendation No. 34 on the rights of rural women global food, energy, financial and environmental crises have led to the increased sale and leasing of land owned by the State or other actors to local, national and foreign investors. Such agreements, often accompanied by expropriations, have put rural women at risk of forced eviction and increased poverty and have further diminished their access to and control over land, territories and natural resources, such as water, fuelwood and medicinal plants. Displacement negatively affects rural women in multiple ways, and they often suffer gender-based violence in that context (United Nations, 2016e, para. 61).

Therefore, at the regional level, it is important to ensure not only regulatory progress but also effective enforcement, mainly for specific groups of women, such as rural, indigenous and Afrodescendent women.[49] Looking towards 2030, there is a need to look at how real access to resources, beyond being a right in itself, contributes to the redistribution of unpaid care work (target 5.4) and tends to eliminate all forms of violence against women and girls (targets 5.1 and 5.2).

(b) Technology

Technology development and transfer was one of the means of implementation agreed upon at the 1992 Rio Summit. In the years since, cooperation has been encouraged between States for purposes of scientific and technological knowledge-sharing and the development, adaptation, dissemination and transfer of technologies for sustainable development, but there has not been much progress. Intellectual property rules have been one obstacle. In Latin America and the Caribbean, asymmetries in technology development and capacity with respect to the international frontier (external gap) have not diminished in recent decades, and this is a key factor in understanding the disparities in productivity.[50] In turn, the external gap collides with the internal gap because technical progress, technology and innovation opportunities are not distributed uniformly across the different sectors and agents in an economy (Bárcena and Prado, 2016). In this process, women are overrepresented in the lowest-productivity sectors with the highest levels of precariousness and informality and least contact with technology and innovation (ECLAC, 2016a).

Sustainable Development Goal 5 includes an implementation-related target that calls for enhancing the use of enabling technology, in particular ICTs, to promote the empowerment of women (target 5.b). This target should be complemented with other technology-related targets in the 2030 Agenda and with regional commitments to ensure that it does, in fact, contribute to reducing the gender gap and external

[48] See Gender and Land Rights Database (FAO, 2017).

[49] In Latin America and the Caribbean, there are approximately 121 million people living in rural areas, or roughly 20% of the total population. Of these rural dwellers, 48% are women (58 million) and about 20% are indigenous (24 million) (ECLAC, 2016a).

[50] The external gap refers to the productivity gap of Latin America and the Caribbean with the benchmark economies on the technological frontier. The scale of the external gap is determined by the nature of the link between technological development and production transformation. The absence of technological convergence with the international frontier is indicative of a specialization pattern in which few activities make intensive use of technology (ECLAC, 2016e).

gap while facilitating progress towards development that is socially, environmentally and economically sustainable. Technology, as a means of implementation, should encompass policies and mechanisms for the development, transfer and dissemination of technology, as well as equitable access and use of it.

The Montevideo Strategy broadens this scope to encompass not only access but also the use and development of technologies with a gender perspective as part of efforts towards a new productive and technological paradigm. The corresponding measures include a commitment to design and execute specific programmes to close the gender gaps in access, use and skills in science, technology and innovation, and encourage the parity-based participation of women in this area (ECLAC, 2016g, measure 7.d).[51] Consideration must also be given to the type of technology to promote, in order to contribute not only to productive diversification in innovative sectors but also to environmental sustainability and the reduction of inequality gaps in their various manifestations.

The technological changes that are occurring are not only producing a disruptive effect on the productive sectors but are also having an impact on the appropriation of natural resources and traditional knowledge, the labour market, health and social relations, making way for new forms of social mobilization and control and surveillance. The precautionary principle of the Rio Declaration on Environment and Development states, that where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation (United Nations, 1992). To contend with this challenge, the governments agreed to include in the Montevideo Strategy specific measures on technology that reflect the precautionary principle and call for the creation and transfer of technology from a gender perspective. There is a commitment to carry out ex ante and ex post assessments of the effects of technologies with respect to women's issues and gender equality in such areas as women's employment, health, the protection of the ancestral knowledge of indigenous women, and harassment and violence through technological means (ECLAC, 2016g, measure 7.a).

Along the same lines, in the framework of the United Nations Technology Facilitation Mechanism,[52] there is an agreement to encourage commitments regarding access to and the exchange, transfer and dissemination of technology under favourable, concessional and preferential conditions, and promote multidimensional evaluation to ensure that technology transfers are safe, socially appropriate, environmentally sustainable, and in keeping with commitments relating to women's rights and gender equality (ECLAC, 2016g, measure 7.e).

(c) Laws and policies for gender equality and empowerment at all levels

Target 5.c corresponding to Sustainable Development Goal 5 calls for the adoption and strengthening of sound policies and enforceable laws for the promotion of gender equality and the empowerment of all women and girls at all levels. The breadth of the target is a strength for enabling the means of implementation in the region and tackling several of the structural obstacles to gender equality such as insufficient financing and institutional resistance to mainstreaming the gender perspective and women's rights at all policy levels, including the macroeconomic level. However, there is also the risk that the target will be overly general and unable to clearly guide implementation, especially because, for example, there is no mention of the need to have sufficient and sustainable resources in place for gender equality and women's rights policies.

[51] The agreements of the twelfth session of the Regional Conference on Women in Latin America and the Caribbean advanced the ambitious agenda on ICTs and gender equality. In line with target 5.b, they recognize States' responsibility to make the investments needed to ensure that ICTs contribute to enhancing the economic, political and physical empowerment of women, preventing the creation of new gaps (Santo Domingo Consensus, para. 22, ECLAC, 2016f). In addition, the governments agreed to ensure full access to these technologies and their use by women and girls 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 (Santo Domingo Consensus, para. 34, ECLAC, 2016f).

[52] One of the concrete commitments of the Addis Ababa Action Agenda was to establish the Technology Facilitation Mechanism, which the developing countries had been requesting since the Rio+20 Conference. The steps to follow to implement the technology-related targets of Sustainable Development Goal 17 (targets 17.6, 17.7 and 17.8) include the creation of an annual intergovernmental meeting with government, civil society and private sector participation to strengthen multilateral governance in this area and study issues such as access, transfer, evaluation and intellectual property.

Despite the progress made on gender equality policies following the adoption of the Beijing Platform for Action, the actors with a stake in implementing equality policies, especially of an economic nature, have not exerted sufficient political will to gain access to political-institutional and budget resources. The lack of resources, combined with the cultural resistance of decision makers and programme operators, threatens to erode the institutional stability of machineries for the advancement of women and weaken progress on women's rights (ECLAC, 2015a). According to the Gender Equality Observatory for Latin America and the Caribbean, the region's 2015 budget acts show a very sizeable improvement in the visibility of items intended to close gender gaps. In 22 of 24 countries, there are items to fund machineries for the advancement of women, and 8 of these countries show spending on policies to combat violence against women (ECLAC, 2017a). Explicit allocations for gender equality policies can only be identified in the central government budgets of Brazil, Chile, Colombia, Mexico and Peru (ECLAC, 2016a).

The obstacles to implementing gender equality laws and policies can be overcome by meeting the commitments adopted under the Regional Gender Agenda and especially the Montevideo Strategy on the normative framework, institutional architecture and financing. The region's governments have agreed to design and execute plans on gender equality with non-transferable and sufficient budgets and targets engaging different sectors and levels of government (ECLAC, 2016g, measure 1.e); strengthen machineries for the advancement of women and gender equality bodies in sectoral ministries by providing sufficient technical, human, political, administrative and financial resources (ECLAC, 2016g, measures 2.b and 2.c); and establish mechanisms for intersectoral and inter-institutional coordination, especially between machineries for the advancement of women and planning and budgeting units (ECLAC, 2016g, measure 2.d). These commitments provide a roadmap for achieving target 5.c that takes into account the region's institutional challenges.

In summary, a broader vision of the implementation-related targets of Sustainable Development Goal 5 is needed, complemented by Goal 17 targets and the measures provided under the implementation pillars of the Montevideo Strategy, in order to ensure that they contribute significantly to achieving gender equality and realizing women's rights and autonomy in Latin America and the Caribbean. The asymmetries in global governance, financing gaps and challenges involved in translating regulatory and institutional progress in the region's countries into real change in the lives of women necessitate a comprehensive approach to the means of implementation.

C. The Sustainable Development Goals and regional commitments on women's rights and autonomy

The centrality of gender equality and women's rights as a condition for sustainable development was reaffirmed internationally and regionally at the 1992 Rio Conference, which established that the full participation of women is essential to achieve sustainable development (United Nations, 1992, Principle 20). However, this premise has been challenged by various actors over the years and during the 2030 Agenda negotiations in particular. The active participation of feminist and women's organizations in that process was crucial to ensuring that there was no retreat from the commitments made, to promote the adoption of Sustainable Development Goal 5 and to mainstream and include gender equality and women's rights as a crosscutting element in the various goals and targets.

In fact, the Goals and targets linked to gender equality and women's rights are based on and complement the commitments of the United Nations conferences from the "the policy-setting decade of development" (ECLAC, 2016e). In this regard, the explicit recognition in the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action (United Nations, 2015a, para. 11) is particularly important as a lesson on the importance of avoiding fragmentation, duplication or oversimplification of the agendas and monitoring thereof.

Meanwhile, the agreements of the governments of Latin America and the Caribbean on critical dimensions for gender equality and women's autonomy can be grouped into measures to guarantee the different categories of rights: the right to a life free of violence and discrimination; sexual and reproductive rights; economic, social and cultural rights; civil and political rights; and collective and environmental

rights (see figure II.1) (ECLAC, 2016a). Within each category of rights, commitments on various dimensions of inequality are identified that involve different State and non-State actors. Moreover, the indivisible nature of the rights is expressed in the adoption of measures promoting synergistic actions in relation to different rights and dimensions critical for women and development.[53] The diversity, depth and ambition that characterize the commitments agreed over the past 40 years as part of the Regional Gender Agenda enrich the Sustainable Development Goals and guide the implementation of policies to tackle the structural causes of gender inequality.

1. The thematic targets of Sustainable Development Goal 5 and their regional correlate

The thematic targets for achieving gender equality and empowering all women and girls are linked to the agreements of the Regional Gender Agenda aimed at guaranteeing human rights and overcoming structural obstacles to equality by 2030.

In order to end all forms of discrimination and violence against all women and girls (targets 5.1, 5.2 and 5.3) and guarantee their right to a life free of discrimination and violence, discriminatory and violent patriarchal cultural patterns and the culture of privilege must be changed. Furthermore, moving beyond these patriarchal patterns is essential for universal access to sexual and reproductive health (target 5.6) and especially for guaranteeing sexual and reproductive rights. Recognizing and redistributing unpaid care and domestic work (target 5.4) is needed in order to overcome the sexual division of labour and the unfair social organization of care, while ensuring women's full and effective participation (target 5.5) is essential for transitioning towards parity-based democracies.

(a) Elimination of all forms of discrimination and violence against women and girls

One of the major advances of the 2030 Agenda over the Millennium Development Goals is the incorporation of specific targets to: (a) end all forms of discrimination against all women and girls everywhere (target 5.1); (b) eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation (target 5.2); (c) eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation (target 5.3); (d) 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 (target 10.2); (e) ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard (target 10.3); (f) significantly reduce all forms of violence and related death rates everywhere (target 16.1); (g) end abuse, exploitation and trafficking (target 16.2); and (h) promote and enforce non-discriminatory laws and policies for sustainable development (target 16.b).

Achieving these targets is especially important for Latin America and the Caribbean. The region's governments have noted a resurgence in the past few years in discriminatory and violent patriarchal practices, discourses and cultural patterns that restrict the full exercise of sexual and reproductive rights, and the recognition of different forms of family, sexual diversity and gender identity. For example, the discrimination and violence that lesbian, gay, bisexual, trans and intersex (LGBTI) persons face by reason of their sexual orientation and gender identity are evident in the obstacles they encounter in access to health care, good-quality employment, legal forms of union and family composition, and identity registration (ECLAC, 2016g). It is estimated that the life expectancy of trans women in the region is between 30 and 35 years of age. According to the data collected by the IACHR, 80% of trans persons killed during a 15-month period were 35 years of age or younger (IACHR, 2015). In addition, according to official data provided by the region's countries to the Gender Equality Observatory for Latin America and the Caribbean at ECLAC, a total of 2,089 women in 25 countries were victims of feminicide in 2014 (ECLAC, 2016a).

[53] See subparagraphs 1 (xxiv) and 1 (xxv) of the Quito Consensus, for example (ECLAC, 2016f).

During the Regional Gender Agenda's 40-year history, the region's governments have made a number of commitments to guarantee the right to a life free of all forms of discrimination and violence. These regional commitments reflect a broad vision and promote measures on various fronts, including to end institutional violence in health services, especially obstetrical violence, workplace harassment and political and administrative violence and Internet harassment, as well as to eradicate and punish sexist, discriminatory and racist content in communications media, software and electronic games. Progress is also being made to put explicit measures in place for all individuals facing gender-based discrimination, including girls, adolescent girls, young women, older women, indigenous and Afrodescendent women, rural women, women with disabilities and LGBTI persons (Santo Domingo Consensus, para. 80, ECLAC, 2016f).

In recent years, new regulatory frameworks have been adopted in the region to prevent, punish and eradicate gender violence. However, this has not led to a decline in violence. Moreover, the evidence suggests that once new legislation is adopted, the main challenges is to provide access to justice, formulate public policy and create institutions capable of effective enforcement (ECLAC, 2015a). The implementation pillars in the Montevideo Strategy, mainly on the institutional architecture, financing, participation and accountability, provide specific measures for tackling these obstacles. Comprehensive and crosscutting public policies are needed to subvert power relations rooted in discrimination, violence and inequality, so the goal of ending all forms of discrimination and violence against women and girls can be achieved in the next 15 years.

(b) Recognition and redistribution of unpaid care and domestic work

Another important component of the Sustainable Development Goals compared with the Millennium Development Goals is the call to 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 (target 5.4). This target is in line with progress in the region under the Regional Gender Agenda.

For the region's countries, the redistribution of unpaid work is not only a target on the Agenda but also one of the pillars for achieving gender equality by 2030 in Latin America and the Caribbean. The persistence in the region of the division of labour based on unequal gender-based power relations and the unfair social organization of care has major implications in terms of the equality gap between men and women, between women of different socioeconomic levels and between countries and territories. Many Latin American and Caribbean women form part of global care chains in which, given the lack of engagement by men, care work is transferred from one woman to another (ECLAC, 2016g). Care work is transferred in accordance with the social hierarchy based on gender, class and place of origin (Pérez Orozco, 2014).

The region's governments recognize the importance of considering the productive and reproductive dimension of development processes and changing the division of labour, which have created a disproportionate burden on women and structural gender inequalities that perpetuate the cycle of poverty, marginalization and inequality (Santo Domingo Consensus, para. 19, ECLAC, 2016f). Consequently, care is recognized as a right and, therefore, as a responsibility that must be shared by men and women, diverse forms of families, private companies and the State (Santo Domingo Consensus, para. 57, ECLAC, 2016f). Public services and social protection policies must be implemented, and sufficient resources must be provided to conduct time-use surveys, create satellite accounts for unpaid work and institute policies and programmes to reconcile productive and reproductive life, and to promote shared responsibility at various levels. From a regional perspective, progress towards the fair organization of care is essential for achieving the entire 2030 Agenda.

(c) Parity-based participation in decision-making

The target aimed at ensuring women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life (target 5.5) helps guarantee women's civil and political rights and their autonomy in decision-making. It constitutes real progress over the Millennium Development Goals, inasmuch as it not only focuses on the number of women in the national legislatures but also ensures their full and effective participation at all levels of decision-making, including management levels.

The equal opportunity approach proposed in target 5.5 is complemented regionally by commitments on parity-based democracy and equal rights and outcomes. Regional agreements call for measures to promote gender parity as a matter of national policy. They promote the adoption of parity laws and the creation of enforcement mechanisms and political leadership training, especially for young, rural, indigenous and Afrodescendent women and LGBTI people. The measures are aimed at dismantling the various obstacles to parity participation (e.g. increasing burden of unpaid work, political harassment and lack of resources, time and networks) and cover not only the political sphere but also academia, science, technology, the social sphere and unions. Specific measures are established to strengthen the active participation of women's and feminist organizations and movements as a cornerstone for the democratization of political life and societies.

Owing to reforms in the executive and legislative branches and in electoral systems, more women are involved at the decision-making levels of public life in the region. The implementation of quota and parity laws (16 in Latin America and 2 in the Caribbean) has led to a sizeable increase in the participation of women. Nonetheless, on average, the rate of female participation does not exceed 30% at any level in the region's executive and legislative branches (ECLAC, 2016a). These representation gaps exist against an unstable backdrop in the region, with states of exception and democratic deficits. In the Montevideo Strategy, the governments recognized a tendency towards the concentration of political and economic power in the region, a resurgence of antidemocratic positions and cultures of authority and tutelage over women's bodies, which limit both women's autonomy and the development of society overall. It is especially worrying to see that, at the same time as channels are opening up for participation of civil society in public life, women human rights defenders and social protest are being criminalized in contexts of socio-environmental conflicts, and in a framework of impunity.

Democratizing political, socioeconomic and cultural regimes and transforming gender relations by dismantling the androcentric understanding of the human being and exercise of power are key. Moving towards parity democracies is another pillar for achieving equality by 2030 (ECLAC, 2016g).

(d) Sexual rights and reproductive rights

The 2030 Agenda represents a major step forward in acknowledging that neither gender equality nor the guarantee of a healthy life within a framework of sustainable development can be achieved without recognizing the women's sexual and reproductive autonomy. It urges efforts to ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences (target 5.6). Under the health Goal, the Agenda is to 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 (target 3.7). It further aims to reduce the global maternal mortality ratio to less than 70 per 100,000 live births by 2030 (target 3.1) and end the AIDS epidemic (target 3.3).

The Regional Gender Agenda and the Montevideo Consensus on Population and Development go even further in recognizing the central role that a woman's ability to fully exercise her sexual and reproductive rights has in achieving sustainable development. In addition to recognizing those rights, priority measures are established to help accelerate attainment of the Sustainable Development Goals by tackling the most pressing challenges in the region. For example, the region has agreed to promote, protect and guarantee the complete fulfilment of the sexual 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 (Santo Domingo Consensus, para. 69, ECLAC, 2016f).

In line with the actions proposed in target 3.7, the plan is to strengthen health systems, by endowing them with budgetary, monitoring and accountability mechanisms to ensure universal access to expanded sexual health and reproductive health services of better quality and wider coverage. Progress is also made in incorporating the gender and rights perspective in order to ensure timely, specific and comprehensive information and education and the provision of free contraceptives for all people, particularly for women in the poorest sectors and those subject to the worst forms of social exclusion, and for young persons and adolescents of both sexes (Santo Domingo Consensus, para. 70, ECLAC, 2016f).

The Regional Gender Agenda calls for action to ensure, in cases where abortion is legal or decriminalized in national legislation, the existence of safe, good-quality abortion services for women (Santo Domingo Consensus, para. 78, ECLAC, 2016f; and Montevideo Consensus, para. 42, ECLAC, 2013b). It also urges States to consider amending their laws and regulations relating to the voluntary termination of pregnancy in order to protect the lives and health of women and adolescent girls (Montevideo Consensus, para. 42, ECLAC, 2013b) and to review laws that punish women who have undergone abortions (Brasilia Consensus, para. 6.f, ECLAC, 2016f). These commitments are instrumental for achieving target 3.1, inasmuch as the high rates of maternal mortality in the region are due largely to difficulties in obtaining access to proper sexual health and reproductive health services or due to unsafe abortions (Montevideo Consensus, ECLAC, 2013b).

Ending the epidemic of HIV/AIDS by 2030 also requires firm commitments, such as providing financial resources for prevention and early detection and guaranteeing universal access to full treatment of HIV/AIDS, particularly for women, girls, adolescents, young people, orphans and vulnerable children, migrants and individuals experiencing humanitarian emergencies, incarcerated persons, indigenous and Afrodescendent persons and women with disabilities, as well as eliminating stigma and discrimination (Montevideo Consensus, ECLAC, 2013b and 2016f).

The implementation pillars of the Montevideo Strategy, particularly those addressing the normative framework, institutional architecture, financing, information systems, participation and accountability, provide specific measures for overcoming obstacles to the implementation of policies guaranteeing sexual and reproductive rights.

To conclude, it is important to note that the thematic targets of Sustainable Development Goal 5 are mutually reinforcing and deepened by the agreements comprising the Regional Gender Agenda. Full implementation of these targets will advance the entire Agenda.

2. Relationship between Sustainable Development Goal 5 and other Sustainable Development Goals in the region

The targets for achieving gender equality and guaranteeing the rights and empowerment of women and girls are present in the various measures of the 2030 Agenda in areas such as poverty, health, food and nutrition, education, social protection, employment, mobility, infrastructure and climate change. The Regional Gender Agenda complements these targets with commitments to guarantee the human rights of women, particularly their economic, social and cultural rights and their collective and environmental rights.

(a) An end to poverty in all its forms

The Goal of ending poverty in all its forms everywhere (Sustainable Development Goal 1), along with its targets, represents major progress over the Millennium Development Goal of halving the proportion of people living in extreme poverty, as measured by income, by 2015. Poverty is understood as a systematic weakening of rights. Its multidimensional nature is addressed by incorporating targets that are intended not only to reduce income poverty (target 1.1) but also to ensure social protection for all (target 1.3), guarantee rights and access to economic resources and basic services (target 1.4) and reduce vulnerability to climate-related extreme events and social and economic disasters (target 1.5). The Goal also recognizes the link between gender inequality and poverty and sets targets to reduce at least by half the proportion of women living in poverty in all its dimensions (target 1.2) and implement pro-poor and gender-sensitive development strategies (target 1.b). The principle of equality and universality of rights is reflected in the scope of this Goal's targets, which cover all people, stating explicitly in several places that measures are meant for "all men and women". Target 1.a proposes to ensure the mobilization of resources, including through international cooperation for developing countries, in order to implement programmes to end poverty.

Taking a multidimensional approach to eradicate poverty and positioning this goal as an integral part of development strategies dovetails with the region's priorities. Overcoming socioeconomic inequality and poverty is one of four pillars for achieving gender equality by 2030 (ECLAC, 2016g).

Latin America and the Caribbean has met Millennium Development Goal 1 and made even greater strides in reducing poverty and indigence over the past decade but has lost momentum on this front in recent years, so much so that the poverty rate is now forecast to rise. At present, 28% of the region's population (168 million people) live in poverty (ECLAC, 2016e). Notably, the progress of the past decade has been distributed unequally between men and women.[54] An analysis of poverty rates for men and women between the ages of 20 and 59 shows that on average in the region's countries, women are seeing fewer gains in terms of poverty reduction. The femininity index of poor households increased by 11 percentage points, from 107.1% in 2002 to 118.2% in 2014. This means that in 2014, for every 100 men living in poor households in the region, there were 117 women in the same situation.[55] In addition, as of 2014, one in three women over the age of 15 in Latin America did not have her own income, compared with one in ten men (ECLAC, 2017b).[56] There are also large territorial gaps, with women who undertake unpaid agricultural work on family farms making up the majority of the 40% of women in rural areas of Latin America who do not have their own income, compared with 11% of men without own income (ECLAC, 2016a).

If time poverty were considered in the analysis, the gap would be even wider. Incorporating this consideration would mean looking at poor households not only in terms of lack of income but also lack of time to perform domestic chores, especially those associated with the care activities mainly handled by women. If both lack of income and lack of time were taken into account (as opposed to lack of income only), the poverty rate would rise from 6.2% to 11.1% of households in Argentina, from 10.9% to 17.8% in Chile and from 41% to 50% in Mexico (Antonopoulos, Masterson and Zacharias, 2012).[57] It is, therefore, important to evolve in the understanding of multidimensional poverty from a gender perspective, and measuring time poverty is a key tool in this regard. It presents an opportunity to challenge the measurement of poverty in monetary terms using instruments that treat the household as the unit of observation and to help dismantle the assumption that income is equitably distributed among all members of a household.

Evidence shows that both in periods of falling poverty and in periods of stagnant poverty, women continue to be more affected by poverty than men, especially at critical productive and reproductive ages of life. Therefore, if gender gaps are not analysed and duly considered, any efforts to achieve target 1.1, to eradicate extreme poverty for all people, and especially target 1.2, to reduce by half the proportion of men and women living in poverty in all its dimensions, will not be sufficient on their own to reduce the femininity index of poverty in the region.

Although the target to reduce people's exposure and vulnerability to extreme events (target 1.5) does not mention women specifically, the evidence for the region demonstrates that it should be implemented from a gender perspective. Various agreements under the Regional Gender Agenda provide a guide for this type of approach. Given the nexus between poverty and climate-related extreme events, the governments have agreed to tackle gender vulnerability factors in addressing the risks inherent to natural and anthropogenic disasters and emergencies, and design gender-sensitive prevention and response strategies to ensure the protection of women and girls. Special reference has been made to guaranteeing access to good-quality health services, including sexual and reproductive health services, during and after disasters and in cases of emergency (Santo Domingo Consensus, paras. 96, 97 and 74, ECLAC, 2016f). A positive synergy is thus established between SDGs 1, 5 and 13.

Target 1.5 also recognizes the link between economic shocks, poverty and vulnerability. At the regional level, it aims to ensure that fiscal adjustment measures or budget cuts are in line with the principles of human rights and non-discrimination (ECLAC, 2016g, measure 5.d). This is an important commitment that addresses the link between macroeconomic policies, gender inequalities and poverty. It can also guide

[54] The reduction of income inequality over the past decade has not been accompanied by a more equitable distribution of capital and labour, as measured by the functional distribution of income (ECLAC, 2016e).

[55] The femininity index of poor households reflects the percentage of poor women aged 20-59 years compared with the proportion of poor men in the same age demographic, adjusted by population structure (ECLAC, 2017c).

[56] The indicator for lack of own income among women reflects the existence of women who, despite living in non-poor households, have no resources of their own and could fall into poverty as the result of a change in the family structure (divorce, widowhood, migration) (ECLAC, 2016a).

[57] In the case of Argentina, the data correspond to the city of Buenos Aires, and in the case of Chile, to Santiago.

implementation of target 1.b for implementing pro-poor and gender-sensitive development strategies. Preventing gender bias in fiscal policies and even promoting countercyclical policies with a gender focus is essential for achieving Sustainable Development Goal 1.

(b) Social protection from an approach based on rights and gender equality

Target 1.3 seeks to implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable. Elements for comprehensive and universal social protection have also been incorporated into other goals. For example, target 5.4 proposes to address unpaid care and domestic work through social protection policies, and target 10.4 calls for adopting social protection policies and progressively achieving greater equality. Other elements for comprehensive social protection are described in other targets: protection from exposure to economic and environmental disasters (1.5), food security and nutrition (2.1 and 2.2) and employment and decent work (8.5, 8.6, 8.7 and 8.8).

The region's governments have evolved in their understanding of the gender biases in social security and protection systems. Seeking to eliminate such biases, and in line with the 2030 Agenda, they have agreed to 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 (Santo Domingo Consensus, para. 58, ECLAC, 2016f). This commitment takes into account the importance of advancing towards universal coverage of comprehensive and good-quality social security and protection systems, to which end it emphasizes the need to eliminate gaps between contributory and non-contributory models of social protection and gender gaps in the labour markets. It also considers the various risks as well as needs faced by women in all their diversity and at all stages of life. It calls for public, solidary and universal types of financing as a way of preventing the segmentation and stratification of social protection.

The evidence from the region demonstrates the importance of taking an integrated approach that considers the rights perspective (Cecchini and Rico, 2015) and thereby creating positive synergies between the targets on poverty, social protection and gender equality. For example, the burden of unpaid care work borne by women limits their ability to take advantage of educational and labour opportunities and interrupts their employment histories and, therefore, conditions the type of access they have to the social protection benefits that come with employment. Furthermore, due to labour segregation in the labour markets, women are overrepresented in informal, precarious jobs that pay less and have lower rates of enrolment in social security. On average in the region, women are less likely to be enrolled in retirement and pension schemes and draw amounts that are almost one-fifth less than those received by men (ECLAC, 2016a). Without decisive action, these gaps could grow even wider, considering the aging population in some countries in Latin America and, especially, the increase in the proportion of women among older adults.

Women living in poverty and indigence have been the de facto beneficiaries of cash transfer programmes in the region, mainly in their capacity as mothers. Although the impact of these programmes on women and girls depends on programme coverage, transfer amounts and the associated conditionalities, it would be fair to say that the programmes have provided access to monetary income and other benefits of public institutions. However, the programmes have not managed to challenge the sexual division of labour or the role of women and mothers as caregivers. Accordingly, the recommendation is to avoid reproducing discriminatory treatment by mainstreaming a gender perspective into the programmes' design to revise the profile of social materialism, and even by considering whether to remove conditionalities and by promoting the principle of co-responsibility (ECLAC, 2016a). It is important to draw on these lessons learned during the implementation phase of the 2030 Agenda and ensure that gender equality policies are aligned with social protection policies.

(c) Right to education for all throughout life

The Goal to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all is among the most ambitious on the Agenda. The rights perspective is incorporated in the sense that all people are included and there are measures to guarantee equality and non-discrimination. The various targets are aimed at eliminating gender disparities at all levels of education, ensuring equal access to relevant, quality education at the pre-primary, primary, secondary and post-secondary levels, with content on human rights and gender equality.[58] This represents significant progress over the Millennium Development Goals, which proposed universal primary education and the elimination of gender disparities in primary and secondary education.

There are high levels of access to primary education for girls and boys in the region, though structural factors reflecting the many types of inequality persist. The region's net enrolment rate at the primary level is estimated at almost 94% for 2015, but it has hovered around that level since 2000. It is important to note that the rate of access to primary education is slightly lower for girls than for boys, whereas girls access secondary and tertiary education at the same or at an even higher rate than their male peers. Moreover, in recent years, secondary coverage has expanded but inequalities in access, progression through and completion of secondary education remain a challenge for the region, especially when income levels and area of residence are taken into account. There are also major challenges in terms of the quality of education (ECLAC, 2015c).

In this regard, full implementation of the different targets set for Sustainable Development Goal 4, especially those linked to the quality of education, is a fundamental step for guaranteeing rights, reducing inequality and ending the cycle of intergenerational poverty. For example, target 4.1 seeks to ensure that, by 2030, all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes. Target 4.5 would 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, by 2030.

The target that seeks to ensure that all girls and boys have access to quality early childhood development and pre-primary education (target 4.2) is essential not only for promoting their development but also for reducing women's care-related workload. Implementation of this target will contribute to the target calling for the provision of services and infrastructure for unpaid care work. And both targets on care services can play a fundamental role in overcoming obstacles to the full participation of young women in social, economic and political life. Currently in the region, about 30 million adolescents and young people aged 15-29 years (22% of the youth population) are cut off from the education system and the labour market. Young women are overrepresented in this group (73%), and over half of the young people who neither work nor study are engaged in unpaid care and domestic work (ECLAC, 2016a). Accordingly, these targets may help eliminate gender disparities in education and ensure that adolescents and young women in the region complete their schooling (targets 4.1, 4.3, 4.4 and 4.5), have greater access to decent work and employment opportunities (targets 8.5 and 8.6) and participate in political and economic life (target 5.5).

Lastly, it is important to take note of target 4.7, which calls for ensuring that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development. Based on experience in the region, access is not a one-time achievement, but rather, quality education and relevant content with vocational training must be offered at all stages of life in order to advance towards more just and sustainable societies. At the same time, although the target does not mention comprehensive sexuality education or education for the transformation of sexist and discriminatory cultural patterns, those measures are priorities that have been reflected in the agreements of the Regional Gender Agenda and the Montevideo Consensus on Population and Development, and they continue to be priorities for the region.[59]

[58] See targets 4.1, 4.2, 4.3, 4.5, 4.6, 4.7 and 4.a.

[59] Santo Domingo Consensus, para. 79 (ECLAC, 2016f), and Montevideo Consensus, paras.11 and 14 (ECLAC, 2013b).

(d) Productive, quality employment for all women

One of the main advances of the 2030 Agenda is the inclusion of employment and decent work as an integral element of sustainable development. Whereas an inadequate target on employment was included in the Millennium Development Goals well after they were launched, the 2030 Agenda explicitly incorporates the topic of employment with rights. Along with economic growth, industrialization and technological innovation, employment with rights fosters development policies geared towards innovative production (ECLAC, 2015c, p. 81).

Target 8.5 refers, in particular, to 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. Target 8.8 calls for protecting labour rights, in particular for women migrants and those in precarious employment. Both targets can be linked with targets to reduce inequalities. For example, target 10.3 focuses not only on guaranteeing equal opportunity and but also on reducing inequalities of outcome by eliminating discriminatory laws. Target 10.4 refers to adopting policies, especially fiscal, wage and social protection policies, to achieve greater equality.

This set of measures is especially important for Latin America and the Caribbean. The combination of growth in employment and real wages, as well as in minimum wages, has been an important factor driving the reductions seen in poverty and informality during the 2002-2014 period. However, gender gaps in participation, employment, income, formalization and access to social protection continue to be structural features of labour markets in the region. Moreover, in the current context of economic slowdown and uncertainty, poverty indexes are rising and gender gaps appear to be becoming more entrenched. According to estimates by ILO (2016), the regional unemployment rate increased by 1.5 percentage points in 2016 to an average of 8.1% of the population (25 million unemployed people). The largest rise in unemployment was seen among women, who are unemployed at a rate approaching 10% (9.8%). In terms of age, young people experienced the biggest increase in unemployment, and the gap between young people and adults widened to a ratio of 3:1. Meanwhile, informality started to rise again in 2015, and estimates put the number of women and men working in the informal sector at 134 million people in 2016 (ILO, 2016).

Although the wage gap has narrowed in recent years, it remains significant. Women aged 20-49 working in paid employment for 35 hours or more per week and live in urban areas of Latin America receive, on average, 83.9% of the pay that men get. In addition, the longer the period of study, the larger the gender pay gap becomes (ECLAC, 2016a). When earnings per hour worked are analysed by gender and race/ethnicity, indigenous and Afrodescendent women are at the bottom of the earnings scale, even after controlling for education (ECLAC, 2016c). The lack of correlation between women's educational levels and reductions in gender, age and race/ethnicity gaps in the labour market bear out the structural nature of discrimination in Latin America and the Caribbean.

These gender gaps can largely be explained by the link between two key factors: (i) the unfair and unequal social organization of care; and (ii) the heterogeneity of productive structures in the region. Linking the decent work targets with the target to recognize unpaid care and domestic work is a crucial step in ensuring that gender biases are not reproduced. The costs of increasing labour participation by women in the region have been individually and privately assumed by women. According to the report reviewing implementation of the Beijing Platform for Action in the region, public policies have fallen short in terms of improving access to the labour market for women and guaranteeing a permanent place for them throughout the stages of life, which puts them at a clear disadvantage to their male counterparts when it comes to having a full career path with equal pay, as well as the right to a pension so they can face old age independently and with dignity (ECLAC, 2015a, p. 76).

Meanwhile, linking the decent work targets with the target to promote inclusive and sustainable industrialization and foster innovation is essential for advancing towards progressive structural change with gender equality. The structural heterogeneity that characterizes the region's countries means that there are major labour productivity differences between and within sectors, with women holding subordinate positions in the occupational structure. At present, 79% of employed women are concentrated in three low-wage, low-productivity sectors (services, commerce and agriculture) (ECLAC, 2016a).

Structural heterogeneity refers not only to technology and productivity divergence but also to its link with gender inequalities, territorial disparities and the environmental gap (ECLAC, 2016e). Transforming the region's structural heterogeneity will require coordinating macroeconomic and fiscal policies with industrial, social and environmental policies (ECLAC, 2014a and 2016e). Furthermore, creating jobs (of good quality) for women within the existing patterns of productive specialization and in the context of the fourth technological revolution is an important challenge looking ahead to 2030.

(e) Infrastructure, mobility and use of public space for women's autonomy

The Goal to build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation (Sustainable Development Goal 9) is essential for advancing productive diversification in sectors that make intensive use of knowledge and good-quality employment for men and women, as well as for undertaking an equitable reorganization of productive and reproductive work.

With this in mind, target 9.1, to develop infrastructure to support economic development and human well-being, with a focus on affordable and equitable access for all, has the potential to either reproduce or reverse gender gaps. To reduce gender inequalities, it must be implemented in coordination with other infrastructure-related targets corresponding to other goals. Chief among these are the targets for providing public services and infrastructure to redistribute unpaid care and domestic work (target 5.4), ensuring access for all to adequate, safe and affordable basic services and upgrading slums (target 11.1) and achieving access to adequate and equitable sanitation and hygiene, paying special attention to the needs of women and girls (target 6.2).

Importantly, the Goal on water and sanitation incorporates a rights-based perspective by seeking to guarantee universal and equitable access to safe drinking water, sanitation and hygiene. The Goal mentions affordability, equity, participation and sustainability as criteria. Target 6.b proposes to support and strengthen the participation of local communities in improving water and sanitation management. Equitable access, democratic control of water sources and the right of women in the communities to participate in decision-making are fundamental objectives that should be pursued in coordination with target 5.5 to ensure the full and effective participation of women. Against a backdrop of escalating socio-environmental conflicts in the region, ensuring that mechanisms are in place for prior and informed consultation with indigenous communities, and especially with women, on water use, control and management is essential.

Sustainable Development Goal 6 also takes into account the principle of equality and non-discrimination, as reflected in target 6.2, which explicitly states the need for access to adequate and equitable sanitation and hygiene, paying special attention to the needs of women and girls.[60] Access to adequate services for women and girls is not only fundamental in the home but also in schools, health and educational centres and public spaces. It is important to note that due to the sexual division of labour, women and girls continue to have primary responsibility for collecting and transporting water when it is not available in the home. Therefore, guaranteeing access to safe and adequate water and to sanitation has a major impact in terms of reducing the burden of and time spent on unpaid work, as well as promoting the health and safety of women and girls (positive synergy between the targets corresponding to Sustainable Development Goals 5 and 6).

It is true that the region as a whole has halved the proportion of people without sustainable access to safe drinking water, with coverage having increased from 85% in 1990 to an estimated 95% in 2015 (ECLAC, 2015c). Over the same period, sanitation coverage expanded from 67% to 83%. Yet, these targets are still relevant. Although the region has a large supply of water, nearly 34 million people remain without access to improved drinking water sources, and over 106 million lack improved sanitation facilities (ECLAC, 2015d). In El Salvador, Guatemala, Nicaragua, Panama, Peru, Saint Vincent and the Grenadines and Suriname, between 60% and 80% of the population has access to sanitation, whereas in

[60] According to the Human Rights Council, the lack of access to adequate water and sanitation services, including menstrual hygiene management, and the widespread stigma associated with menstruation have a negative impact on gender equality and the human rights of women and girls (United Nations, 2014c).

Haiti and the Plurinational State of Bolivia, the rate is less than 50%. Furthermore, the averages compiled for sanitation and water access and quality conceal the sizeable gaps that exist between territories and income quintiles (ECLAC, 2015d).

These territorial and income gaps, in turn, intersect with gender gaps to create conditions that exclude women. Rural women have less access not only to water and sanitation but also to education, health and care services. In many cases, they must cover very long distances, without the benefit of public transportation, to perform the tasks of rural life (carrying firewood or water) and also make do with less infrastructure and technologies when doing household chores (electricity, water and sanitation, washing machines, vehicles) (Scuro and Bercovich, 2014, p. 43). In this regard, the governments already agreed, in the Quito Consensus, on the need to implement measures and policies that take into account the linkages between social and economic vulnerabilities, including lack of access to water and sanitation, as they relate to the possibilities that women, especially the poorest women, have to participate in politics and paid work (ECLAC, 2016f).

There are two targets that mention mobility and the use of public space by women. Target 11.2 recommends providing access to safe, accessible and affordable transport systems, with special attention to the needs of women, and target 11.7 calls for universal access to safe, inclusive and accessible green and public spaces, in particular for women. These targets take a needs-based approach, but from the regional standpoint, progress is needed towards recognizing the rights of women to the city and habitat.[61] The fact that the gender perspective is largely absent in the design of strategies for territorial planning, infrastructure, mobility and use of public space has consolidated the unequal and segmented use of cities by men and women. Given the urbanization trends forecast for the next 15 years in the region, reducing gender gaps in mobility, use of public space and services, socioeconomic residential segregation and time use is an imperative.

Some studies in the region point to a link between the perception of insecurity and gender relations. When women are afraid, they retreat from public space or make less use of urban amenities and facilities, and they may even alter their routes. In other words, they redefine and restrict the way in which they engage with and move through the city in terms of time and space (Segovia, 2009). In addition, a significant percentage of women who use public transport and associated infrastructure experience various types of aggressions frequently and repeatedly in their daily lives. In cities like Bogota, Mexico City, Lima and Santiago, at least six of every ten women have suffered acts of sexual harassment and/or abuse in public spaces, especially on public transit. This primarily affects adolescent and young women, students and workers from the middle- and lower-middle strata who ride the various modes of public transport on a daily basis, most of whom do not have efficient alternatives for getting around the city (Rozas and Salazar, 2015).

Access for women and girls to safe, affordable and accessible transport systems not only will help to reduce gender violence but also is essential for progress towards other targets that deal with access by women and girls to education, employment and health and caretaking services, among other areas.

Lastly, full implementation of the 2030 Agenda will require action to strengthen social and productive infrastructure in a number of areas: electricity, water and sanitation, housing, transport, care, education, health and physical and virtual connectivity. This, in turn, will mean strengthening public investment and monitoring policies to privatize public goods and services and management modalities based on public-private partnerships to gauge the impact on equality gaps based on gender, race/ethnicity, income and territory. In addition, the gender and environmental perspective will need to be mainstreamed into planning and management around land use, mobility, access and use of infrastructure, requiring an integrated approach to the design, implementation and evaluation of policies, as well as to accountability.

[61] According to Falú (2016), the various conferences convened by the United Nations and the Feminist Encounters in Latin America and the Caribbean have made it possible to forge a Latin American feminist agenda over the last several decades that includes the right of women to the city and habitat.

(f) Sustainable food and agriculture

Sustainable Development Goal 2 seeks to end hunger, achieve food security and improved nutrition and promote sustainable agriculture. This represents substantial progress over the Millennium Development Goals inasmuch as it takes a more holistic approach to the problems affecting food systems in a globalized world and the challenges in terms of how food is produced, processed and sold, who has access to it and how. The means of implementation targets address structural obstacles such as the impact of agricultural export subsidies (target 2.b) and the need to regulate food commodity markets in order to limit extreme food price volatility (target 2.c). At the same time, from the gender perspective, malnutrition is addressed on a continuum, taking into account the specific needs of women and girls suffering from undernourishment as well as those facing increasing rates of overweight and obesity. These aspects, which are linked to food access, quality and production, continue to be fundamental concerns for the region.

The Millennium Development Goal target of halving the proportion of people who suffer from hunger by 2015 has been met in the region. According to official data, the proportion of the population existing on less than the minimum calorie intake level has continued to fall, from 14.7% in the three-year period corresponding to 1990-1992 to 5.5% in 2014-2016 (ECLAC/FAO/ALADI, 2016). Despite the fact that the region is a net producer and exporter of food, 34.3 million people go hungry.[62]

Stunting remains a serious problem for the region, with harmful effects during pregnancy, lactation and the first years of life for boys and girls. In Latin America and the Caribbean, 6 million children are affected by stunting (UNICEF, 2016). Inequality gaps mean that delayed growth is three times more prevalent among children in the poorest quintiles and two times more prevalent among children in rural areas, compared with their urban peers (UNICEF, 2017). Meanwhile, 3.8 million children in Latin America and the Caribbean are overweight (7.1% of children). In addition to the "dual burden of malnutrition" (undernourishment and overweight), the region must contend with "hidden hunger", which refers to deficiencies of micronutrients that are essential for physical and cognitive development. Anaemia, caused by iron deficiency, affects 44.5% of children and 22.5% of women of childbearing age in the region (FAO, 2015). Young people and adults are also increasingly obese and overweight. In 2014, 57.3% of the population over 18 years was overweight or obese, with more women affected than men (61% and 54%, respectively) (ECLAC/FAO/ALADI, 2016).

Therefore, targets 2.1 and 2.2 remain relevant and should be part of a comprehensive strategy to support the production and distribution of, and access to, quality food from a rights, sustainability and equity perspective. The CELAC Plan for Food and Nutrition Security and the Eradication of Hunger 2025, which was adopted by the CELAC member governments, is a step in this direction. The regional targets include the commitment to completely eradicate hunger by 2025, earlier than the global commitment set in Sustainable Development Goal 2.

Sustainable Development Goal 2 links food and nutritional security to sustainable agriculture. It facilitates analysis of productive and social structures in rural areas, their linkage with production and consumption patterns (Goal 12) and resource use (Sustainable Development Goal targets on land and water degradation, loss of biodiversity and forests, climate change) and their impact in terms of inequality (Goal 10), especially gender inequality (Goal 5). A systemic understanding is needed of how progress towards one Sustainable Development Goal can be detrimental to progress towards another. There are adverse effects associated with food production and consumption patterns that must be addressed. The expansion of the agricultural frontier has put pressure on ecosystems, in the form of biodiversity losses, deforestation, soil degradation and water contamination. In addition to endangering the availability and quality of natural resources for present and future generations, this trend has had a particularly deleterious effect on the daily lives of individual people, especially family farmers and indigenous communities (FAO, 2014b).

[62] Latin America and the Caribbean accounts for 58% of the global production volume of coffee, 52% of soybeans, 29% of sugar, 26% of beef, 22% of poultry and 13% of maize (ECLAC/FAO/ALADI, 2016). Yet, the averages belie inequalities: in the 2014-2016 period, the undernourishment rate averaged less than 5% in South America, while hunger affected 6.6% of the population in Central America and 19.8% in the Caribbean. Haiti accounts for a full 75% of the undernourished population of the Caribbean (FAO, 2015).

Target 2.4 seeks to ensure the sustainability of food production systems and the implementation of resilient agricultural practices that help maintain ecosystems, strengthen capacity for adaptation to climate change and improve land and soil quality. Changes in land use, especially as a result of large monoculture plantations and extensive livestock ranching, are a major source of greenhouse gas emissions. Accordingly, the agriculture and livestock sectors have an important role to play in combating climate change (Sustainable Development Goal 13). In addition, the environmental footprint resulting from the use of technologies (agrochemicals, pesticides and inorganic fertilizers) must be reduced (FAO, 2014b).

Another way to contribute to the sustainability of food and agricultural systems is by reducing food loss and waste. In Latin America, 34% of food for human consumption is lost or wasted,[63] which totals 223 kilograms of food per year per person, an amount that could feed 300 million people (ECLAC/FAO/ALADI, 2016).

Target 2.3 seeks to double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, ranchers, shepherds and fishers, through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value-adding and non-farm employment. In the most unequal region in the world, this target could help reduce gaps between the agribusiness sector, which concentrates resources, technology and markets, and the sector comprising small farmers, indigenous peoples and fishers whose production is for own consumption or the local markets.[64]

Target 2.c, related to implementation, is aimed at limiting extreme food price volatility, which along with commodity price volatility, is a factor driving poverty and food insecurity dynamics. When food prices are high, inflationary pressures reduce the purchasing power of individuals, and this has a disproportionate effect on women, who are overrepresented in poor households, which spend a larger percentage of income on food. For example, changes in the cost of the basic food basket account for between one third (Costa Rica for the period 2007-2010) and two thirds (Peru for the period 2010-2013) of the variation in the percentage of the population living in extreme poverty (Medina and Galván, 2014, cited in ECLAC, 2016e, p. 118). Notably, though, since 2014, food and commodity prices have been trending downwards (ECLAC/FAO/ALADI, 2016).

The Regional Gender Agenda recognizes the significant contribution made by women in their diversity to the productive and reproductive dimensions of the economy and to the preservation of knowledge and practices for sustaining life, especially for food and nutrition security and sovereignty.[65] The commitments are ambitious in promoting food sovereignty, considering the impact of the food, energy and financial crises on women and the negative impact of climate change and natural disasters on productive development, time use by women, especially in rural areas, and their access to employment.[66] The agenda calls for recognizing the economic value of the unpaid agricultural and subsistence work performed by rural and campesino women,[67] ensuring women's access to productive assets, including land and natural resources, and their access to productive credit, technology, markets, inheritance and capital assets under equal conditions.[68] It also includes agreements to guarantee the right of rural women to live a life free from violence and racism,[69] access to good-quality health services, including sexual and reproductive health services, especially during and after disasters and in cases of emergency,[70] among other synergistic measures.

[63] With respect to food losses, 13.4% occur during production, 7.5% during post-harvest, 5% during preparation and packaging, 4.1% during distribution and 3.7% at the point of consumption (ECLAC/FAO/ALADI, 2016).

[64] See the 2016 report on mega mergers of corporations that control agricultural inputs (seeds, pesticides, fertilizers and agricultural machinery and equipment) (ETC Group, 2016).

[65] See the preamble to the Quito Consensus and the preamble to the Brasilia Consensus (ECLAC, 2016f).

[66] See the preamble to the Brasilia Consensus (ECLAC, 2016f).

[67] See para. 1 (m) of the Brasilia Consensus and the preamble to the Quito Consensus (ECLAC, 2016f).

[68] See para. 1 (xviii) of the Quito Consensus, para. 1 (l) of the Brasilia Consensus and paras. 40 and 59 of the Santo Domingo Consensus (ECLAC 2016f).

[69] See paras. 99 and 100 of the Santo Domingo Consensus (ECLAC, 2016f).

[70] See para. 74 of the Santo Domingo Consensus (ECLAC, 2016f).

(g) Gender equality and women's rights in the response to climate change

The focus of Sustainable Development Goal 13 is on taking urgent action to combat climate change and its impacts. Although, historically, Latin America and the Caribbean has not been a major driver of climate change, the region is extremely vulnerable to the consequences of the phenomenon due to its geographical location, biodiversity, reliance on natural resources and socioeconomic conditions. It is responsible for 9% of global emissions (4.2 $GtCO_2$-eq in 2011). The main source of emissions in the region is the energy sector (electricity and heating, manufacturing and construction, transport, other activities that use fossil fuels and fugitive emissions), which accounts for 42% of the region's total emissions, followed by agriculture (28%) and changes in soil use and forestry activities (21%) (ECLAC, 2015e). This structure of emissions is closely associated with the patterns of productive specialization in the region's countries, which primarily make intensive use of natural resources and fossil fuels but little use of knowledge, clean technology or employment (especially female employment). Moreover, new areas of private consumption are expanding in the region, with an emphasis on consumption of goods and services, such as automobiles, which also have a heavy carbon footprint (ECLAC, 2014a).

As for the effects of climate change, there has been an increase in the frequency of extreme climatic events, with some recurring more often in certain subregions. In the Caribbean, for example, storms are the most common phenomenon followed to a lesser extent by flooding, whereas in Central America, floods are the most frequent event, followed by storms, while extreme temperatures and drought have become more prevalent in the past two decades. In South America, flooding is the main extreme climate event, although extreme temperatures have increased in prevalence since the 2000s (FAO, 2015).

Target 13.b, related to implementation, aims to promote mechanisms for raising capacity for effective climate change-related planning and management in the least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities. Meanwhile, target 1.5 seeks to build resilience and reduce exposure and vulnerability to climate-related extreme events and environmental disasters.

These two targets advance a combination of climate change mitigation and adaptation strategies that are designed from a gender perspective. Resilience is linked to the capacity to absorb shocks and buffer against the negative consequences of climate change. For example, owing to the unequal, gender-based power dynamic, rural, indigenous and campesino women have less access to and control of land and productive resources but have primary responsibility for food and nutrition and caretaking activities in the family and for collecting water and energy for the household. Therefore, existing inequalities tend to exacerbate women's vulnerability to climate change and their ability to adapt and respond to it. Women, primarily those who live in rural areas or who are in the lowest quintiles of the income distribution, suffer the impacts of changes in temperature and precipitation patterns. They are especially affected by extreme events such as flooding, storms, droughts and water and food scarcity and are more exposed to disease. Women are more likely than men to lose their lives as a result of injuries sustained during floods, hurricanes or earthquakes (ECLAC, 2016a).

However, the relationship between gender equality and climate change mitigation strategies is an area that has been less explored. Mitigation means taking action to reduce greenhouse gas emissions. Thus, analysis is needed on how the gender order relates to the dominant patterns of production, consumption, energy use and technology. This line of inquiry, in turn, will facilitate analysis of the contributions that women make to mitigate climate change, in their capacity as producers, workers and consumers, as well as researchers in the field of clean and safe technology and energy and women involved in public policy.

Along these lines, it should be noted than an analysis of 190 intended nationally determined contributions (INDCs)[71] found that just 64 mention gender equality or women. In over half of those cases, the reference is to women as a vulnerable group. Moreover, the references to gender equality or women

[71] Intended nationally determined contributions (INDCs) are commitments assumed by both developed and developing countries to reduce greenhouse gas emissions under the United Nations Framework Convention on Climate Change. To consult the contributions, see [online] http://cait.wri.org/indc.

are more often made in relation to adaptation (27 countries) than to mitigation (12 countries). Fewer mentions still are made in relation to implementation of commitments (8 countries) and capacity-building (5 countries). Meanwhile, one third of the countries mention gender equality in a cross-cutting manner (WEDO, 2016).

The incorporation of the gender perspective and the participation of women in climate change adaptation and mitigation and the management of water, safe, clean and affordable energy sources and ecosystems are essential for advancing the gender equality agenda in Latin America and the Caribbean. Regionally, the governments recognized in the Brasilia Consensus that climate change and natural disasters can have a negative impact on productive development, time use by women, especially in rural areas, and their access to employment (ECLAC, 2016f). With the Santo Domingo Consensus, they went a step further, defining policies to tackle gender vulnerability factors in addressing the risks inherent to natural disasters and designing a model for an emergency network to contribute to the prevention of violence, the safe care and recovery of female survivors of assault, and responses to emergencies and natural or anthropogenic disasters (Santo Domingo Consensus, paras. 96 and 97, ECLAC, 2016f).

Although the region's governments make some references to the topic in the Regional Gender Agenda, climate change adaptation and mitigation must be more systematically incorporated into equality priorities, taking into account the specific needs of the different subregions. Accordingly, synergies must be cultivated between the Regional Gender Agenda, the Sustainable Development Goals and the United Nations Framework Convention on Climate Change.

At its twenty-second session, the Conference of the Parties to the Convention adopted a decision on gender and climate change (Decision 21/CP.22) which encourages Parties to include information on how they are integrating gender considerations into reports on their climate policies, and to appoint a national gender focal point for climate negotiations, implementation and monitoring. At the multilateral level, the decision calls for the development of an action plan for the implementation of gender-related mandates and for information on the integration of gender considerations to be included in the annual reports for the Conference of the Parties prepared by the Financial Mechanism. Moreover, the decision on the third comprehensive review of the implementation of the framework for capacity-building in developing countries under the Convention (Decision 16/CP.22), invites the Paris Committee on Capacity-building, in managing the 2016-2020 work plan, to take into consideration cross-cutting issues such as gender responsiveness, human rights and indigenous peoples' knowledge (UNFCCC, 2017). These various commitments constitute an opportunity to create synergies between INDCs and gender equality plans and policies. They also offer an opportunity to break "glass walls" (ECLAC, 2011) and establish inter-institutional coordination between the institutions tasked with addressing climate change and the machineries for the advancement of women.

In summary, this section has analysed the challenges and priorities for gender equality and women's rights in Latin America and the Caribbean through the lens of several goals and targets encompassing the economic, social and environmental dimensions of sustainable development. The clear lesson is that if policies are to be transformative and effective, the entire State structure must make a commitment to gender equality, women's rights and sustainable development.

III. Final remarks

The 2030 Agenda promotes a global framework in which gender equality and women's rights and empowerment are a cornerstone of sustainable development. The targets associated with the Sustainable Development Goals include specific commitments to equality and women's rights in the social, economic and environmental dimensions of sustainable development. Not only are goals and targets set but also the means for achieving them and commitments for implementation at the local, subnational, national, regional and international levels. Thus, this framework represents an opportunity to profoundly change the way in which development is conceived, as well as the way in which public policies on equality are designed and implemented in Latin America and the Caribbean.

Progress towards new styles of development in Latin America and the Caribbean involves balancing the economic, social and environmental dimensions of sustainable development, reducing asymmetries in power between countries and between countries and corporations, and creating enabling structural conditions for sustainability and equality. It also entails recognizing the essential role that States play in guiding development processes towards the guarantee that all women will be able to fully exercise all their human rights. This means addressing: (a) the indivisibility of the rights of women and girls, including their sexual and reproductive rights, their economic, social and cultural, civic and political rights, and their collective and environmental rights; (b) the need to subvert intersecting structural inequalities based on gender, race/ethnicity, age, sexual orientation, gender identity, socioeconomic level, territory and other characteristics; (c) the importance of dismantling the unfair social organization of care, patriarchal cultural patterns and androcentric biases of economic, social and cultural systems; and (d) the recognition of planetary boundaries and the urgent need for productive diversification into knowledge-intensive sectors, as a way to provide environmentally sustainable, quality employment for men and women.

With this in mind, the Regional Gender Agenda establishes public policy commitments to advance in the direction of structural change for equality and sustainability. Accordingly, the full and effective implementation of the Regional Gender Agenda through the Montevideo Strategy offers a roadmap for achieving the Sustainable Development Goals that takes into account the region's priorities and challenges.

In terms of public policy, it is essential to move forward with the design and implementation of integrated, multidimensional policies from a perspective of gender equality and women's human rights. The structural feature of gender inequality and the way in which it intersects with other inequality gaps cannot be fully addressed by an approach based on the vulnerability or the inclusion of women. Rather,

an approach is needed in which the State is the guarantor of individual and collective rights, of equality and sustainability. Regional data show that development policies that fail to take this approach tend to perpetuate and reproduce gender inequalities, instead of reversing them, as illustrated, for example, by the rates of feminization of poverty and the fact that women's education levels are not correlating with reductions in labour market gaps. The aforementioned approach is, therefore, fundamental to ensuring that progress towards some Sustainable Development Goals is not achieved by means that impede progress on others, especially with respect to the goals and targets linked to gender equality and women's empowerment and autonomy. Indeed, an approach rooted in rights and the interrelationships between the Sustainable Development Goals will generate positive synergies and ensure that progress towards some targets will contribute to progress on others.

The Sustainable Development Goals also offer an opportunity to consider public policies on equality in light of obstacles associated with the means of implementation. In a new sustainable development paradigm, the hierarchal asymmetry between the institutions that handle economic, social, environmental and gender equality policies would need to be resolved. Commitments are urgently needed to strengthen machineries for the advancement of women, their hierarchical positions, budgetary resources and ability to engage with political actors and social and feminist organizations. Within this new paradigm, gender equality policies are not limited to social policies; rather, a gender perspective must be mainstreamed into environmental, economic, infrastructure, technology and climate change adaptation and mitigation policies. Therefore, gender equality plans must be aligned with national sustainable development strategies in the medium and long term. To do this, the "glass walls" that are keeping implementation fragmented will have to be smashed and taken down so that effective and sustainable mechanisms for intersectoral and inter-institutional coordination can be installed in their place.

In addition, the transition to fair and sustainable development strategies in the region will require deep transformations in global economic governance and financing patterns. At present, the countries of Latin America and the Caribbean transfer a net flow of resources to the developed countries owing to the absence of controls on illicit financial flows, tax exemptions and preferential treatment for capital gains, as well as the repatriation of profits from foreign direct investment (FDI) flows. Meanwhile, women are financing and sustaining national and international economies through the unpaid care and domestic work that they perform and their role in global care chains. The redistributive impact of social spending in the region continues to be limited, in part due to the regressive, gender-biased tax structures that predominate in the region.

Therefore, even in a regional context of slowdown and a global context of uncertainty and volatility, there is fiscal space to forge a new compact to mobilize sufficient public resources for sustainable development and reduce the financing gap for gender equality and women's rights. Strengthening regional cooperation to combat tax avoidance and evasion and illicit financial flows and improve revenue collection from the wealthiest, highest-income groups in order to channel greater resources into gender equality policies is a commitment that the governments have assumed in the framework of the Regional Conference on Women in Latin America and the Caribbean, which is also promoting positive synergies between Sustainable Development Goals 5, 10, 16 and 17.

The Regional Conference on Women in Latin America and the Caribbean plays a fundamental role in aligning implementation of the 2030 Agenda with the Regional Gender Agenda. The challenge in this next context is not only to strengthen the thematic expertise of each subsidiary body of ECLAC but also to set up coordination mechanisms as part of an integrated framework for sustainable development based on equality. Along these lines, the Forum of the Countries of Latin America and the Caribbean on Sustainable Development is a crucial space for analysing the positive synergies between goals and targets and the potential extraterritorial impacts in the medium term and for ensuring consistent implementation of the 2030 Agenda. It therefore follows that monitoring of the 2030 Agenda should not be reduced to a summary compilation of national reports focusing on sectoral implementation of the Sustainable Development Goals at the country level. More than in its content, the innovation of the 2030 Agenda lies in the potential for an integrated and systemic approach. Accordingly, monitoring, evaluation and accountability activities should consider the interrelationships between targets, the scale of implementation and the enabling conditions for tackling political, economic and institutional obstacles, both regionally and globally, to advance towards equality, sustainability and guaranteed human rights for women in Latin America and the Caribbean.

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Annex

Annex
Sustainable Development Goal targets linked to gender equality and women's rights (full text)

Sustainable Development Goal	Targets which explicitly mention gender equality or women's rights	
Goal 1 No poverty	1.1	By 2030, eradicate extreme poverty for all people everywhere (currently measured as people living on less than US$1.25 a day)
	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
	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
	1.4	By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance
	1.b	Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions
Goal 2 Zero hunger	2.1	By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round
	2.2	By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons
	2.3	By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment
Goal 3 Good health and well-being	3.1	By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births
	3.2	By 2030, end preventable deaths of newborns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births
	3.3	By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases
	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
	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
Goal 4 Quality education	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 and quality technical, vocational and tertiary education, including university
	4.4	By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship
	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
	4.6	By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy
	4.7	By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development
	4.a	Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all

Sustainable Development Goal	Targets which explicitly mention gender equality or women's rights	
Goal 5 Gender equality and women's empowerment	5.1	End all forms of discrimination against all women and girls everywhere
	5.2	Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation
	5.3	Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation
	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
	5.5	Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
	5.6	Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences
	5.a	Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws
	5.b	Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women
	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 6 Clean water and sanitation	6.1	By 2030, achieve universal and equitable access to safe and affordable drinking water for all
	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
Goal 7 Energy	7.1	By 2030, ensure universal access to affordable, reliable and modern energy services
Goal 8 Decent work and economic growth	8.5	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
	8.6	By 2020, substantially reduce the proportion of youth not in employment, education or training
	8.7	Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms
	8.8	Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment
	8.10	Strengthen the capacity of domestic financial institutions to encourage and expand access to banking, insurance and financial services for all
Goal 9 Industry, innovation and infrastructure	9.1	Develop quality, reliable, sustainable and resilient infrastructure, including regional and transborder infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all
Goal 10 Reduced inequalities	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
Goal 11 Sustainable cities	11.1	By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums
	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
	11.7	By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities
Goal 12 Sustainable consumption and production	-	
Goal 13 Climate action	13.b	Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities

Sustainable Development Goal	Targets which explicitly mention gender equality or women's rights	
Goal 14 Life below water	-	
Goal 15 Life on land	-	
Goal 16 Peace, justice and strong institutions	16.1	Significantly reduce all forms of violence and related death rates everywhere
	16.2	End abuse, exploitation, trafficking and all forms of violence against and torture of children
	16.3	Promote the rule of law at the national and international levels and ensure equal access to justice for all
	16.9	By 2030, provide legal identity for all, including birth registration
Goal 17 Means of implementation and partnerships for the Goals	17.18	By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts

Sustainable Development Goal	Targets in which gender equality or women's rights are implicit	
Goal 1 No poverty	1.5	By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters
Goal 2 Zero hunger	-	
Goal 3 Good health and well-being	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
	3.9	By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination
Goal 4 Quality education	-	
Goal 5 Gender equality and women's empowerment	-	
Goal 6 Clean water and sanitation	6.b	Support and strengthen the participation of local communities in improving water and sanitation management
Goal 7 Energy	-	
Goal 8 Decent work and economic growth	8.3	Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services
	8.9	By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products
	8.b	By 2020, develop and operationalize a global strategy for youth employment and implement the Global Jobs Pact of the International Labour Organization
Goal 9 Industry, innovation and infrastructure	9.3	Increase the access of small-scale industrial and other enterprises, in particular in developing countries, to financial services, including affordable credit, and their integration into value chains and markets
	9.c	Significantly increase access to information and communications technology and strive to provide universal and affordable access to the Internet in least developed countries by 2020
Goal 10 Reduced inequalities	10.1	By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average
	10.3	Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard
	10.4	Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality
Goal 11 Sustainable cities	11.3	By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries
	11.5	By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations
Goal 12 Sustainable consumption and production	12.4	By 2020, achieve the environmentally sound management of chemicals and all wastes throughout their life cycle, in accordance with agreed international frameworks, and significantly reduce their release to air, water and soil in order to minimize their adverse impacts on human health and the environment
	12.8	By 2030, ensure that people everywhere have the relevant information and awareness for sustainable development and lifestyles in harmony with nature
Goal 13 Climate action	-	
Goal 14 Life below water	14.b	Provide access for small-scale artisanal fishers to marine resources and markets
Goal 15 Life on land	15.1	By 2020, ensure the conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and drylands, in line with obligations under international agreements
	15.2	By 2020, promote the implementation of sustainable management of all types of forests, halt deforestation, restore degraded forests and substantially increase afforestation and reforestation globally

Sustainable Development Goal	Targets in which gender equality or women's rights are implicit
Goal 16 Peace, justice and strong institutions	16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels 16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements 16.a Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime 16.b Promote and enforce non-discriminatory laws and policies for sustainable development
Goal 17 Means of implementation and partnerships for the Goals	-

Sustainable Development Goal	Targets which create conditions for gender equality or women's rights	
Goal 1 No poverty	1.a	Ensure significant mobilization of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for developing countries, in particular least developed countries, to implement programmes and policies to end poverty in all its dimensions
Goal 2 Zero hunger	2.4	By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality
	2.5	By 2020, maintain the genetic diversity of seeds, cultivated plants and farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at the national, regional and international levels, and promote access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge, as internationally agreed
	2.a	Increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extension services, technology development and plant and livestock gene banks in order to enhance agricultural productive capacity in developing countries, in particular least developed countries
	2.b	Correct and prevent trade restrictions and distortions in world agricultural markets, including through the parallel elimination of all forms of agricultural export subsidies and all export measures with equivalent effect, in accordance with the mandate of the Doha Development Round
	2.c	Adopt measures to ensure the proper functioning of food commodity markets and their derivatives and facilitate timely access to market information, including on food reserves, in order to help limit extreme food price volatility
Goal 3 Good health and well-being	3.b	Support the research and development of vaccines and medicines for the communicable and non-communicable diseases that primarily affect developing countries, provide access to affordable essential medicines and vaccines, in accordance with the Doha Declaration on the TRIPS Agreement and Public Health, which affirms the right of developing countries to use to the full the provisions in the Agreement on Trade-Related Aspects of Intellectual Property Rights regarding flexibilities to protect public health, and, in particular, provide access to medicines for all
	3.c	Substantially increase health financing and the recruitment, development, training and retention of the health workforce in developing countries, especially in least developed countries and small island developing States
	3.d	Strengthen the capacity of all countries, in particular developing countries, for early warning, risk reduction and management of national and global health risks
Goal 4 Quality education	4.b	By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries
	4.c	By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States
Goal 5 Gender equality and women's empowerment	-	
Goal 6 Clean water and sanitation	6.3	By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally
	6.4	By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity
	6.5	By 2030, implement integrated water resources management at all levels, including through transboundary cooperation as appropriate
	6.6	By 2020, protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes
	6.a	By 2030, expand international cooperation and capacity-building support to developing countries in water- and sanitation-related activities and programmes, including water harvesting, desalination, water efficiency, wastewater treatment, recycling and reuse technologies

Sustainable Development Goal	Targets which create conditions for gender equality or women's rights	
Goal 7 Energy	7.2	By 2030, increase substantially the share of renewable energy in the global energy mix
	7.a	By 2030, enhance international cooperation to facilitate access to clean energy research and technology, including renewable energy, energy efficiency and advanced and cleaner fossil-fuel technology, and promote investment in energy infrastructure and clean energy technology
	7.b	By 2030, expand infrastructure and upgrade technology for supplying modern and sustainable energy services for all in developing countries, in particular least developed countries, small island developing States and landlocked developing countries, in accordance with their respective programmes of support
Goal 8 Decent work and economic growth	8.2	Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors
	8.4	Improve progressively, through 2030, global resource efficiency in consumption and production and endeavour to decouple economic growth from environmental degradation, in accordance with the 10-Year Framework of Programmes on Sustainable Consumption and Production, with developed countries taking the lead
Goal 9 Industry, innovation and infrastructure	9.2	Promote inclusive and sustainable industrialization and, by 2030, significantly raise industry's share of employment and gross domestic product, in line with national circumstances, and double its share in least developed countries
	9.5	Enhance scientific research, upgrade the technological capabilities of industrial sectors in all countries, in particular developing countries, including, by 2030, encouraging innovation and substantially increasing the number of research and development workers per 1 million people and public and private research and development spending
	9.a	Facilitate sustainable and resilient infrastructure development in developing countries through enhanced financial, technological and technical support to African countries, least developed countries, landlocked developing countries and small island developing States
	9.b	Support domestic technology development, research and innovation in developing countries, including by ensuring a conducive policy environment for, inter alia, industrial diversification and value addition to commodities
Goal 10 Reduced inequalities	10.5	Improve the regulation and monitoring of global financial markets and institutions and strengthen the implementation of such regulations
	10.6	Ensure enhanced representation and voice for developing countries in decision-making in global international economic and financial institutions in order to deliver more effective, credible, accountable and legitimate institutions
	10.7	Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies
	10.a	Implement the principle of special and differential treatment for developing countries, in particular least developed countries, in accordance with World Trade Organization agreements
	10.b	Encourage official development assistance and financial flows, including foreign direct investment, to States where the need is greatest, in particular least developed countries, African countries, small island developing States and landlocked developing countries, in accordance with their national plans and programmes
	10.c	By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent
Goal 11 Sustainable cities	11.6	By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management
	11.a	Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning
	11.b	By 2020, substantially increase 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 Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels

Sustainable Development Goal	Targets which create conditions for gender equality or women's rights	
Goal 12 Sustainable consumption and production	12.1	Implement the 10-Year Framework of Programmes on Sustainable Consumption and Production Patterns, all countries taking action, with developed countries taking the lead, taking into account the development and capabilities of developing countries
	12.2	By 2030, achieve the sustainable management and efficient use of natural resources
	12.3	By 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses
	12.5	By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse
	12.6	Encourage companies, especially large and transnational companies, to adopt sustainable practices and to integrate sustainability information into their reporting cycle
	12.7	Promote public procurement practices that are sustainable, in accordance with national policies and priorities
	12.a	Support developing countries to strengthen their scientific and technological capacity to move towards more sustainable patterns of consumption and production
	12.b	Develop and implement tools to monitor sustainable development impacts for sustainable tourism that creates jobs and promotes local culture and products
Goal 13 Climate action	13.1	Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries
	13.2	Integrate climate change measures into national policies, strategies and planning
	13.3	Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning
	13.a	Implement the commitment undertaken by developed-country parties to the United Nations Framework Convention on Climate Change to a goal of mobilizing jointly $100 billion annually by 2020 from all sources to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation and fully operationalize the Green Climate Fund through its capitalization as soon as possible
Goal 14 Life below water	14.2	By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience, and take action for their restoration in order to achieve healthy and productive oceans
	14.4	By 2020, effectively regulate harvesting and end overfishing, illegal, unreported and unregulated fishing and destructive fishing practices and implement science-based management plans, in order to restore fish stocks in the shortest time feasible, at least to levels that can produce maximum sustainable yield as determined by their biological characteristics
	14.7	By 2030, increase the economic benefits to small island developing States and least developed countries from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism
Goal 15 Life on land	15.3	By 2030, combat desertification, restore degraded land and soil, including land affected by desertification, drought and floods, and strive to achieve a land degradation-neutral world
	15.4	By 2030, ensure the conservation of mountain ecosystems, including their biodiversity, in order to enhance their capacity to provide benefits that are essential for sustainable development
	15.9	By 2020, integrate ecosystem and biodiversity values into national and local planning, development processes, poverty reduction strategies and accounts
	15.a	Mobilize and significantly increase financial resources from all sources to conserve and sustainably use biodiversity and ecosystems
	15.b	Mobilize significant resources from all sources and at all levels to finance sustainable forest management and provide adequate incentives to developing countries to advance such management, including for conservation and reforestation
Goal 16 Peace, justice and strong institutions	16.4	By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime
	16.5	Substantially reduce corruption and bribery in all their forms
	16.6	Develop effective, accountable and transparent institutions at all levels
	16.8	Broaden and strengthen the participation of developing countries in the institutions of global governance

Sustainable Development Goal	Targets which create conditions for gender equality or women's rights
Goal 17 Means of implementation and partnerships for the Goals	17.1 Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection
	17.2 Developed countries to implement fully their official development assistance commitments, including the commitment by many developed countries to achieve the target of 0.7 per cent of gross national income for official development assistance (ODA/GNI) to developing countries and 0.15 to 0.20 per cent of ODA/GNI to least developed countries; ODA providers are encouraged to consider setting a target to provide at least 0.20 per cent of ODA/GNI to least developed countries
	17.3 Mobilize additional financial resources for developing countries from multiple sources
	17.4 Assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt financing, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries to reduce debt distress
	17.5 Adopt and implement investment promotion regimes for least developed countries
	17.6 Enhance North-South, South-South and triangular regional and international cooperation on and access to science, technology and innovation and enhance knowledge sharing on mutually agreed terms, including through improved coordination among existing mechanisms, in particular at the United Nations level, and through a global technology facilitation mechanism
	17.7 Promote the development, transfer, dissemination and diffusion of environmentally sound technologies to developing countries on favourable terms, including on concessional and preferential terms, as mutually agreed
	17.8 Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism for least developed countries by 2017 and enhance the use of enabling technology, in particular information and communications technology
	17.9 Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the Sustainable Development Goals, including through North-South, South-South and triangular cooperation
	17.10 Promote a universal, rules-based, open, non-discriminatory and equitable multilateral trading system under the World Trade Organization, including through the conclusion of negotiations under its Doha Development Agenda
	17.11 Significantly increase the exports of developing countries, in particular with a view to doubling the least developed countries' share of global exports by 2020
	17.12 Realize timely implementation of duty-free and quota-free market access on a lasting basis for all least developed countries, consistent with World Trade Organization decisions, including by ensuring that preferential rules of origin applicable to imports from least developed countries are transparent and simple, and contribute to facilitating market access
	17.13 Enhance global macroeconomic stability, including through policy coordination and policy coherence
	17.14 Enhance policy coherence for sustainable development
	17.15 Respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development
	17.16 Enhance the Global Partnership for Sustainable Development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the Sustainable Development Goals in all countries, in particular developing countries
	17.17 Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships
	17.19 By 2030, build on existing initiatives to develop measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries

Sustainable Development Goal	Targets linked indirectly to gender equality or women's rights	
Goal 1 No poverty	-	
Goal 2 Zero hunger	-	
Goal 3 Good health and well-being	3.5	Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol
	3.6	By 2020, halve the number of global deaths and injuries from road traffic accidents
	3.a	Strengthen the implementation of the World Health Organization Framework Convention on Tobacco Control in all countries, as appropriate
Goal 4 Quality education	-	
Goal 5 Gender equality and women's empowerment	-	
Goal 6 Clean water and sanitation	-	
Goal 7 Energy	7.3	By 2030, double the global rate of improvement in energy efficiency
Goal 8 Decent work and economic growth	8.1	Sustain per capita economic growth in accordance with national circumstances and, in particular, at least 7 per cent gross domestic product growth per annum in the least developed countries
	8.a	Increase Aid for Trade support for developing countries, in particular least developed countries, including through the Enhanced Integrated Framework for Trade-related Technical Assistance to Least Developed Countries
Goal 9 Industry, innovation and infrastructure	9.4	By 2030, upgrade infrastructure and retrofit industries to make them sustainable, with increased resource-use efficiency and greater adoption of clean and environmentally sound technologies and industrial processes, with all countries taking action in accordance with their respective capabilities
Goal 10 Reduced inequalities	-	
Goal 11 Sustainable cities	11.4	Strengthen efforts to protect and safeguard the world's cultural and natural heritage
	11.c	Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials
Goal 12 Sustainable consumption and production	12.c	Rationalize inefficient fossil-fuel subsidies that encourage wasteful consumption by removing market distortions, in accordance with national circumstances, including by restructuring taxation and phasing out those harmful subsidies, where they exist, to reflect their environmental impacts, taking fully into account the specific needs and conditions of developing countries and minimizing the possible adverse impacts on their development in a manner that protects the poor and the affected communities
Goal 13 Climate action	-	
Goal 14 Life below water	14.1	By 2025, prevent and significantly reduce marine pollution of all kinds, in particular from land-based activities, including marine debris and nutrient pollution
	14.3	Minimize and address the impacts of ocean acidification, including through enhanced scientific cooperation at all levels
	14.5	By 2020, conserve at least 10 per cent of coastal and marine areas, consistent with national and international law and based on the best available scientific information
	14.6	By 2020, prohibit certain forms of fisheries subsidies which contribute to overcapacity and overfishing, eliminate subsidies that contribute to illegal, unreported and unregulated fishing and refrain from introducing new such subsidies, recognizing that appropriate and effective special and differential treatment for developing and least developed countries should be an integral part of the World Trade Organization fisheries subsidies negotiation
	14.a	Increase scientific knowledge, develop research capacity and transfer marine technology, taking into account the Intergovernmental Oceanographic Commission Criteria and Guidelines on the Transfer of Marine Technology, in order to improve ocean health and to enhance the contribution of marine biodiversity to the development of developing countries, in particular small island developing States and least developed countries
	14.c	Enhance the conservation and sustainable use of oceans and their resources by implementing international law as reflected in the United Nations Convention on the Law of the Sea, which provides the legal framework for the conservation and sustainable use of oceans and their resources, as recalled in paragraph 158 of "The future we want"

Sustainable Development Goal	Targets linked indirectly to gender equality or women's rights
Goal 15 Life on land	15.5 Take urgent and significant action to reduce the degradation of natural habitats, halt the loss of biodiversity and, by 2020, protect and prevent the extinction of threatened species 15.6 Promote fair and equitable sharing of the benefits arising from the utilization of genetic resources and promote appropriate access to such resources, as internationally agreed 15.7 Take urgent action to end poaching and trafficking of protected species of flora and fauna and address both demand and supply of illegal wildlife products 15.8 By 2020, introduce measures to prevent the introduction and significantly reduce the impact of invasive alien species on land and water ecosystems and control or eradicate the priority species 15.c Enhance global support for efforts to combat poaching and trafficking of protected species, including by increasing the capacity of local communities to pursue sustainable livelihood opportunities
Goal 16 Peace, justice and strong institutions	-
Goal 17 Means of implementation and partnerships for the Goals	-

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