



Towards a Post-2015 Development Framework

A background paper

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Acronyms

CAADP	Comprehensive Africa Agricultural Development Program
DAC	Development Assistance Committee
ECA	Economic Commission for Africa
EU	European Union
HLP	High-level Panel
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
NGO	Non-governmental Organisations
ODA	Official Development Assistance
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation and Development
REACH	Renewed Efforts Against Child Hunger
SDG	Sustainable Development Goals
SUN	Scaling Up Nutrition
UN	United Nations
UNCSD	United Nations Conference on Sustainable Development
UNDP	United Nations Development Programme
UNDG	United Nations Development Group
UNDESA	United Nations Department of Economic and Social Affairs
UNEP	United Nations Environment Programme
UNICEF	United Nations Children's Fund
WHO	World Health Organisation

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Executive Summary

Denmark has since 2000 strongly endorsed and supported the Millennium Development Goals (MDGs), and has also been fully engaged in the Rio+20 process and discussions around Sustainable Development Goals (SDGs). Consistent with this engagement, the Danish Government today closely follows and supports the development of a post-2015 agenda that will contain elements of both MDGs and SDGs and the purpose of this paper is to provide a contribution to this engagement. The paper contains a condensed review of emerging issues and an inventory of relevant themes that are aligned to Denmark's development priorities. The review will serve to support the Danish engagement in what is still an unfolding process. This paper thus presents a snapshot of the status as of April 2013.

An important lesson from the conceptual development of the MDGs in 2000 was that a more inclusive process was needed to ensure ownership and give credibility to the outcome. As a result, much consultation has taken place this time but synthesizing inputs from the plethora of stakeholders consulted, and ensuring a balanced outcome both in terms of the dimensions included (MDGs and SDGs), and in terms of relevance for different stakeholders, is clearly a complex task. Generating a solid consensus on a new set of goals and metrics is a considerable challenge, yet one that will be important for shaping the global future. The Danish initiative on inequalities is one example of the type of informed consultative process that is required to thoroughly review and discuss key issues to gradually develop a consensus.

Looking at the results of the MDG framework to date, much progress has been made; yet, results have clearly been uneven between regions, countries, and goals. The measurement metrics with 8 goals, 21 targets and 60 indicators however also add to the difficulty of making an unequivocal assessment. Nevertheless, it is universally recognized that to this day, three targets have been met and there is thus still much unfinished business. It is also recognized that the closer countries get to meeting the goals, the more difficult it becomes, because all the easy wins have been made. And, the indicators have revealed that the least progress has been made in fragile states, and that therefore, in the future, more efforts are needed here.

Using the experience from implementing the MDG framework, some clear drawbacks are identified including: using a one size fits all approach, applying a somewhat narrow concept of development, using national averages and aggregates as measurements of progress, and focusing on the "what" without addressing the "how", to name but a few. These are some of the issues addressed in the new framework. In the new framework a "transformational agenda" is advocated that can address remaining MDG deficits while responding to new challenges, and also taking into account the many synergies between various development challenges.

In terms of the substance, countless documents have put forward arguments for including this or that development challenge considered critical for the global future. Out of these, the UN has identified eleven issues as particularly important to the post-

2015 development framework. These issues are all of particular relevance for or consistent with Danish political priorities and cutting across each and every issue is sustainable development, gender equality, democracy, and human rights as fundamental aspects to be addressed.

The choice of goals and targets and how to measure progress are contentious political and technical issues. It is important to keep in mind lessons from the MDGs, and be aware of the trade-offs, both on the substantive side between different thematic priorities, and on the technical side. Such trade-offs include for example the pros and cons of selectivity vs. comprehensiveness, and standardization vs. country or regional specificity. It also has to be kept in mind that each new goal, target and indicator carries with it a reporting and accountability burden that some countries will find hard to assume.

Accountability both for results and for providing the funding has been a big and controversial issue in the past and is likely to continue to be so. It is still uncertain how accountability aspects of the new post-2015 framework will be framed, but lessons from the past show that there is a need to strengthen national level capacity and accountability but also global level accountability. Voluntary national reporting on the MDGs is not sufficiently effective, and a mix of accountability mechanisms with a focus on strengthening what is already there or following best-practice examples, is currently under discussion. In terms of funding, new initiatives have focused on public accountability for how donors report on their aid funds, and there is today a consensus that all sources of development finance must be mobilised in support of each country's development priorities. And, though aid and development co-operation will continue to play an important catalytic role, in particular in low-income countries and fragile states, aid alone cannot reduce poverty and foster development.

Current discussion on a post-2015 development framework leaves plenty of space for the Danish Government to pursue its priority areas, and with the persistently good standing that Denmark enjoys in the international development community it is likely to be able to generate support to pursue emerging issues of particular interest. Among the current issues four seem particularly strong: gender equality, democracy and human rights, green growth, and fragile states. In terms of emerging issues, Denmark has already taken the lead on the issue of inequality, a fundamental issue that is relevant for almost any dimension of a new framework.

Building on this engagement, and with the support of its EU partners, Denmark is likely to be able to “punch above its weight”, and influence central aspects of the new framework. Such influence might be further enhanced through a three-pronged approach where i) a few carefully selected priorities are identified, ii) where Denmark could assume a role also in aspects of developing the metrics that are so important for accountability, and iii) where Danish support could help ensure a strong and inclusive process, that would be an example of the partnership approach on which any new framework must rest.

1. Introduction

The Millennium Declaration is an ambitious document in which world leaders have committed to key aspirations in areas of ‘development and poverty eradication’, ‘peace, security and disarmament’, ‘protecting our common environment’, and ‘human rights, democracy and good governance’. Based on the Declaration, the Millennium Development Goals (MDGs) were developed and targets and indicators established covering the period 2000-2015. As we approach 2015, global consultations for the development of a post-2015 framework are in progress.

Simultaneously with the development of a post-2015 framework, actions have been taken by the United Nations (UN) system to follow up on decisions made by governments during the United Nations Conference on Sustainable Development (Rio+20) in June 2012.

The United Nations Secretariat has assumed a leading role in preparing for the post-2015 development framework and a High-level Panel¹ of Eminent Persons will present their reflections on the post-2015 development agenda in the end of May 2013.

Denmark has strongly endorsed and supported the MDGs and integrated them in strategies for Danish development cooperation, and has also been actively engaged in the Rio+20 process. Consistent with this commitment, Denmark is now actively involved in and constructively supporting the process of elaborating a post-2015 development framework. The purpose of this paper is to provide an input to this engagement through a condensed review of emerging issues on the one hand, and an inventory of relevant themes that are aligned to Denmark’s development priorities on the other.

An important lesson from the conceptual development of the MDGs in 2000 was that a more inclusive process was needed to ensure ownership and give credibility to the outcome. As a result much consultation has taken place this time. However, synthesizing inputs from the plethora of stakeholders consulted, generating consensus, and ensuring a balanced outcome is clearly a difficult task. It is a challenge that is to some extent mirrored in this paper which has faced both the difficulty of scanning a large body of research and analytical papers and reviews of positions of various stakeholders (see annex 1), and the challenge of a still unfolding process. It should therefore be noted that it presents a snapshot of where various discussions and processes are at this point in time; it will need continuous updating to remain relevant for shaping the Danish engagement in the process.

¹ The Panel was launched by the UN Secretary General and is co-chaired by President Susilo Bambang Yudhoyono of Indonesia, President Ellen Johnson Sirleaf of Liberia, and Prime Minister David Cameron of the United Kingdom, and it includes 27 leaders from civil society, private sector and government.

2. The Post-2015 Process in Brief

In 2010 the UN member states requested the Secretary General to report back on the measures taken to prepare for a post-2015 development agenda. To support this process and the UN system-wide preparations for the post-2015 development agenda in general, the UN Secretary-General has established a **UN System Task Team** co-chaired by the United Nations Department of Economic and Social Affairs (UNDESA) and the United Nations Development Programme (UNDP). The Task Team was launched in January 2012 and brings together over 60 UN entities, and agencies and international organisations.

In July 2012, the UN Secretary General launched a **High-level Panel** to advise him on the post-2015 development agenda. Building on the work of the Task Team, the High-level Panel is expected to submit a report to the Secretary General by the end of May 2013. On the basis of this report and other inputs including the UN led consultation process, the Secretary General will submit his own report for discussion at a special event scheduled to take place in the margins of the UN General Assembly in September 2013.

An important lesson learned from the conceptual development of the MDGs was that consultations on a post-2015 development agenda should be inclusive and give voice to civil society and other stakeholders. The United Nations Development Group (UNDG) therefore in 2012 took steps to initiate outreach at several levels: (i) supporting more than 50 national level post-2015 dialogues in developing countries, (ii) convening eleven global thematic consultations on key issues and (iii) stimulating and supporting citizen and stakeholder engagement with the post-2015 agenda. The various activities involving civil society in the consultation process are supported by [The World We Want](#) web platform, which is a joint initiative between the UN and civil society.

These consultations are all the more important because the process has evolved in two tracks: one focusing on the MDGs, and one focusing on the post-Rio+20 Sustainable Development Goals (SDGs) track. At Rio+20, governments agreed to launch a process to set up an Open Working Group (OWG) tasked with developing a set of SDG, which would build on the MDGs and converge with the post-2015 development agenda. In January 2013 agreement was reached on the composition of the OWG, which include 70 countries that hold 30 seats, with many of the seats held by teams of two, three or four countries from the same region. The OWG is expected to submit a proposal for a SDG framework to the 68th General Assembly session (Stakeholder forum), i.e. in the period between September 2013 to September 2014.

A key challenge for the UN before and during intergovernmental negotiations will thus be on the one hand to synthesize the inputs from the plethora of stakeholders and ensure that inputs remains balanced between different groupings, and on the other to find common ground and acceptable compromises in integrating the two tracks.

3. MDG Achievements and Lessons Learned

3.1 Achievements

With the clarity, simplicity and measurability of the goals, targets and indicators (see Annex 2 for a full list of MDG targets and indicators), the MDGs have provided a strong focus for priority setting in national and international development efforts both for governments and non-governmental organisations (NGOs). It is generally acknowledged that they have proven the value of quantified and time-bound goals as drivers for enhanced accountability, as a way to reinforce the global partnership for development, and as a mechanism for directing global and national resources towards poverty and human development². However, experience with the goals also reveals difficulties and challenges, in particular in holding national governments accountable for global goals.

Progress towards the eight MDGs is measured through 21 targets and 60 indicators. The eight goals have been valuable as guidepost and for advocacy purposes, and the targets and indicators are used to track performance. However, this is not simple and the sheer number of targets and not least indicators of performance make an unequivocal assessment of progress towards specific goals difficult. It is further complicated by the monitoring and reporting structure where both The World Bank and the UN report annually on progress in separate reports and were users of the data sometimes interpret data differently.

Progress towards the MDGs is measured on a global scale and since 2000 there has been significant development progress whether measured by global aggregates, the economic growth of individual countries, or the number of households benefiting from development. According to the [2012 United Nations Millennium Development Goals Report](#), three of the 21 MDG *targets* have so far been met ahead of time. The MDG target to halve the proportion of people living in "extreme poverty" (MDG 1.a) and the MDG target of halving the proportion of people without sustainable access to safe drinking water (MDG 7.c) were both met in 2010. The target "to have achieved a significant improvement in the lives of at least 100 million slum dwellers by 2020" (MDG 7.d) was met in 2012.

Progress is reported as significant for primary education completion (MDG 2.a) and gender equality in primary and secondary education (MDG 3.a). The [2012 World Bank Global Monitoring Report](#) states that the latest available data suggest that developing countries are within 10 percentage points of the on-track trajectory, i.e. that at current trends these two development goals will be reached by the year 2015³. However, according to the UNESCO 2012 [Education For All Global Monitoring Report](#) progress towards universal primary education is stalling and the global number of children out of school stagnated at 61 million in 2010⁴. This difference is an example of the challenges in monitoring and interpreting the data.

² UN Task Team 2012 / OECD 2012

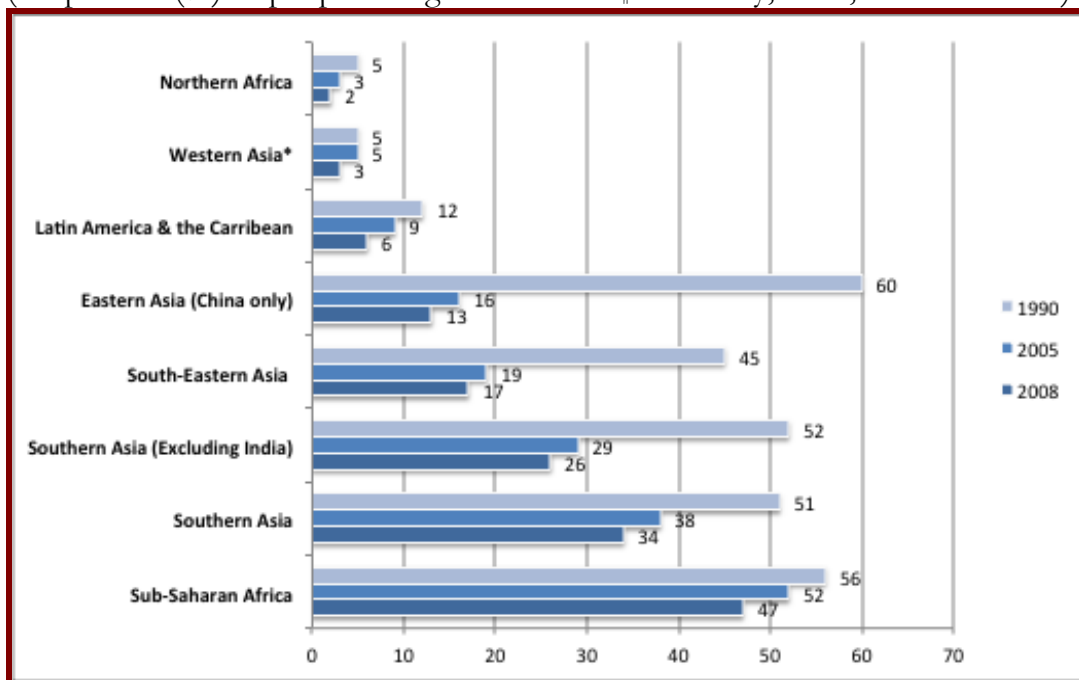
³ World Bank Global Monitoring Report 2012

⁴ UNESCO 2012: [Education For All Global Monitoring Report](#)

Despite the progress recorded, two concerns remain: a number of the MDG targets are not likely to be achieved, and even where they have been, global aggregates mask significant disparities at regional level.

Indeed, progress has been lagging for health-related MDGs; global targets related to infant and maternal mortality (MDGs 4.a and 5.a), and to a lesser extent, access to basic sanitation (MDG 7.c) are significantly off-track. Current progress in reducing by three-quarters the maternal mortality ratio roughly represents half of the required improvement needed to reach the 2015 goal⁵. And, progress has been uneven both between and within countries. A clear demonstration can be made using MDG 1: Eradicate extreme poverty and hunger. The progress here, as is shown in Figure 1, has been uneven between regions and some regions still have a very long way to go; the significant progress achieved towards eradicating poverty in Eastern Asia is in stark contrast to the limited progress in Sub-Saharan Africa. Lack of progress towards the MDGs is particularly pronounced in fragile and conflict affected states characterized by weak public institutions, lack of timely and reliable statistics, skills shortages, slow rates of GDP growth, and greater macroeconomic instability⁶.

Figure 1: Uneven progress towards MDG 1: Eradicate extreme poverty and hunger (Proportion (%) of people living on less than \$1.25 a day, 1990, 2005 and 2008)



Source: United Nations (2012): The Millennium Development Goals Report 2012

3.2 Lessons learned

This section highlights lessons learned from i) the process of developing the MDGs, ii) the MDG framework, and iii) implementation of the MDGs.

⁵ World Bank Global Monitoring Report 2012

⁶ Ibid.

The process of developing the MDGs

The United Nation's Millennium Declaration underpins the MDGs. They reflect key commitments, but not all commitments, of the Declaration. The Millennium Declaration first of all synthesised previously agreed global goals and targets from world summits and conferences held up through the 1990s⁷. Some of the essential commitments in the Declaration related to development and poverty eradication were extracted by a UN inter-agency group who prioritized, condensed, and shaped them in the form of a limited set of time-bound, common and concrete quantitative development goals and targets.

They were termed the Millennium Development Goals and were selected on the basis of two criteria: (i) whether internationally agreed indicators existed for measuring progress and (ii) whether reasonably good data were available to document global trends. The UN General Assembly endorsed the eight MDGs in late 2001 and in doing so made a clear decision on the trade-off between i) a limited and manageable number of key metrics reflecting only partially all the commitments, and ii) a more comprehensive but possibly unmanageable option of a larger number of goals, targets and indicators reflecting a broader range of commitments. This trade-off has gained renewed focus in the post-2015 discussions⁸.

The process of agreeing on the MDGs was not an inclusive and democratic process. Indeed, according to the then head of the UNDP, Lord Mark Malloch-Brown, he and a small group "wrote up the MDGs in the basement of the UN office in New York in "relative casualness"⁹. The way the MDGs were developed led to the perception by some that they were "essentially cooked up by a group of rich countries deciding how they wanted to spend their aid to help poor countries"¹⁰. This initially led to hesitation among some countries in accepting the MDGs as valid global guideposts, and subsequently to a call for a transparent and inclusive process for the development of the post-2015 framework.¹¹

A more inclusive consultation process is seen both as key in ensuring legitimacy of the goals, and to ensuring proper relevance of the framework. It is seen as one of the means to enhance the adaptation of global goals to national country contexts and ensure that national level monitoring and accountability frameworks can be properly implemented, thus avoiding the limitations of a one-size-fits-all approach that have been seen as a draw back of the MDGs¹².

⁷ E.g. Children's Summit (1990), education summit (1990), earth summit (1992), population conference (1994), social summit (1995) and women's conference (1995)

⁸ Vandermoortele, J. 2007

⁹ <http://www.guardian.co.uk/global-development/2012/nov/16/mark-malloch-brown-mdgs-nuclear>

¹⁰ Claire Melamed, Head of Programme, Growth, Poverty and Inequality in ODI, quoted in the Guardian Oct. 2012.

¹¹ UN Task Team 2012, Andris P. 2012, OECD High Level Meeting communiqué 2012.

¹² Ibid

The MDG framework

Notwithstanding the initial scepticism, there is general recognition today that the concrete goals, targets and indicators were one of the major strengths of the framework. Most MDGs appeared realistic and achievable, which also made them credible (see Annex 2 for a full list of MDG targets and indicators).

The UN Task Team suggests that while this sense of realism is retained, it has to be balanced against the need to be ambitious (see section 4.2 on the approach to setting goals and targets). Also, the MDGs' focus on ends – the “What” – should be maintained in the new framework, but the issue of “How” should also be addressed. Different approaches can indeed lead to very different results. Currently, the MDGs specify a desired outcome but do not set out the process, which would make it possible to realize the objectives. As stated by Deepak Nayyar: “the MDGs specify a destination but do not chart the journey”¹³. Yet, there is also a discussion on how prescriptive the framework should be, and a balance thus clearly needs to be found.

While the limited and focused set of goals and targets is generally considered a key strength of the MDGs, the limitations are also recognized. The MDGs represent an approach to tackling poverty focused on incomes, food, and access to essential services¹⁴; it does not fully acknowledge and reflect today's multidimensional understanding of poverty. Furthermore some key targets were not adequately accounted for (e.g. environmental sustainability, job creation, infrastructure and access to markets).

Box 1: Inequalities

In Burkina Faso, an overall reduction in child mortality rates at the aggregate level masks an actual increase in child mortality among the poorest 20% of the population (Save the Children: A Fair Chance at Life)

Much international reflection has gone into different responses to the new development challenges. The UN Task Team advocates a broader development framework with a more holistic approach to development. And, the OECD in a reflection-paper,¹⁵ suggests that such a

framework should “recognise a range of dimensions that make life decent and worth living”. It goes beyond country averages to assess “inequalities in each life dimension, and recognises the plight of those who are disadvantaged in several areas at the same time”¹⁶.

Furthermore, when trying to capture adequately the approach to development, the measurement metrics become very important. Measurement of the MDG targets is based on national averages, which can mask inequalities within countries. In some cases progress is concentrated among those that are better-off in a given country and

¹³ Nayyar D. 2012

¹⁴ ODI 2012

¹⁵ Global Development Goals beyond 2015, **DCD/DAC(2012)10/REV1**

¹⁶ OECD DAC 2012 paper to promote the OECD DACs reflections on its potential contributions to UN-led discussions on the post-2015 development framework.

using the MDGs as guideposts therefore risks ignoring the poorest, and those difficult to reach¹⁷ (see box).

Save the Children (2010) has documented this problem through an analysis of progress towards MDG 4: Reduce child mortality. The analysis shows that, on average, disparities in child mortality between rich and poor have increased. While there has been some progress towards MDG 4, this has often been concentrated in the wealthiest fifth of the population (the top quintile), in some cases leaving the poorest fifth of the population (the bottom quintile) no better, or even worse off. Overall, this pattern held in almost two-thirds of the countries for which data was available.

MDG targets were agreed at global level and were not adjusted to national context; nevertheless they were applied at national level and governments held accountable for meeting them. The UN Task Team suggests a post-2015 development framework with sufficient flexibility to ensure that targets can be tailored to meet the regional, national and sub-national conditions and priorities, while respecting international standards. Such an approach is also recommended in a Communication from the EU Commission¹⁸.

Box 2: The MDGs are not a uniform yardstick

“It is common to misinterpret the MDGs as a uniform yardstick. Statements such as '55 countries are off track to reach this target' or 'sub-Saharan Africa will reach that target by 2076' exemplify this misunderstanding. The correct yardstick is not whether a country or a region is on track for meeting the global targets by 2015. Rather, it is whether the country or region is maintaining, as a minimum, the same pace of progress it achieved in the recent past” (Vandermoortele J. 2007, The MDGs: M for misunderstood?)

Most MDG targets are expressed in relative terms — e.g. reducing poverty by half, cutting infant mortality by two-thirds and maternal mortality by three-quarters. One unintended consequence of the way the MDGs were formulated has been to implicitly put a higher burden of achievement on countries with lower levels of human development. For example: in Vietnam the infant mortality rate was reduced from 44.4 per 1,000 live births in 1990 to 14 in 2011. In Malawi, the infant mortality rate in the 1990s was 209 deaths per 1000 live births. By 2007 Malawi had managed to bring this number down to 111 without, however, reaching the MDG target at a national level. Yet, in absolute terms Malawi has reduced its infant mortality rate by more than Vietnam.

MDGs as guideposts

The MDGs helped to reinforce the global partnership for development and focus attention as well as global and national resources towards poverty and human development¹⁹. Some countries tailored the MDG framework to reflect their own realities; they added relevant goals, targets and indicators and used disaggregated data

¹⁷ ODI 2012

¹⁸ EU Commission 2013

¹⁹ UN Task Team 2012

across regions and vulnerable groups. They thus proved that the MDG framework did not necessarily reflect a limiting one-size fits all approach as was sometimes claimed, but a framework that could be tailored to specific needs. In other instances however, governments rigidly followed international benchmarks rather than reflect local conditions and ignoring the contextualization and complexities of the development process led to less appropriate national policy agendas in some cases. This brings home the recognition that while the goals and metrics of measurement are important, how they are being applied and put to use is equally important.

One very central lesson on which there seem to be general consensus is the fact that the development gains reflected in the MDG targets have not been evenly distributed, nor focused primarily on the poorest households. One explanation for this could be, as shown above, the focus on national averages as a measurement of progress. This recognition has led to a strong new focus on the need to capture in the new framework different dimensions of inequality as shown in the next section.

4. The Post-2015 Development Framework

It should be kept in mind that positions from various stakeholders are still being explored and firmed up, and the development of the framework is a dynamic process. The following is thus a “snapshot” of where current consultations and debates stand. And, there is still significant scope for Danish influence in particular as a consensus seems to be emerging on an understanding of the development process that is in line with the concern expressed in the Danish strategy: “The Right to a Better Life”, namely the need to “fight the many faces of poverty”, to recognize the complexity of the development process. This is mirrored in the metrics of measurement where a consensus is also emerging on the need for a differentiated approach with goals and targets at multiple levels (national, regional and global).

4.1 The Framework

There are several proposals and suggestions for what the framework should look like and what it should contain.

The UN Task Team proposes an integrated framework building on three fundamental principles: Human Rights, Equity, and Sustainability. These three principles would constitute the common, underlying elements of the framework and should shape and inform progress within four core dimensions: i) Inclusive social development; ii) Environmental sustainability; iii) Inclusive economic development and; iv) Peace and security²⁰.

The EU Commission promotes²¹ a framework that include a limited set of goals covering:

²⁰ UN Task Team 2012

²¹ Communication 'A decent Life for All: Ending poverty and giving the world a sustainable future'27/02/2013

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- i. Basic human development (based on updated existing MDGs and also reflecting issues such as social protection),
 - ii. Drivers for sustainable and inclusive growth and development to ensure structural transformation of the economy needed for:
 - iii. The creation of productive capacities and employment and the transition to an inclusive green economy capable of addressing climate challenges, and
 - iv. The sustainable management of natural resources.

The framework should also address justice, equality and equity, as well as the empowerment of women and gender equality.

The framework advocated by the UN Task Team represents a more holistic guide to international and national policymaking than that provided by the MDG framework, and a move away from a one-size-fits-all approach. Indeed, the Task Team stresses that targets should be tailored to regional, national and sub-national conditions and priorities²².

The EU Commission is consistent with this in suggesting tailored goals and targets at the national level together with the global goals representing commitments by all countries.

These views are echoed also in some of the global thematic consultations facilitated by the UNDG²³, where there is a call for “fundamental and transformative change”. Overall, key messages from the consultations suggest three implications for a new development agenda: i) it should be balanced and holistic ii) it needs to be genuinely universal, taking up persistent social challenges in relatively wealthy countries and acknowledging the inter-connectedness of people, governments and business across the globe, and iii) it must ensure real results, realise human rights and use technology to engage people all over the world in taking the next development agenda forward.

Many stakeholders have argued that a new framework should maintain focus on remaining MDG deficits, while also responding to new challenges and emerging issues. It should also recognise synergies, and raise the level of ambition on the MDGs that have been achieved. This is reflected in the concept of “getting to zero”, i.e. setting new goals to mark the sustainable end of extreme poverty. This, however, implies much more than just boosting incomes; it entails ending chronic hunger, ensuring universal access to secondary education, ensuring universal access to safe drinking water and sanitation, reducing child and maternal deaths to current upper middle-income country (MIC) levels, and tackling key environmental priorities that will underpin development success.

²² UN Task Team 2012

²³ UNDG 2013

The High-Level Panel in its communiqué from the recent Monrovia²⁴ meeting clearly emphasises the concept of “a transformational agenda” taking into account the many synergies between various development challenges. In particular achieving structural transformation through a global development agenda will involve i) sustainable growth with equity, ii) creating wealth through sustainable and transparent management of natural resources, and iii) partnerships.

4.2 Approach to setting goals and targets

There is a general consensus that a post-2015 development framework should not build on a one-size-fits all approach. A differentiated approach with goals and targets at multiple levels (national, regional and global) is called for. While this seems generally accepted, it is not yet clear exactly how new global goals will be translated into targets and indicators that are specific to individual country circumstances.

In this process it will be important to keep in mind lessons from the MDGs, and the following key issues, principles and trade-offs:

- **Ambition:** Ambitious goals often have more traction, and inspire more ingenuity, collaboration, and resource mobilization than do small or quotidian goals. Building on the success of the MDGs means that “getting to zero” is not inconceivable; yet, overambitious goals may be a detriment to success.
- **Selectivity:** On one side stands the need for simplicity and consistency. Lengthening the list of goals or tailor-made targets is likely to diminish a framework’s political traction for agreement and implementation. On the other side stands the need for relevance to new groups of stakeholders and adaptation to new realities. Relevance is increased when countries are free to choose which indicators to use, but this counters the desire for standardization and also entails the risk that critical aspects of development may not be measured; the democratic process of selecting the goals becomes critical.
- **Standardization:** There are advantages to standard measures as they facilitate measurement, comparison and benchmarking, and thus provide more solid evidence of progress. The main disadvantage lies in the lack of relevance for some countries and the difficulty of reflecting country level realities.
- **Quantification:** The MDGs’ quantitative nature helped provide a straightforward and objective scorecard through which the world measured its progress. In many developed countries, the Goals have provided a clear motivation and set of metrics against which aid budgets have been increased. The Goals, however, at the same time carry the risk of oversimplifying the measurement and true nature of extreme poverty, and ignores the important quality dimension.

²⁴ Meeting of the High-Level panel of Eminent Persons on the post-2015 Development Agenda in Monrovia, Liberia, February 2013

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- **Long-term targets:** The long-term time horizon of the Goals has helped governments and development institutions to look beyond immediate financing or electoral cycles and focus on medium- and long-term priorities for change. However, such long-term targets should be supplemented with intermediate targets for better monitoring and accountability.
 - **Capacity constraints:** Some countries may lack the capacity or political will to develop their own targets and indicators, yet these are critical for accountability purposes.

The choice of goals and targets and how to measure progress, is both a contentious political and technical issue, and there is already some reflection on these issues in key thematic areas.

5. Emerging Issues

In the following section a summary is provided of the 11 issues, which are (or have been) subject to the UN led thematic consultation process and for which thematic think pieces have been developed²⁵. The issues are all relevant for a post-2015 development framework but the question is how and to what extent they will be addressed. Two overarching issues are key in this regard: i) To what extent a rights-based approach will be applied and ii) How a post-2015 development framework will address the three dimensions of sustainable development: Economic, social and environmental.

Human rights, democracy and gender equality are at the core of all of the 11 issues, which have been subject to the UN led thematic consultation process, particularly inequality and governance. As stated in the Communication from the European Commission to the EU Parliament: “The importance of justice and equity, human rights, democracy and other aspects of good governance goes far beyond their impact on progress towards development targets on income, education, health and other basic needs. They are also important in their own right, in all countries”²⁶.

However, there are different perspectives on how these approaches should be included in the post-2015 development framework. As such, States are already obliged (under their human rights treaty commitments) to aim for universal access to at least a basic level of social rights, dismantle discrimination and achieve substantive equality and ensure the availability, accessibility, affordability, acceptability, adaptability and quality of services²⁷. In a thematic think piece by OHCHR (2012) it is argued that these requirements should be integrated as far as practicable into the post-2015 framework

²⁵ www.worldwewant2015.org

²⁶ European Commission 2013: A DECENT LIFE FOR ALL - Ending Poverty And Giving The World A Sustainable Future

²⁷ OHCHR 2012

of global goals, targets and indicators, with the ultimate goal of realizing all human rights for all. But it could also be argued that there is little need for adding to the post-2015 development framework, additional human rights based requirements, which are already being monitored under existing treaties²⁸.

While it may not be set in stone how a rights-based approach to development should be included in a post-2015 development framework it is clear that human rights will be a key priority.

At their 3rd meeting in Monrovia the High-Level Panel of Eminent Persons endorsed a communiqué outlining a vision for a new development agenda that is “people centred and planet sensitive”. In practice this will require that a post-2015 development framework reconcile the aspiration of poverty eradication with sustainable development.

Sustainable development was brought into mainstream at the 1992 Earth Summit in Rio but since then development aims have remained focused on economic growth while goals for environmental sustainability have often been construed as safeguards external to or constraining economic performance, rather than something integral to it²⁹. Criticism of the existing MDGs have pointed out that while the MDGs capture social, economic and environmental aspects, these three dimensions are represented in the framework in an unbalanced way and without strong linkages among them. A Thematic Think Piece by several UN agencies³⁰ suggests that all three dimensions are reflected within individual goals, or across the goals. One example is provided: “a goal for eradicating hunger could consider under the same goal food security (social), efficient use of water and land (economic) and decreased environmental degradation and waste in food production and consumption (environmental)³¹.”

In terms of the metrics, various proposals are also made to capture the multidimensional nature of sustainable development, for example composite indicators or summary measures such as the Human Development Index, or the ecological footprint. The UN Task Team stresses that the targets should be balanced to avoid trade-offs and promote synergies across the three dimensions.

A key challenge in ensuring that the priority of environmental concerns is equal to that of socio-economic development is that human society and nature operate on different time scales. As pointed out in a 2013 Briefing Paper by the German Development Institute: “Solutions to human suffering are required now, (while) environmental policies must address the long-term effects of today’s economic actions³²”. In order to bridge the gap between conventional approaches to economic development and poverty reduction on the one hand, and to environmental sustainability on the other

²⁸ Vandemoortele, Jan: 2012

²⁹ Boltz et. al. 2013

³⁰ ECE et al. 2012

³¹ ECE et al. 2012

³² Boltz et. al. 2013

the outset for negotiations must therefore be that though the welfare of people today is important, the welfare of future generations matters too: their fates are intertwined.

5.1 Inequalities

Across the different sectorial issues or themes different aspects of inequalities is highlighted as a core issue that needs to be addressed and captured in the new framework. As emphasized in the Chairpersons summary statement from the Global Consultations on Addressing Inequalities in the Post-2015 Development Agenda, equality is not a new priority. However, since the adoption of the Millennium Declaration by all UN Member States in 2000, the world has seen the worsening of many forms of inequality - within as well as between countries.

Inequality therefore remains a main challenge to sustainable human development, and one of the key messages from the Consultations was that if the structural drivers of inequalities are to be fully addressed in the future, a development framework will be needed that is based on the recognition that all people have rights, and that incorporates and reflects the human rights principles of universality and non-discrimination, participation and accountability³³. This view is echoed by for example the World Economic Forum in Davos, which recognizes inequality as the biggest threat to a stable society.

The question is how best to address inequality. One approach is to include a stand-alone goal on reducing inequalities. Such an approach was favoured by participants in the Global Consultations on Addressing Inequalities in the Post-2015 Development Agenda. Participants argued that a stand-alone goal would help ensure the political will necessary to address inequality. Furthermore, suggestions were made to have targets aimed at universal access to basic services and resources, and ‘getting to zero’ i.e. finishing the job the MDGs started. Targets such as eradicating extreme poverty, hunger and preventable child and maternal deaths are considered necessary to ensure that no one is left behind. Such targets could be reinforced by indicators that specifically measure progress in reducing disparities and that track progress among the most impoverished, marginalised and excluded groups and individuals³⁴.

Another approach would be to treat inequality as a cross-cutting issue. Such an approach would have the advantage of not adding to the potential overload of the post-2015 development framework and prevent an insular treatment of inequalities. As stated in the Consultation report on inequalities: “If inequalities are to be a central priority of the new development framework, a single “inequalities goal” will not be sufficient. This approach could not incorporate the diverse priorities for tackling inequalities, and would risk legitimising “business as usual” in all other areas”³⁵.

³³ Global Consultations on Addressing Inequalities in the Post-2015 Development Agenda, Copenhagen 19 February 2013, ***Overview and key messages***

³⁴ Chairpersons’ Summary Statement: Global Consultations on Addressing Inequalities in the Post-2015 Development Agenda, Copenhagen 2013

³⁵ UNICEF and UN Women 2013

Inequalities could also be embedded in the development narrative and treated as a cross-cutting issue, i.e. instead of calling for an overall reduction in infant mortality, the target could be formulated to foster a specific decrease in the infant mortality rate of the bottom half of the population, or among infants whose mother did not complete primary education³⁶.

A Consultation report by UNICEF and UN Women on inequalities³⁷ as well as the chair person's statement from the international conference on addressing inequalities in Copenhagen 18-19 February 2013, emphasises that measures to address inequalities in the post-2015 framework need to address mutually reinforcing structural drivers in the economic, social, environmental and political domains. For each of these four

Box 3: Conference on addressing inequalities in Copenhagen 18-19 February 2013
- Chairperson's statement

"A target on universal access to energy could be balanced, by a target promoting clean energies. This would help ensure that the social and economic gains of energy access are not achieved at the detriment of the environment."

domains recommendations are made as to how greater equality can be achieved including suggestions for national level goals and targets³⁸.

Yet another perspective is the criticism levied against the existing MDG framework that it ignores the responsibility of developed countries. The MDG framework is seen as explicitly designed as a framework to support human development in

developing countries and in particular among the poor but without relevant goals for developed countries (apart from indicators for energy efficiency and CO2 emissions under Goal 7 Target 7.A). However, the explicit responsibilities of developed countries, in particular in relation to consumption and production patterns, and its consequences for intra- and inter-generational equity are central to sustainable development.

A key message from the Global Consultations on Addressing Inequalities in the Post-2015 Development Agenda was that the most widespread driver of inequalities remains gender-based discrimination and that gender-based violence, in various forms, is a major element of this massive and continuing failure of human rights³⁹.

Denmark has already taken the lead on the issue of inequality and has considerable experience and much credibility due to a long-standing commitment to equality in all its dimensions. It is thus an area where Denmark may wield considerable influence in the shaping of the post-2015 agenda.

36 Vandemoortele, J. 2012

37 The Report is based on and reflects an extensive global public consultation, held from September 2012 – January 2013. Its content and recommendations do not necessarily reflect the views and positions of UNICEF, UN Women, the United Nations, the Government of Denmark or the Government of Ghana.

38 UNICEF and UN Women 2013

39 Global Consultations on Addressing Inequalities in the Post-2015 Development Agenda, Copenhagen 19 February 2013, *Overview and key messages*

5.2 Conflict and fragility

By 2025 the majority of extremely poor people will live in fragile or conflict-affected countries⁴⁰. No low-income fragile or conflict-affected country has to this day achieved a single MDG, underlining the particular difficulties of these countries. A post-2015 development framework therefore must place greater emphasis on addressing the problems of violence and fragility. A key recognition in this respect is that drivers of conflicts are multidimensional; addressing them thus also requires a multidimensional approach that spans the development, political, security and justice areas. The different dimensions are interdependent. In the words of the World Bank⁴¹: “Military-only, justice-only or development-only solutions will falter”. Furthermore, inequalities are often key factors behind violent conflicts and therefore that dimension needs particular focus.

The UN Task team suggests that the overall framework of the post-2015 development agenda could include targets on personal security and democracy, political participation or inclusive politics⁴². As an important part of the “New Deal” for engagement in fragile states, the group of conflict-affected states (the “G7+”⁴³) together with development partners (The International Dialogue for Peacebuilding and Statebuilding⁴⁴) are furthermore advocating the inclusion of a set of peacebuilding and statebuilding goals in the post-2015 agenda: i) Legitimate politics - Foster inclusive political settlements and conflict resolution, ii) Security - Establish and strengthen people’s security, iii) Justice - Address injustices and increase people’s access to justice, iv) Economic Foundations - Generate employment and improve livelihoods, v) Revenues & services - Manage revenue and build capacity for accountable and fair service delivery.

There is general agreement that the international community in the post-2015 framework has to address the situation in conflict affected and fragile states to make up for the lack of focus in the MDGs. But the discussion on a specific target on conflict and fragility or peace and justice touches upon the controversial discussion in the UN of state’s sovereignty. Furthermore some difficulties exist in how to address the root causes of conflict and fragility. Denmark has a strong voice both towards the donor countries and among the conflict-affected and fragile states because of the Danish Minister for Development Cooperation’s second year seat as co-chair of the International Dialogue. Therefore this issue will be of specific relevance in the coming negotiations on the post-2015 framework.

40 Denney, L. 2012

41 World Development Report on Conflict, Security, and Development 2011

42 UN Task Team 2012

43 <http://www.g7plus.org/>

44 This forum is the first forum for political dialogue to bring together conflict-affected and fragile countries, international partners and civil society to catalyse successful transitions from conflict and fragility. For more inf.: www.pbsdialogue.org

5.3 Education

The merit of the MDG education goals cannot be questioned. The documented increases in budgets for education both for donors and partner countries are a clear indication of the increased priority given to education as a result of commitment to the MDG 2: Achieving universal primary education. But more importantly maybe is the recognition that education is fundamental for achieving most if not all the other MDGs, and for a sustainable reduction in poverty and, that equity is a core issue as “those left behind are from the poorest households, living in rural areas or urban slums, and most often girls”⁴⁵.

Notwithstanding the good results, the goals’ narrow focus on universal primary education and gender equality ignored the broader vision of education enshrined in the Education For All Goals (adopted in the 2000 Dakar Framework for Action) and also reflected a classroom centred paradigm of education. This view of education has, however, evolved to focus on educational outcomes rather than attendance, to think in terms of learning and not teaching, to take account of opportunities that modern information technology offers, and not least to recognize a growing demand for secondary and tertiary education, and increasing concern for vocational skills development. These emerging issues are proposed by various stakeholders to be reflected in the post-2015 process.

In terms of the metrics of measurement, two proposals are made in the thematic think piece on health by UNESCO: i) that the equity focus of education goals are addressed by measuring progress for the bottom 20 per cent, disaggregated on rural/urban populations and gender, and ii) to balance the focus on outcome targets at the global level with more focus on process targets and meeting acceptable standards at the country level.⁴⁶

Denmark has focused on quality education and has the potential to play a prominent role in promoting the agenda because of the Danish Prime Minister’s involvement as UN Champion for the UN Secretary General initiative Education First⁴⁷.

5.4 Environmental sustainability

Environmental sustainability is likely to be a core element of the post-2015 development framework. Though progress globally has been made particularly in regard to phasing out of ozone-depleting substances, on increasing the proportion of people with access to safe drinking water and on increasing the proportion of terrestrial and marine protected areas, serious challenges remain. In the thematic paper on environmental sustainability, climate change is not surprisingly stated as being the most urgent sustainable development challenge today as the environmental, social and

⁴⁵ UNESCO 2012

⁴⁶ UNESCO 2012

⁴⁷ The Global Education First Initiative is led by the Secretary-General of the United Nations and gathers a broad spectrum of world leaders and advocates who aspire to use the transformative power of education to build a better future for all. For more info.:

www.globaleducationfirst.org

economic impacts of global warming threaten to undo many of the development efforts being made while working to reach the targets set for the MDGs⁴⁸.

Heads of State and Governments have recognized the urgency of strengthening an environmentally sustainable approach to development and at the United Nations Conference on Sustainable Development (Rio+20) they renewed their commitment to sustainable development and to ensuring the promotion of an economically, socially and environmentally sustainable future⁴⁹. During the Conference it was decided to launch a process to develop a set of Sustainable Development Goals. It was emphasised that this process should not divert focus or efforts from the achievement of the MDGs but exactly how these SDGs will be merged with the post-2015 development framework remains to be seen. What does seem clear is that a consensus is emerging that ensuring a stable climate, stopping ocean acidification, preventing land degradation and unsustainable water use, sustainably managing natural resources and protecting the natural resources base, including biodiversity, is necessary for building a rights-based, equitable, secure and sustainable world for all people⁵⁰.

Box 4: Trade offs and balancing targets

A target on universal access to energy could be balanced by a target to promote clean energy. This would help ensure that the social and economic gains of energy access are not achieved at the detriment of the environment.

For a Danish position, green growth could be a good angle to approach sustainable development as Denmark is generally recognised as a front-runner. The experiences made in promoting a move towards a green economy domestically combined with Denmark's long-term commitment to development cooperation is a strong foundation to build on when pursuing this issue in the negotiations.

5.5 Energy

Access to energy is not in the current MDGs, but is recognized as a prerequisite for achieving the eight goals. 1.3 billion people - one in five globally - lack electricity to light their homes or conduct business⁵¹. Twice that number - nearly 40 per cent of the world's population - rely on wood, coal, charcoal, or animal waste to cook their food - breathing in toxic smoke that causes lung disease and kills millions of people each year, and by 2030 the number of people using traditional cook stoves will increase to 3 billion. These figures demonstrate the inter linkages in sustainable development, for example between poverty, energy and health. Targets for access to sustainable energy have indeed been proposed, but never agreed internationally.

Access to energy is however not the only, or even the main, concern for energy policy

⁴⁸ United Nations Development Group: Thematic Paper on MDG 7 Environmental Sustainability

⁴⁹ UNCSD 2012

⁵⁰ UN Task Team 2012

⁵¹ The World We Want 2012: Background paper for Global Energy Consultation

in developing and developed countries alike. Energy security, including ensuring the availability of enough energy to enable economic growth, and reducing greenhouse gas emissions from energy consumption are both central to national energy policies, again underlining the many linkages of sustainable development.

The Sustainable Energy for All initiative has become a focus for debate about international policy on energy access, and encompasses three overarching objectives for 2030: i) ensure universal access to modern energy services, ii) double the rate of improvement in energy efficiency, and iii) double the share of renewable energy in the global energy mix. These objectives combine human development and environmental sustainability and were endorsed by the High Level Panel on Global Sustainability, but have yet to be agreed by an international body.

Box 5: Linkages of sustainable development

- Supporting policies and market-based mechanisms can drive affordable clean energy solutions into rural areas to meet basic needs and stimulate income generating activities (UNDP, 2000).
- Local clean energy solutions can have positive effects on employment opportunities (Karekezi at al., 2004).
- Domestic use of cleaner energy technologies has a positive impact on the health and workload of women and on social capital in rural communities (Thakuri, 2009).

These objectives combine human development and environmental sustainability and were endorsed by the High Level Panel on Global Sustainability, but have yet to be agreed by an international body.

5.6 Water

The MDG target for reducing by half the proportion of people without sustainable access to safe drinking water was achieved in 2010. Similar to other MDG goals and targets progress

in this area has been uneven and great disparities remain between rural and urban population. In 2010 an estimated 96 per cent of the urban population globally used an improved water supply source compared to 81 per cent of the rural population. During Rio+20 Heads of State and Government and high-level representatives recognized that water is at the core of sustainable development as it is closely linked to a number of key global challenges. They reiterated the importance of integrating water in sustainable development and underlined the critical importance of water and sanitation within the three dimensions of sustainable development⁵².

For a post-2015-development framework, stakeholder consultations on water facilitated by UNICEF and WHO showed strong support for recalibrating the existing targets on water using a range of basic versus more advanced indicators which would reflect that access to safe and clean drinking water are human rights.

The participants also agreed that the attainment of universal coverage through at least basic access to both drinking water and sanitation services should be reflected in future targets. Furthermore, proposals were made to include indicators for capturing the equity and non-discrimination dimensions; strengthening the existing national water sector monitoring infrastructure and operations in rural and urban subsectors⁵³.

⁵² Rio+20 2012: Outcome of the Conference – The Future we Want

⁵³ UNICEF & WHO 2012: Progress on Drinking Water and Sanitation, 2012 Update

The Danish Government is currently a candidate to host the World Water Forum in 2018, and a decision to that effect would naturally strengthen the Danish engagement on this thematic issue. A decision will be taken no later than March 2014.

5.7 Food security and nutrition

Food security is a key priority of UN member states⁵⁴. Demand for food is projected to increase by 50 per cent towards 2050, putting pressures on already scarce resources, in particular land, water, and oceans⁵⁵. Yet, hunger may be the world's number one solvable problem, and several initiatives exist to address it. These include the Comprehensive Africa Agricultural Development Program, the L'Aquila Food Security Initiative, the Scaling Up Nutrition Movement, the High-Level Task Force on the Global Food Security Crisis and the Standing Committee on Nutrition, and at country-level the Renewed Efforts Against Child Hunger Initiative. On the positive side, there are genuine opportunities available to expand food production and according to the Copenhagen Consensus, five of the top ten most cost-effective development solutions focus on malnutrition⁵⁶.

In terms of goals, this may be one of the MDGs' where an even more ambitious goal could be set, building on past progress, and helping to focus the global community on scaling up proven solutions to meet current and emerging challenges. It could be tracked against a practical and comprehensive suite of disaggregated situational, outcome and sustainability indicators. Furthermore, context-specific national or regional targets that address particular circumstances, needs and challenges could complement a global goal and suite of indicators⁵⁷.

5.8 Governance

In the Thematic Think Piece on Governance and Development, two broad governance issues can be discerned. The first pertains to institutions of governance, the second to concepts of democracy and the rule of law. Strategies adopted in response to the first include better personnel management, transparency in public finance, curbing corruption, citizen participation and enhanced accountability. Responses to the latter include demands for gender equality and the inclusion of youth and marginalized groups. Integral to effective implementation is an informed and empowered citizenry engaged in transparent and accountable governance processes⁵⁸.

On metrics, the UN Task Team asks: "Would it be feasible to propose explicit governance goals and targets in their own right? Should governance challenges be set out as part of the enabling conditions that need to be strengthened to foster

⁵⁴ In a UN (2012) questionnaire to member states, food security was the most frequently mentioned priority. Similarly, an analysis of emerging issues by UNEP had food security as #3 of #21 emerging issues (UNEP Foresight Report, 2012)

⁵⁵ United Nations 2012

⁵⁶ FAO, IFAD, WFP 2012

⁵⁷ Ibid

⁵⁸ UNDESA, UNDP, UNESCO 2012

development? Or, would it be better to mainstream governance issues into other development goals so as to build synergies among various development themes?⁵⁹”

A discussion paper by UNDP⁶⁰ advocates a separate global goal on *democratic* governance and explores four approaches for targets and indicators to support such a goal. One of the key challenges is that there would have to be agreement on international standards for measuring progress in areas, which are sensitive to many states e.g. human rights compliance, access to information etc.

In the Thematic Think Piece on Governance and Development⁶¹ a specific goal on governance within the existing MDG-type framework is also described as an option, though not focusing particularly on “democratic governance”. In this approach countries would commit to governance as a goal accompanied by operational targets in specific sectors, for example working to enhance taxation, court administration or statistical capacity at the national level. Another approach would be to reiterate a set of principles for the exercise of political and administrative authority at national and local levels, drawing on international human rights treaties, the UN Convention against Corruption and other major agreements with near universal participation.

However, it needs to be recognized that while much work has gone into various initiatives to measure democratic governance, there are still no available cross-country measures that are internationally accepted and have demonstrated the validity, accuracy, and sensitivity that would make them useful to track changes in democratic conditions across countries.

5.9 Health

The competition for inclusion in the new framework is stiff and most people would agree that health deserves to be included in some way or other. The WHO states that: “Health is central to development; it’s a precondition for, as well as an indicator and outcome of progress in sustainable development”.⁶²

Box 6: A people centered approach

The global AIDS response has demonstrated that placing people, particularly those most affected, as a central driver of policy promotes dignity and respect for all, and ultimately leads to better outcomes.

The WHO stresses that: “In contrast to the current set of health-related MDGs, there is now a greater recognition of the need to focus on means as well as ends: health as a human right; health equity; equality of

opportunity; global agreements (International Health Regulations, Pandemic Influenza Preparedness framework) that enhance health security; stronger and more resilient health systems; innovation and efficiency as a response to financial constraints; addressing the economic, social and environmental determinants of health; and multi-

⁵⁹ UN Task Team 2012

⁶⁰ UNDP 2012

⁶¹ UNDESA, UNDP, UNESCO 2012

⁶² [WHO 2012](#).

sectorial responses that see health as an outcome of all policies.”⁶³

The health agenda has thus clearly broadened, and “new” issues proposed to be reflected in goals or targets emerge. Yet, as seen in section 3.1 on Achievements, the health related MDGs are not on track and there is thus also “unfinished business”⁶⁴. Furthermore, the Beyond 2015 campaign, and a range of stakeholders also argue that issues such as sexual and reproductive health and rights need to be reflected in the new framework, some suggest under the heading “Health”, other under “Population”.

The broadening health agenda could lead to a long list of competing health goals, which is likely to be counterproductive. Alternatively WHO proposes to build the case that health is a concern to all people, and is influenced by and contributes to policies across a wide range of sectors. The challenge then becomes one of deciding how “health” in this broad sense can be characterized in a way that is measurable and generates political traction and public understanding. Another challenge is to decide whether approaches based on human rights, equity and/or social determinants need to be reflected in the way health-specific goals or targets are framed, or whether they are equally applicable across all development sectors, a concern shared with the UN Task Team.

The Task Team also argues in favour of a single high-level goal on health below which a hierarchy of more sector and programme specific goals, targets and indicators can reflect existing agreements (including the current MDGs) and elements of the new health agenda.

Denmark is firmly committed to promoting sexual and reproductive health and rights but it remains a controversial issue, which divides even the EU. For Denmark, the rights issue is key and the Danish strategy for promotion of sexual and reproductive health and rights stresses that “People should be able to take their own decisions about their sexual and reproductive lives and have the means to do so. This includes access to reproductive health services and information and to safe and legal abortion”⁶⁵. It is a position that needs careful stakeholder management and alliance building, yet one that is clearly a traditional Danish priority.

5.10 Growth and employment

Growth and employment policy is an issue for national government policy, and the problems faced by individual governments depend strongly on the context⁶⁶. What can a global agreement contribute to in this area? Depending on the level at which new goals are defined they could provide an incentive for trade or migration, or drive policy thinking and prioritization at national level⁶⁷.

⁶³Ibid

⁶⁴ [UNAIDS et.al. 2012](#)

⁶⁵ Danish MFA: 2006

⁶⁶ World Bank 2013

⁶⁷ ODI 2012

In addition to active macroeconomic policies, countries that have achieved sustained economic growth have used a range of supportive policy interventions. They involve a country-specific mix of trade, finance and investment policies, along with active labour market and social policies. Furthermore, economic growth does not automatically translate into widely shared gains, and that the links between inequality and growth are many and complex. Policy choices matter: Poverty has persisted despite rapid growth in several economies, while some poorer and slower-growing economies have been remarkably successful in alleviating extreme poverty and social deprivation. Economic growth does not automatically translate into widely shared gains, and growth policies should therefore be implemented considering the best possible ways to combat inequality while promoting prosperity. This was also emphasized during the Global Consultation on Addressing Inequalities in the Post-2015 Development Agenda: “Rather than simple targets for growth, the aim of economic policy should be understood in terms of reducing inequalities and building equitable opportunities for economic participation⁶⁸”.

Achieving macroeconomic stability and inclusive growth are thus significant challenges to economic development and should be reflected in the post-2015 agenda. However, macroeconomic stability encompasses a wide spectrum of sub-issues, whose inter-relationships are often difficult to untangle and that are usually country-specific. Hence they do not easily lend themselves to common, measurable, and synthetic quantification applicable across countries. A similar conclusion was reached during the Thematic Consultation on Growth, Structural Change and Employment, held in Japan in May 2012⁶⁹. Here participants underscored that any new global development agenda post-2015 should stop short of prescribing policies to countries that are very different in terms of their levels of development and growth dynamics. They further emphasized the need for the vision for development to balance social and environmental goals with economic ones, a position that is well in line with the Danish view.

5.11 Population dynamics

Population dynamics pose serious challenges to the global future. Demographic changes in the past decades have led to the largest generation of youth in the world, calling for investments in targeted services for youth and adolescents. At the other end of the life cycle, older persons are the world’s fastest growing population group, amid rapidly changing family structures and declining family support systems with important implications for government policies, such as pension schemes, health care and economic growth.

In terms of the spatial distribution of the estimated 9 billion people in 2050, 85 per cent are expected to be living in what are now developing countries, adding complexity to existing challenges such as food security, health, education and inequality. The United Nations Department of Economic and Social Affairs (2012) estimate that by 2050 some 70 per cent of the world population will be living in urban areas and since population flows to urban areas is most significant in countries that are least able to

⁶⁸ UNICEF & UN Women 2013

⁶⁹ [Beyond2015](#)

satisfy demands for jobs, adequate housing and basic services, these trends can become sources of social and political instability.

Inequality is also a strong concern in this strand of issues, issues related to polarization of abundance and deprivation. Indeed five per cent of the world population use 23 per cent of the entire supply of energy, while roughly 40 per cent of the world population lack access to adequate sanitation services, with another 1.2 billion people having no facilities at all. In addition, this reality is no longer about the least developed countries alone. More than 70 per cent of the world's poorest people today live in middle-income countries.

In the view of the UN Task Team: “population issues should be an integral part of the post-2015 development agenda from a two-pronged perspective: i) evolving population dynamics, including changing population structures and distributions and ii) access to reproductive health and protection of reproductive rights. While the first set of issues i.e. population dynamics and changing demographic structures, can be construed largely as cross-cutting, enabling factors for post-2015 development goals, the second set of issues i.e. access to quality reproductive health services and protection of reproductive rights, should be included in and monitored through clear development goals and targeted frameworks.⁷⁰

Another approach to target-setting is laid out in “Realizing the Future We Want for All”⁷¹. Here it is suggested that a combination of absolute and relative targets will be needed for an all-inclusive development agenda that takes shifting demographics into account.

6. Financing

When looking at the scope of the global agenda and the transformational change proposed, the natural question arises where the resources to finance this global change will come from, and what role aid will play.

The international partnership between developed and developing countries to mobilise more financing for development to meet the MDGs was set out in the 2002 [Monterrey Consensus](#), and further elaborated at the Doha Follow-up International Conference on Financing for Development (the [Doha Declaration 2008](#)). Financing for development was clearly confirmed as a national responsibility and development aid was perceived as a principal supplementary source of funding, partly because of its characteristics and the special leveraging role that aid can play.

From 2000 to 2010, aid was steadily increasing. According to the OECD, net official development assistance rose by 63% between 2000 and 2010, the year it reached its peak. But in 2011 major donors' aid to developing countries fell by nearly 3%, breaking

⁷⁰UNDESA, UNFPA 2012

⁷¹ UN Task Team 2012

a long trend of annual increases⁷².

Though aid and development co-operation will continue to play an important, catalytic role it is recognized that aid alone cannot reduce poverty and foster development. Today the resource mobilisation by developing countries through taxes and domestic savings is the primary source of sustainable MDG financing, i.e. financing for development is a national responsibility, and a number of countries have indeed increased their capacity to collect tax revenue and mobilise other domestic resources to finance development. The resources and general government spending by developing countries has increased from USD 1.7 trillion in 2000 to an estimated USD 8 trillion in 2012.

Although developing countries overall have made progress in improving tax collection in the past decade, there are stark regional differences. Half of sub-Saharan African countries mobilise less than 17% of their GDP in tax revenues. This is below the minimum level considered by the UN as necessary to achieve the MDGs. Moreover, in Africa the increase in tax revenue has been driven by resource related tax revenues in oil-producing countries. This makes these countries vulnerable, as any domestic crisis is likely to reduce tax revenue.

It is thus clear, as stated by the OECD, that Official Development Assistance remains an important source for financing MDG achievement, particularly in low-income countries and that “domestic resource mobilisation via increased tax revenues is the most sustainable and dependable source of funding towards MDG achievement, particularly in middle-income countries”⁷³.

While domestic financing is critical for sustainable development, development aid is an important supplementary financing source for the poorest countries because of its soft terms and availability to low-income countries, and its ability to “crowd in” other external flows. Such other sources for financing development include private sector funds where development aid often play a key role in helping develop the regulatory framework that supports private sector investments.

To ensure coherence in regard to the financing for development, all sources of financing (national, international, public, private, philanthropic) should be considered in line with the Financing for Development Framework⁷⁴ and supporting a “beyond

⁷² OECD 2012

⁷³ <http://www.oecd.org/social/poverty/49301301.pdf>

⁷⁴ Financing for Development promotes an integrated approach to development finance, including mobilising domestic and international resources for development, increasing trade capacity and investment, Official Development Assistance, innovative financing sources and mechanisms, aid and development effectiveness, debt sustainability, financing climate and biodiversity actions. The international partnership between developed and developing countries to mobilise more financing for development to meet the Millennium Development Goals was set out in the 2002 Monterrey Consensus, and further elaborated at the Doha Follow-up International Conference on Financing for Development (the Doha Declaration 2008)

aid”⁷⁵ approach. Such shared responsibilities within the international community are fully consistent with commitments made in the Paris Declaration and the Busan partnership for effective development cooperation.

To ensure that donors keep their promises in regards to development assistance, the International Aid Transparency Initiative⁷⁶ and Publish What You Fund⁷⁷ were launched at the 2008 Accra High Level Forum on Aid Effectiveness. Such initiatives are key in ensuring accountability as they increase transparency and thereby help citizens, governments, parliamentarians and people working in the development community find out:

- How much money is being provided
- When it was, or is, due to be spent
- Where the money will be spent
- How the money will be spent
- What the funds are expected to achieve

It is thus a key element in the partnership accountability between donors and partner countries.

7. Accountability for Results

In strengthening global accountability it should be clearly defined who is to do what, as MDGs have not been clear on responsibilities⁷⁸. Without clearly defined responsibilities and an independent and objective global custodian, there is a risk that targets set by world leaders will gradually lose credibility⁷⁹.

Experience has also shown that in many cases sustained progress towards the MDGs has been underpinned by strong democratic governance and women’s empowerment, and hampered by their absence⁸⁰. Thus, strengthening the capacity of parliaments, oversight mechanisms and national statistical capacities would help ensure that relevant data is generated and effectively used to help monitor progress towards post-2015 development goals and targets. Equally important will be to ensure that civil society

⁷⁵ The beyond aid or policy coherence for development agenda is about making sure that policies on issues such as trade, migration, investment, environmental issues, security and technology also support development priorities.

⁷⁸ Graça Machel, Member of the High-Level Panel that advises the UN Secretary-General on the post-2015 development agenda, quoted on the [OHCHR web-page](#)

⁷⁹ Vandemoortele, J. 2012

⁸⁰ Global Consultation on Governance and the Post-2015 Framework: Concept Note – reference to UNDP (2002) Human Development Report: Deepening Democracy in a Fragmented World; UNDP (2010) The Path to Achieving the MDGs: a synthesis of evidence from around the world; UNDP (2010) Beyond the Mid-point: achieving the MDGs.

organizations and individuals are enabled to hold states and other duty-bearers to their commitments through accessible, effective accountability mechanisms at global, national and local levels.

In addition to strengthening different aspects of national level accountability, experience from the MDGs suggests that global level accountability also needs strengthening. Voluntary national reporting on the MDGs was not completely effective, and a global accountability mechanism that complements the existing international human rights reporting mechanisms could be further explored to ensure the implementation of post-2015 commitments, without undermining existing international human rights reporting mechanisms⁸¹.

The “Beyond 2015” submission to the EC consultations on a post-2015 development framework suggests a mix of accountability mechanisms with a focus on strengthening existing accountability mechanisms (such as Human Rights Monitoring and Reporting, Peer Review Mechanism, reports on implementation of Multilateral Environmental Agreements) or following best-practice examples (e.g. national/regional human rights commissions/Court). Furthermore, grounding the post-2015 framework in human rights standards reinforces accountability by stressing that meeting development commitments is not a matter of charity but of legal obligation⁸².

8. Danish Priority Themes

It seems likely that a post-2015 development framework will have the following five key characteristics that would be consistent with Danish priorities and positions:

- i) Build on the existing MDGs albeit with the addition of new environmental goals or targets
- ii) Capture both “What” and “How”/the Enablers
- iii) Reflect a multidisciplinary and holistic approach to poverty
- iv) Address issues of inequality
- v) Contain global goals but targets that can be cascaded at national level

A post-2015 development framework will leave plenty of space for the Danish Government to pursue the four priority areas of the Strategy for Denmark’s Development Cooperation, “The Right to a Better Life”: i) Human rights and democracy; ii) Stability and protection; iii) Green growth and; iv) Social progress.

These four areas can all be captured within the four core dimensions of the post-2015 development framework suggested by the UN Task Team: i) Inclusive social development, ii) Environmental sustainability, iii) Inclusive economic development and iv) Peace and security. The human rights-based approach advocated by Denmark is

⁸¹ Vandemoortele, J. 2012

⁸² Beyond 2015

also consistent with the underlying principles of the framework suggested by the UN Task Team, i.e. human rights, equity and sustainability.

The emerging issues highlighted in this paper (Table 1) are all reflected in the priority areas of the Strategy for Denmark's Development Cooperation and are themes that Denmark has traditionally championed.

Table 1: Emerging issues for a post-2015 development framework

<ul style="list-style-type: none">• Sustainable development• Inclusive green growth• Financing• Inequality• Education• Conflict and fragility• Environmental sustainability	<ul style="list-style-type: none">• Energy• Food security and nutrition• Governance• Growth and employment• Health• Population dynamics• Water
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However, a post-2015 development framework should not include all issues, as this would undermine a key success of the MDGs – focusing development efforts on key priorities. To lead by example, Denmark could decide on a limited set of key priority issues and identify the best possible avenues and necessary alliances for promoting these issues, before and during the intergovernmental negotiations. Most convincing would be to focus on issues where Denmark is recognized as a key player, an innovative force, and with a strong track record.

Possible Danish negotiation platform

Spreading efforts on too many issues could weaken the Danish influence; while Denmark could with some justification engage on a number of different issues, the following five seem to be issues where there are some clear advantages:

- i. Denmark is well regarded by its development partners for its commitment to, and progress in, mainstreaming gender equality and women's empowerment into its overall programme⁸³. Denmark is also known for its steady pursuit of gender issues in all international fora.
- ii. The human-rights based approach to development cooperation applied by Denmark entails a focus on the poorest and on ensuring equal opportunities for all. This approach is a core value in Danish development cooperation and provides a natural platform for supporting a strong focus on addressing inequalities in a post-2015 development framework. Denmark's long-standing engagement in supporting democracy and good governance provides a similar opportunity for influence on issues related to governance.

⁸³ OECD 2011

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- iii. Green growth is another area where Denmark is recognised as a front-runner due to measures taken and plans to reduce the use of fossil fuels and limit greenhouse gas emissions, as well as other forms of pollution, while investing in green technologies as a potential new source of growth. The experiences made in promoting a move towards a green economy domestically combined with Denmark's long-term commitment to development cooperation could be useful in convincing sceptics that green growth should be embedded within sustainable development.
 - iv. Building on the increased focus on and presence in countries affected by fragility, Denmark is well placed to engage on issues of conflict and fragility. During the past few years Denmark has set up a number of cross-governmental structures to promote peace and stability, including policies in the areas of social development, security and diplomacy⁸⁴. Denmark also plays a key role in the International Dialogue on Peace-building and State-building.
 - v. Lastly, Denmark has already taken the lead on the issue of inequality. As this is such a fundamental issue, and relevant for almost any dimension of a new framework, building on this engagement is likely to produce opportunities where Denmark could “punch above its weight”. The debate is still very focused on substance, but it will inevitably turn to technical issues of developing and deciding on the metrics of how to capture this dimension. Denmark may cement its position as a leader on this issue if also able to propose strong technical input on the measurement aspects.

These issues all correspond with the current EU priorities for a post-2015 development framework as they are described in a Communication from the EU Commission to the European Parliament in February 2013. The EU Commission emphasize the importance of “moving towards a rights-based approach to development, on reducing inequalities, as well as on the promotion and protection of women's and girls' rights and gender equality”. Progress towards an inclusive green economy is also considered essential, as there is a fundamental link between global environmental sustainability and poverty eradication. Finally, the particular challenges in relation to fragile, violence-affected countries are recognised. In addressing the needs of these countries it is stressed that a starting point within a post-2015 context should be the work already done between some fragile states and the OECD countries, the EU, the UN and Development Banks at Busan in November 2011. This should build on the New Deal for Engagement in Fragile States that laid out an agreed set of Peace-building and State building Goals⁸⁵.

⁸⁴ OECD 2011

⁸⁵ EU Commission 2013

Should the Danish Government be successful in its endeavours to host the World Water Forum in 2018 (A final decision will be taken no later than March 2014), water could be another issue for Denmark to prioritize.

9. Conclusions and Recommendations

9.1 Emerging principles

Looking back over the MDG process so far, there is a general consensus on key strengths of the MDG framework and process that need to be preserved, and on some of the weakness to be avoided. Observing these points of strength and weakness points towards some key principles for a new framework:

Table 2: Strengths and weaknesses of the MDG framework

<i>Strengths</i>	<i>Weakness</i>	<i>Key principles</i>
<ul style="list-style-type: none"> • Increased priority of development issues and accelerated global poverty reduction; • Achieved popular support and political buy-in – a “rallying point” • Focused on results and outcomes • Shifted policy attention well beyond economic growth objectives due to multi-dimensionality and emphasis on human development • Helped to set priorities for national, regional and international development goals • Focused attention on need for quality data 	<ul style="list-style-type: none"> • Left out key issues including fragility, good governance, job creation, peace and security • Used somewhat restrictive definitions of “development” and “poverty” • Focused on poverty but lacked equity considerations • Produced partial targets • One size fits all • Ignored inter-linkages between goals • Focused on ends not means • Weak accountability • Builds on a non-inclusive process of conceptualization 	<ul style="list-style-type: none"> • Universal framework with global goals that apply to all countries • Integration of focus on human development and sustainability • Multi-tiered (results) framework that has global goals (ends), and targets (means) that can be tailored to regional and national contexts • Tangible milestones e.g. 5 year • Strengthened accountability • Careful choice of indicators • Strengthened statistical basis

These key principles could be good guideposts for the continued negotiations.

9.2 Key lessons from implementation

Turning to the implementation, a key lesson is that progress has been uneven across goals and regions, and therefore performance and achievement of goals and targets

cannot be summarized in a simple performance assessment. While acknowledging the progress that has been made, it is also recognized that much still remains to be achieved. And, different stakeholders interpret the facts differently in terms of a half full or a half empty glass. The facts are at the most aggregate global level that three MDG targets have been met and two are on track⁸⁶, with varying degrees of probability that remaining goals and targets will be met.

A great number of papers and conferences have reviewed the experience and implementation progress of the MDGs to assess what is required to fully meet the targets, and to inform the next framework. Three issues clearly emerge:

Firstly, that progress has been weakest in fragile and conflict-affected states therefore more attention to these counties is required, well in line with Danish priorities. **Secondly**, the closer the world gets to achieve the MDGs the more difficult it will be to deliver results simply because the easy wins have been made and progress is more difficult in the countries lagging behind. **Thirdly**, progress toward the MDGs is related to income and institutions. This is clear when examining the regional differences. Non-fragile upper-middle-income countries have reached or are on track to achieve, on average, six development targets, whereas countries in fragile situations are considerably lagging behind, with only two goals achieved or on track. Non-fragile low and lower middle-income countries (with three and four goals, respectively, achieved or on track) have also performed better than countries in fragile situations, although not as well as upper-middle-income countries.⁸⁷

In sum, while the MDGs have been successful and instrumental in focusing attention and resources on a limited number of priority challenges at global level, using the targets and indicators to measure progress has serious limitations. As the targets and indicators are also the basis for accountability, the metrics become very important and developing the national capacity to collect and analyse data an important precondition for any new framework.

Metrics and accountability

It is a considerable challenge to capture all the dimensions that a variety of stakeholders want to see reflected in one framework, as described above, and summarized in the table as “Key principles”. There will be many trade-offs to make, which underscores the need for a transparent and inclusive process when developing the precise goals, targets and indicators, and the methods and processes for translating them to national level.

There are serious technical challenges, in particular in the use of averages and aggregates as the main measures for tracking progress as these mask inequalities among different population groups, and between urban and rural areas. Time lags and limited data on for example financial flows and investments are also critical issues to be addressed.

⁸⁶ [2012 United Nations Millennium Development Goals Report](#)

⁸⁷ World Bank Global Monitoring Report 2012

In this respect, more attention needs to be devoted to data and monitoring. Statistical systems in some countries have not been strong enough to track progress in a timely, reliable, or comparable way and both globally and nationally the resources allocated to measurement and capacity development have lagged behind.

Yet, governments have been, and will continue to be, held accountable for meeting these targets, both at the global level, and at national level. Monitoring reports will be published with global aggregate data, populations will hold their governments accountable, donors will hold partner countries accountable and vice-versa, and with several new initiatives to use web-based platforms and open data sources, the pressure and the opportunities for transparency and more timely data is likely to increase. Expectations are likely to be high for more involvement, more transparency and more voice and participation in the monitoring of achievement of results.

9.3 Trade-offs for new framework

It will be a fairly complex task to design a new framework which serves the purposes and reflects the aspirations of many different stakeholders in terms of its substantive content and focus, while also capturing these in a technically suitable manner for all concerned.

As choices have to be made, trade-offs are unavoidable. Key trade-offs include:

- Comprehensiveness vs. conciseness
- Complexity vs. simplicity
- Universality vs. country specificity
- Ends vs. means
- Ambition vs. achievability
- Encompassing the whole world vs. focus on the poorest countries
- Quantity vs. quality

Some trade-offs may be addressed by technical means – for example universality vs. country specificity. One way to address this is to use global aspirational goals and “cascading” them to country level targets, as in a balanced scorecard.

Other trade-offs will require hard choices and prioritisation, for example comprehensiveness vs. conciseness. Not all countries will be able to have their priorities fully captured, and therefore negotiations on what is in and what is out are likely to be long and difficult.

9.4 Thinking ahead

It is thus important for Denmark to develop a position that is not only consistent with Danish political priorities, but that is also likely to gain support from other stakeholders, including stakeholders with persuasive or “convening” power.

The Danish priorities on which there seem to be broad-based support from different

groups include issues such as the need to address inequalities, education, gender equality, a human rights based approach, job creation, green economy to support sustainable development, democracy and good governance. An area that will face challenges is the need to address the sexual and reproductive health and rights of women and girls, which traditionally face resistance from more conservative countries.

However, even if all of these issues were serious candidates for inclusion in the new framework, the challenge to prioritize and structure the new framework remains, and very many stakeholder groups will have a say in the process. For Denmark to be able to have a strong influence and “punch above its weight” four key conditions must be met:

- i) Denmark must have well defined priorities and have thought through the trade offs and pros and cons of different options;
- ii) Given the increasing importance of the metrics, clear suggestions on these would strengthen any argument for a specific thematic suggestion;
- iii) Providing arguments for the trade-offs would strengthen the argumentation and make it transparent why Denmark supports a specific issue or theme; and,
- iv) Stakeholder management and alliance building is always key in political processes and therefore having good knowledge of potential “friends and allies” is an absolute necessity.

Thus, summing up guiding principles and lessons from the past and pointers to the future, the ideal framework would be able to capture:

- “What” – the thematic issues
- “How” – the approach applied
- “Who” – the inequality dimension
- “When” – a clear deadline

Negotiating such a framework will be no easy task. This leads us back to the opening sections of this paper, the process. Denmark, with its good international standing and reputation could play a key role in shaping the process, helping make it transparent, democratic and inclusive, and could engage with existing and new development partners to help them play a constructive role.

The Danish strategy could thus be “walking on three legs” by:

- i) Promoting a few carefully selected global issues
- ii) Contributing technical input on the metrics, and
- iii) Supporting an inclusive and democratic process

An example is the Danish lead on the very core issue of inequality, an issue that is bound to permeate the framework irrespective of the concrete goals agreed on. Denmark has early on chosen to give a clear priority to an issue where its engagement and experience gives it a strong position. When shaping the agenda for the conference organized in Copenhagen the metrics featured prominently thus including early on this essential element. And, through the organization of the conference, Denmark displayed a commitment to consultation and to the democratic dialogue that is essential for a sound outcome for the whole post-2015 process.

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Annex 2: Official List of MDG Indicators

Millennium Development Goals (MDGs)	
Goals and Targets (from the Millennium Declaration)	Indicators for monitoring progress
Goal 1: Eradicate extreme poverty and hunger	
Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day	1.1 Proportion of population below \$1 (PPP) per day ⁸⁸ 1.2 Poverty gap ratio 1.3 Share of poorest quintile in national consumption
Target 1.B: Achieve full and productive employment and decent work for all, including women and young people	1.4 Growth rate of GDP per person employed 1.5 Employment-to-population ratio 1.6 Proportion of employed people living below \$1 (PPP) per day 1.7 Proportion of own-account and contributing family workers in total employment
Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	1.8 Prevalence of underweight children under-five years of age 1.9 Proportion of population below minimum level of dietary energy consumption
Goal 2: Achieve universal primary education	
Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	2.1 Net enrolment ratio in primary education 2.2 Proportion of pupils starting grade 1 who reach last grade of primary 2.3 Literacy rate of 15-24 year-olds, women and men
Goal 3: Promote gender equality and empower women	
Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	3.1 Ratios of girls to boys in primary, secondary and tertiary education 3.2 Share of women in wage employment in the non-agricultural sector

⁸⁸ For monitoring country poverty trends, indicators based on national poverty lines should be used, where available.

	3.3 Proportion of seats held by women in national parliament
Goal 4: Reduce child mortality	
Target 4.A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	4.1 Under-five mortality rate 4.2 Infant mortality rate 4.3 Proportion of 1 year-old children immunised against measles
Goal 5: Improve maternal health	
Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	5.1 Maternal mortality ratio 5.2 Proportion of births attended by skilled health personnel
Target 5.B: Achieve, by 2015, universal access to reproductive health	5.3 Contraceptive prevalence rate 5.4 Adolescent birth rate 5.5 Antenatal care coverage (at least one visit and at least four visits) 5.6 Unmet need for family planning
Goal 6: Combat HIV/AIDS, malaria and other diseases	
Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	6.1 HIV prevalence among population aged 15-24 years 6.2 Condom use at last high-risk sex 6.3 Proportion of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS 6.4 Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years
Target 6.B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it	6.5 Proportion of population with advanced HIV infection with access to antiretroviral drugs
Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	6.6 Incidence and death rates associated with malaria 6.7 Proportion of children under 5 sleeping under insecticide-treated bed nets 6.8 Proportion of children under 5 with fever who are

	<p>treated with appropriate anti-malarial drugs</p> <p>6.9 Incidence, prevalence and death rates associated with tuberculosis</p> <p>6.10 Proportion of tuberculosis cases detected and cured under directly observed treatment short course</p>
Goal 7: Ensure environmental sustainability	
<p>Target 7.A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources</p> <p>Target 7.B: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss</p>	<p>7.1 Proportion of land area covered by forest</p> <p>7.2 CO2 emissions, total, per capita and per \$1 GDP (PPP)</p> <p>7.3 Consumption of ozone-depleting substances</p> <p>7.4 Proportion of fish stocks within safe biological limits</p> <p>7.5 Proportion of total water resources used</p> <p>7.6 Proportion of terrestrial and marine areas protected</p> <p>7.7 Proportion of species threatened with extinction</p>
<p>Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation</p>	<p>7.8 Proportion of population using an improved drinking water source</p> <p>7.9 Proportion of population using an improved sanitation facility</p>
<p>Target 7.D: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers</p>	<p>7.10 Proportion of urban population living in slums⁸⁹</p>

⁸⁹ The actual proportion of people living in slums is measured by a proxy, represented by the urban population living in households with at least one of the four characteristics: (a) lack of access to improved water supply; (b) lack of access to improved sanitation; (c) overcrowding (3 or more persons per room); and (d) dwellings made of non-durable material.

Goal 8: Develop a global partnership for development

Target 8.A: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system

Includes a commitment to good governance, development and poverty reduction – both nationally and internationally

Target 8.B: Address the special needs of the least developed countries

Includes: tariff and quota free access for the least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction

Target 8.C: Address the special needs of landlocked developing countries and small island developing States (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly)

Target 8.D: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

Some of the indicators listed below are monitored separately for the least developed countries (LDCs), Africa, landlocked developing countries and small island developing States.

Official development assistance (ODA)

8.1 Net ODA, total and to the least developed countries, as percentage of OECD/DAC donors' gross national income

8.2 Proportion of total bilateral, sector-allocable ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water and sanitation)

8.3 Proportion of bilateral official development assistance of OECD/DAC donors that is untied

8.4 ODA received in landlocked developing countries as a proportion of their gross national incomes

8.5 ODA received in small island developing States as a proportion of their gross national incomes

Market access

8.6 Proportion of total developed country imports (by value and excluding arms) from developing countries and least developed countries, admitted free of duty

8.7 Average tariffs imposed by developed countries on agricultural products and textiles and clothing from developing countries

8.8 Agricultural support estimate

	<p>for OECD countries as a percentage of their gross domestic product</p> <p>8.9 Proportion of ODA provided to help build trade capacity</p> <p><u>Debt sustainability</u></p> <p>8.10 Total number of countries that have reached their HIPC decision points and number that have reached their HIPC completion points (cumulative)</p> <p>8.11 Debt relief committed under HIPC and MDRI Initiatives</p> <p>8.12 Debt service as a percentage of exports of goods and services</p>
Target 8.E: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries	8.13 Proportion of population with access to affordable essential drugs on a sustainable basis
Target 8.F: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	<p>8.14 Fixed telephone lines per 100 inhabitants</p> <p>8.15 Mobile cellular subscriptions per 100 inhabitants</p> <p>8.16 Internet users per 100 inhabitants</p>