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Gender Statistics in UNIFEM *

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PART A: BACKGROUND

1. Please provide the following background information

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Background

A) Mainstreaming gender statistics into national development planning

Violence is one of the gender worries that have to be included in all programs for poverty eradication. The Observatory on Gender and Poverty shows that violence against women is less between the “Oportunidades” programme beneficiaries as they receive money aids. This programme can strengthen women’s capacities and their freedom (basic programme objective) if it can eliminate the violation to the women’s rights as it is a strong obstacle for women’s autonomy and freedom.

In México, the work on gender-sensitive statistics has been developed within the framework of international commitments agreed upon and promoted by the United Nations System. Particularly, regarding the Beijing Platform for Action and the General Assembly recommendations¹ to the UN Regional Commissions, the Commission on the Status of Women as well as the recent commitments with The Millennium Development Goals (MDG’s). The efforts and initiatives of the UNIFEM regional office in Mexico² regarding gender statistics have been mainly made in collaboration with the National Statistical Office (INEGI), the Mexican women’s machinery (INMUJERES) and the Ministry responsible for the social policy on poverty eradication (SEDESOL). They all have worked intensively on the systematisation of statistical information in order to show clearly the situation of women living in poverty, their perceptions and the work load that poverty situation means for them.

One of the main tasks of the mentioned work, was the critical review of the traditional way of generating statistical data, that it was previously built on the separation of roles and responsibilities of women and men (the public and productive sphere on men's hands and the private one on women's). Conclusion was reached on the need of sustained efforts for transformation of the statistics traditional framework.

As part of these efforts, during the last twelve years, UNIFEM, together with other UN agencies and governmental and academic institutions, have been promoting the production of statistical information, development of technical and methodological knowledge focusing mainly on: women's human rights, gender inequity, women’s contribution to development and women’s progress, empowerment and

² All UNIFEM mentions in the document are referred exclusively to UNIFEM Regional Office in México.
autonomy. The ultimate aim of the process has been, and still is, to have strong tools for planning, designing, implementing, follow-up and evaluation of public policies on the progress of women.

UNIFEM’ mainstreaming gender strategy on statistics, has been based on the specific conditions of partner institutions and available human and financial resources. This was the case of the collaboration on the systematization of gender indicators (SISESIM) that it was done when working conditions with INEGI and the Mexican women’s machinery were favourable.

Once this objective was accomplished, a second step was the promotion of collecting data on time-use, violence and poverty from a gender perspective. This has been done also as part of UNIFEM work in Central America. Results of this promotion have been heterogeneous, mainly because of the different institutional strengths and interest of women’s mechanisms and of the governments on duty.

A strong alliance has been promoted by UNIFEM, between the National Statistics Office (INEGI) as the producer of gender data, and the women’s mechanism (INMUJERES) as the user of data. As a result, the production of gender sensitive statistical data has been institutionalized, becoming an important tool for public policies focusing on gender equity. Important lessons and experiences have been learnt from this process, that could be “scaled up or replicated” in other countries in the region.

At the same time, through this process a working platform has been built which counts at the moment with: accumulative experience, solid relationships with the counterparts, recognition of technical expertise, and lessons learned that are being shared with other UNIFEM regional offices, governments and UN agencies.

UNIFEM considers as extremely important that governments incorporate gender statistics in the design and implementation of equity-focused policies, and also for counting on the right tools for follow-up their international commitments (CEDAW, MDG, The Beijing Platform for Action, etc.)

Nevertheless the progress made, there still exists challenges; among the most important are: the lack of a frame of reference allowing coherence, compatibility and comparability in the production of statistical information; coordination between UN partners and agencies on a common framework of action and collaboration; large-scale sharing and replication of lessons learned and good practices. It is also

The system of indicators designed for follow-up of women’s situation (SISESIM) is a friendly data base organized through a series of indicators referred to the social condition of women. The system contains indicators on health, households and family, violence, poverty and education. The SISESIM, has a hierarchical organization and access to about 300 indicators that show women’s situation. The SISESIM integrates and systematizes information from several data sources like health surveys, administrative records of: education, health and work; population and economic censuses, household surveys, etc. In other words, the SISESIM integrates a wide group of quantitative and qualitative indicators on different basic and emergent issues that could be used for gender policy actions and also for participation of civil society, guided to promote equitable women’s participation in development.

SISESIM WEB: http://dgcnesyp.inegi.gob.mx/sisesim/sisesim.html

5 This requires homogenous instruments in the promotion of technical and financial assistance, in the same direction and also optimising resources.

6 Even if this has been undertaken by the FO from UNIFEM CA, more efforts are needed in order to know what is being done regionally in other UNIFEM FO’s, as to incorporate lessons learned.
essential institutional strengthening of national statistic offices, and the development of methodologies that could be helping data producers and users for mainstreaming gender⁷.

Based on lessons learned from the promotion of gender mainstreaming in the statistical production, and also in the design, implementation, follow-up and evaluation of gender equitable public policies, UNIFEM regional office has built knowledge on issues previously seen only in a marginal way. This was mainly because the region’s statistics offices lacked the necessary technical and material conditions for sustainable and systematic studies on poverty, time-use and violence. One of the aims has been the convergence of efforts to produce gender indicators for monitoring of poverty and the MDG’s.

The process of gender mainstreaming could be summarized as follows:

In a first phase the project focused on the systematization of data by sex in the framework of a system of indicators to follow-up women’s situation (SISESIM), including the improvement of data sources, from a gender perspective.

In the second phase, priority was given to the production of statistical data for elaboration of indicators of women empowerment and autonomy, including the identification of what is hindered or limited. Such is the case of the indicators resulting from the recent surveys on poverty, time-use and violence. These efforts have been extended to Central America, in collaboration with ECLAC.

In Mexico the proxy indicators on women’s empowerment including those who obstruct their participation, were built with the results of the surveys on violence⁸. In addition, UNIFEM is in the process of elaboration of a concept paper on violence and human development in Mexico. This is part of the work done for the HDRs, for which an adjustment exercise has been prepared for the GEM, with violence indicators for all states in Mexico⁹. This work is a first methodological and conceptual approximation to the loss (or gain) of human development, if the level of violence against women from their partners is included within the GEM. This adjustment to the Index is done, taking into account that violence is a women’s human rights violation and also restriction of their freedom and potential that paralyze their initiatives.

In Mexico, UNIFEM has been participating on the HDR work, mainly on the gender-perspective of the statistical work. UNIFEM expected results on the GDI and GEM, and the link between violence and

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⁷ A stronger collaboration between UN agencies and other multi lateral organizations is needed (World Bank, BID) for this task. In the region LAC most of the countries require technical support, which has been offered by UNIFEM in a partial way with limited resources. In order to satisfy the demand of attendance it is required that the agencies within the system should be those with the mandate to influence and determine that statistical information be gender-sensitive (UN statistics Office, SCLAC, HDI, etc.).

⁸ Between 2002 and 2003, three surveys on violence against women were carried out: The first one, National Survey on Violence against Women (ENVIM), (national sample at federal level); the second one, National Survey on the Dynamics of Household Relationships (ENDIREH), (national, rural/rural sample of ten of the thirty two states) to women living with their partners; and the third one National Survey on Violence and Decision Making (ENVIT), (sample of marginal urban zones), to women beneficiaries of the “Oportunidades” Programme. A second national survey on violence was carried out by INEGI with UNIFEM support, during September and October 2006. This Survey gathers information on violence against women by partners living with them, but also against single and separated women. These surveys data are somewhat comparable and include questions on autonomy and women’s participation in decision-making.

⁹ ENVIM indicators on violence by partners or ex-partners on women were used for these estimations.
women rights will be jointly presented with UNDP, as an effort to promote the use of these Indexes in the follow-up of public policies.

*Poverty and Gender*

Due to the lack of data – collection and dissemination – on women and poverty, the initiatives for revision and elaboration of poverty measurements from a gender perspective were introduced only after 2005. Before, there was no possibility of having indicators as the femininity index on poverty that is commonly used for international agencies and other countries.

Lessons learned from previous experience on gender-sensitive statistical production were used in order to approach the subject of gender and poverty. The existing capacities were also used and the relationship between statistical producers and users, government and non-government partners, was strengthened. Considering that poverty is a transversal issue, UNIFEM also sought the articulation of statistical information initiatives on poverty with time-use and violence indicators.

*Poverty monitoring in Mexico Observatory on Gender and Poverty*

As an effort of UNIFEM, proxy indicators on women’s empowerment and autonomy, were included on the Gender and Poverty Observatory.

The Gender and Poverty Observatory (OGP) was implemented by the Institute for Social Development, El Colegio de Mexico and UNIFEM Mexico in 2002. The main purpose of the OGP was to create indicators for following-up public policies against poverty and defining lines of research and recommendations on public policies from a gender perspective. The Observatory systematized the existing information and produced new data for a gender-sensitive analysis on poverty.

The OGP implementation was done taking into account that economic inequity in addition to gender inequity, make poor women one of the most marginal and vulnerable groups of the population. As such, the OGP not only collects and systematizes information to produce indicators on the population (women and men) living in poverty but also new indicators as the burden of poverty on women; the unequal conditions they suffer; the different perceptions of men and women regarding poverty and how they face it, including the consequences that social programmes have on women’s lives.

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10 Even though poverty could be measured with governmental indicators, the current method was implemented by the Technical Committee on Poverty Measurement, that is used for follow-up of public policies against poverty.

11 The Observatory contains data from the Income and Expenditure Household Survey, that is carried out by INEGI and is the official source of data for poverty measures. Other two surveys were specifically carried out for the Observatory:
   a) The Survey on Poverty Living Conditions in Mexico, December 2002 - January 2003. This gathered information in urban marginal zones of the country, on women’s and men’s perceptions of poverty, women’s needs and the burden poverty represents for them, and the gender characteristics that make worse for women the experience of poverty;
   b) The survey on Violence against women (ENVIT) carried-out as a module within the Survey on the Evaluation of Urban Households (ENCHELURB 2004) carried out by the “Oportunidades” Programme. This survey also collected information on the autonomy of women and their participation in decision-making.
The OGP has a website (http://ogp.colmex.mx) where users may find information on the systematized surveys, making possible for users to elaborate their own indicators and convenient combinations; there are also those made by the Observatory. A good practice resulting from the project has been the utilization and dissemination of the results by the Secretary for Social Development (SEDESOL), responsible of the programmes against poverty.

Although differences in poverty, measured by income, among women and men, could be made using information available through standard household surveys, there is a need to renovate instruments, concepts and methodologies designed specifically to measure those differences.

Time-use relationship with poverty could be analyzed with time-use survey data and they show women and men time distribution. In Mexico measurement of remunerated and non-remunerated work is made, and this is also an approximation of women’s poverty of time.

In 2003, the Mexican Income and Expenditure Survey (ENIGH) that is used for official measurements of poverty, included a module on time-use with questions for identification of beneficiaries of the Oportunidades Programme and this has open the possibility of:

a) generation of indicators of time-use, that is to say non-remunerated work, for the market, community, etc. between the level of poor and non-poor population, according to the official measures of poverty.

b) The use of those indicators, has made possible, identification of women beneficiaries of this Programme.

This set of indicators have been produced for the Gender and Poverty Observatory in order to be used in Oportunidades, in order to take into account the additional work load on women for accomplishment of the responsibilities they have with this programme.

Poverty, Gender and Public Policies: “Oportunidades” a Program Against poverty

The Observatory’s most important effort on gender and poverty is focused on the elaboration of analysis done with the new indicators. This allows the follow-up of programmes against poverty from a gender perspective and offers useful suggestions and recommendations. In 2005, the project “Review of Oportunidades from a gender perspective” was included within the framework of the Observatory.

The project was coordinated by El Colegio de Mexico, the area of evaluation at Oportunidades12 and UNIFEM.

Oportunidades emphasizes support towards women with clear gender components, such as larger financial scholarships for girls. This programme action derives from an indicator on school drop-outs that it was calculated in Mexico in 1997 during the gender workshops that UNIFEM, INEGI and the Mexican women’s machinery organized at that time. This indicator brought evidence on the need of an affirmative action towards girls, by giving them a higher scholarship than the one given to boys. Currently, eight years later, the gender gap has been reverted at the level of primary education.

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12 - As mentioned before, Oportunidades is not only one of the most important national programme against poverty and a pioneer in its kind, but it also promotes development of the human potential through education, health and nutrition. In 1998, the year it began, school drop-out indicators by sex determined the need of affirmative actions for this.
This Programme had positive repercussions on the social condition of women and their families, even when gender perspective was non intentionally incorporated in the original design. As a consequence of this, the Programme, hired a group of experts to carry out research on public policies and gender, resulting in a series of proposals, and setting up a new agenda on the impact and assessment of the Programme.

**Poverty, Violence and Social Programs**

Within this project a survey on violence against women living in poverty, was carried out. This survey gathered data on women’s freedom of movement and participation in decision making. Indicators of this survey served as input to Oportunidades for measuring women’s living conditions compared with women which were not part of the Programme. Data was also recorded on the effects that money transfers have on women of this Programme ¿what changes those transfers caused within their families and on the relationship between spouses?.

Among other products of this project, are two important investigations on VAW: both demonstrate that women improved their position within their families and were better prepared to face their partner’s violence. Based on such information, the Programme is now studying the possibility of modifying its operational rules, based on the burden of work the women beneficiaries suffer due to co-responsibilities.

Results of the Observatory, including those of the mentioned survey, lead to bring attention of the responsible of Oportunidades on the need of workshops for sensitize men partners and/or spouses of the beneficiaries on the issue of violence. The focus is on the importance of establishing renewed family relationships, more democratic and with more equity, through various activities, in particular for men enrolled in Oportunidades, mostly in indigenous rural communities. The workshops called “Renovation of Masculinity” deal with issues such as gender roles, women rights and gender violence.

**B) Capacity building and information sharing**

**International Gender-Sensitive Statistic’s Meetings in Aguascalientes, México**

One of the most successful practices addressed to promote exchange of experiences and information among countries in the region, has been the International Meetings on Gender Statistics. These series of meetings have been held periodically since 1999 in Aguascalientes, Mexico, and have generated a solid space to exchange experiences and to discuss the advances of conceptual and methodological order, as well as the analysis and use of the gender statistics in the formulation, follow-up and evaluation of public policies. On the framework of ODM these meetings also make us think on the advances reached in the incorporation of the gender perspective process in the production of national statistics.

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13 Within the project’s framework, an international Seminar was held:” Social Policies against Poverty with a Gender Content: a View from Oportunidades (July 2005). Experts such as Maxine Molineux, Mercedes Gonzalez de la Rocha, Irma Arriaga and other high level government planners attended.

14 The survey also gathered information on non-poor women, allowing to compare both populations.

15 Links among violence of partners against women living in extreme poverty in urban areas, the incorporation to the Programme and the effects of Oportunidades on family and partner relationship. See Oportunidades website: [www.oportunidades.gob.mx](http://www.oportunidades.gob.mx)
Among other important issues are the fruitful dialogues and agreements between authorities of national statistics offices and governmental decision makers. Furthermore it was possible incorporation on the agenda of less frequent topics as gender violence, indigenous people and time-use, from a gender perspective.

Meetings of Experts on Time-Use Surveys

The International Meeting of Experts on Time-Use Surveys organized jointly by UNIFEM, INEGI and INMUJERES in Mexico during the last four years have been a good guided practice to exchange experiences and outstanding statistical information and has settle down a space for the exchange and dissemination of time-use surveys: methodologies, classification of activity, and conceptual, operative and institutional limitations for the fulfilment of different methodological options. They also make us think about the use of this information on the research and formulation of gender focused public policies.

Some of these experiences are about the methodological processes that have been used in some Latin America countries in carry-out the EUT. This includes questionnaire design and the observation units, data quality and the organization of the information. Another one is the different ways for classification of personal activities. New alternatives have been formulated that reflect the national requirements, allowing the elaboration of recommendations to institutionalise the forms of gathering information comparable to an international level.


This was a very successful seminar as it brought about ideas and proposals of exchanges from international organizations, well known academics and Mexican policy makers. The organization was done under two modalities: presentation of main papers and discussion sessions. One goal was to review the social policies implications and programmes for poverty eradication on women, men and their families under precarious conditions through concrete experiences. Another one was to discuss with specialists invited research proposals and the advanced work they had with the group of researchers of the project “Oportunidades from a Gender View”.

Publications and dissemination materials

In Mexico there are several publications allowing dissemination of statistical information produced as well as the high-priority topics on several analysis based on this information. These publications are also a sample of the inter-institutional cooperation work that is carried out in the country.

Some of the publications and discussion materials are:

“Gender and Poverty Observatory: Seven studies and one conversation” (María de la Paz López y Vania Salles, Coordinators). Mexico, 2004.


**Manual & Guides**

UNIFEM/ INMUJERES El Enfoque de género en la producción de Estadísticas Educativas en México. Una guía para usuarios y una referencia para productores de información, México, Talleres Gráficos de México, segunda edición, 2004


UNIFEM/CONMUJER, El enfoque de género en la producción de las estadísticas sobre participación política y toma de decisiones en México. Una guía para el uso y una referencia para la producción, México. 2000.

Work with ECLAC on promoting the development and use of gender statistics, including a focus on emerging issues such as violence against women and poverty. UNIFEM’s collaboration with ECLAC has contributed towards progress on this indicator, mainly through:

a. Increased availability of consolidated and comparable data for the region in the areas of concern of the Beijing PfA. Updated data base on gender statistics in ECLAC webpage with a basic group of comparable indicators for 22 countries, and a specific chapter on Poverty and Gender Equality with comparable data included in the “Social Panorama of LAC” published by ECLAC.
b. Development and dissemination of tools for mainstreaming gender in data collection. A “Technical Assistance Guide for the Production and Use of Gender Indicators” that consolidates the knowledge and lessons learned by experts on developing gender indicators on a variety of topics (e.g. population, education, employment, poverty, violence against women, etc.) was developed.

C) **Incidence in international statistic’s mechanisms**

The ECLAC report on the 5th Meeting on the Statistic’s Conference of the Americas (CEA), held on the 14th and 15th of November 2005, determines to, at point 4 of its agreements, p.8: “Increase efforts to improve collection, processing and dissemination of gender-sensitive statistics, especially focused on the adequate follow-up of the millennium development goals and the several gender inequities in the region, stressing the importance of the time-use surveys”. Previous to this meeting, UNIFEM had sent a letter to the President of CEA requesting the gender incorporation in the work of CEA, offering also their technical support.

**Gender violence Indicators for public policies: Other axis of statistical gender mainstreaming**

During 2002 and 2003, UNIFEM, actively participated in the conceptual design of two national surveys in Mexico: the National Survey on VAW (ENVIM)\(^{16}\), and the National Survey on the Household Relationships’ Dynamic (ENDIREH)\(^{17}\). In addition to offering technical assistance, UNIFEM participated in the presentation of results at two events: one of these was at a forum for deputies and senators where, at the demand of the Chamber of Deputies, the methodological content of the survey, the main findings and the need to expand the study on violence, were presented. UNIFEM particularly expressed the need of improving the administrative registration of denounce of violence against women and the response of justice to these.

An important result of this meeting was that members of Congress approved an initiative of an extraordinary budget for a more comprehensive study on VAW. This resulted in funds for a diagnosis on the administration of justice regarding VAW and the prevalent impunity in cases of violation of women’s rights, to be carried out in 2006, by INEGI, with the active participation and technical assistance of UNIFEM\(^{18}\). This initiative was promoted by the Feminicide Commission of the Deputies Chamber and the National Public Prosecutor against VAW.

The indicators produced by this research, served as input for the initiative of the General Law on the Access of Women to a Life without Violence (including the crime of Feminicide), elaborated by the Commission on Feminicide.

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\(^{16}\) This survey was carried out by the National Public Health Institute (INSP), which covers all 32 states; it was applied in Health Centres to women over 15 years of age, at the time of the interviews. National Survey on VAW, ENVIM, 2003, Mexico.

\(^{17}\) This survey was carried out by the National Institute on Statistics, (INEGI), and by INMUJERES in 2003 for 11 states, violence against women by partner (or spouse). National Survey on Household Relationships’ Dynamic, (ENDIREH) 2003, Mexico.

\(^{18}\) A national survey covering the whole country, rural and urban areas, with a question identifying indigenous population (men and women). It contemplates a single registration of accusations and inquiries.
It is worth mentioning that during 2005, UNIFEM had given technical support to the study carried out by the Feminicide Commission in Mexico. Acting as part of the Scientific Committee, UNIFEM contributed with the socio demographic chapter of the study and helped with the analysis of gender indicators, using the previous surveys on violence.

Another good practice resulting from UNIFEM’s gender-sensitive statistical work, especially on VAW indicators, was that high level authorities of Health Ministry were lobbying towards VAW state programmes, and refused to settle down programmes arguing that violence was not a problem in their states. The data obtained by the survey showed the opposite, including the magnitude of the problem, which permitted the programmes to be set up.

During 2005, Health authorities all over the country implemented a programme on VAW within their respective institutions. This is showing the powerful effect of the use of gender indicators on public policies for the progress and protection of women’s rights and needs.

**Continuity and future actions. Recommendations for improving development assistance aimed at supporting the development of gender statistics**

The accomplishment of the process and UNIFEM strategy regarding this, have been fundamental not only in the consolidation of results but also in the production of knowledge addressed to influence public policies.

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19 During 2003 and 2004, UNIFEM collaborated with the Gender Direction of the Secretary of Health on a questionnaire, conceptual framework and analysis plan for the Survey on VAW (ENVIT, 2003).

20 Testimony of Dr. Aurora del Rio Zolezzi, director of the Programme Women and Health, of the General Direction of the National Centre for Gender Equity and Reproductive Health, Health Secretary of Mexico.

21 This lobbying was necessary as at this level of government, the health services are decentralized.
UNIFEM STRATEGY FOR THE GENDER INCORPORATION ON STATISTICS

Phase 1: Promotion of production and publication of information segregated by sex.

- Statistical production by sex at the Statistic Offices and other Public Administrative offices.
- Gap identification on information and lack of data sources.
- Information and reports of women’s social condition.

Phase 2: Promotion of the gender data bases creation.

- Identify needs and lack of information.
- Recognize data range, identifying government and non-government users needs.
- Sensitization of data producers to have the gender focus on the gather of information, generation and systematization.
- Promote projects as SISESIM that follows a theoretical and conceptual framework about women’s social condition.

Phase 3: Data systematization.

- Identify limitations and gaps on concepts and classifications such as in work (occupations classifications, conditions on the incorporation of women to labor market, women heads of household and others)
- Identify data sources gaps on issues ad gender violence. And also the deficiencies and limits on the information collect methodology such as rural and indigenous women contributions as well as poverty measures about women’s condition.

With this in mind, UNIFEM continues its labour of sensitizing and training data users and producers, organizing every year, in collaboration with INEGI and INMUJERES, the International Gender-Sensitive Statistic’s Meeting in Aguascalientes, Mexico. This year the ECLAC Unit on Women will be incorporated within the organization, an alliance strengthening regional work. This meeting brings together government authorities, academics, legislators and members of international organizations. At the present, seminars on the time-use surveys are being held, to improve data collection methodology and the measuring techniques on unpaid work in view of the elaboration of satellite accounts.

INEGI and UNIFEM together, will hold a workshop on December 2006 in order to settle and identify gender statistical needs that have been straggled and that will be useful for the elaboration of the INEGI Statistical Development Annual Programme.

This workshop will focus on the suggestion of modification of the income and expenditure household survey. We want to overcome this survey gender gap as it gets the individual income from the whole home expenses and calculate with this, the total household income, without considering an unequal resource distribution being most of the times unfavourable for women. One of these proposals is to include a set of questions on the survey in order to identify the household contribution each member brings.
Often the progress achieved on women’s rights through the establishing of laws (CEDAW, Belem Do Para Convention) has not been responded with the corresponding programmes and policies. And in CA, not even by a greater social and institutional sensitivity on the issue.

**Work on gender-sensitive statistics replicated throughout CA region**

Many times the progress achieved on women’s rights through the establishing of laws (CEDAW, Belem Do Para Convention) has not been corresponded with programmes and policies.

Although more slowly than in Mexico, the work done on production and analysis of indicators is replicable in Central America, mostly at two levels: economical, defining poverty and exclusion, and social, defining gender inequity as main cause of women’s poverty. Consequently, these inputs promote the institutional protection of women’s fundamental rights, freedom and integrity.