

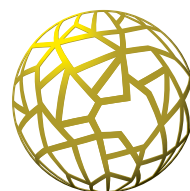


Driving International
Development after
the Millennium
Development Goals

ACFID Discussion Paper

The Post-2015 Agenda

October 2013



AUSTRALIAN
COUNCIL
FOR
INTERNATIONAL
DEVELOPMENT

Our vision

A world where gross inequality within societies and between nations is reversed and extreme poverty is eradicated. A world where human development is ecologically and socially sustainable for the benefit of current and future generations. A world where governments lead their societies in striving to protect and realise all peoples' human rights. This vision will be achieved through the collective efforts of civil society, governments, business and all peoples who are concerned for the future of our collective humanity.

Our roles and purpose

We advocate with our members for Australia to be a leading force in international human development and human rights. We are the primary vehicle for collaboration and collective action by NGOs in Australia. We foster good practice and capture this in sector standards and self-regulation. We foster peer support, learning and networking amongst NGOs, and all interested in human development and human rights

Cover photo: Matthew Willman/Oxfam Australia
| Magdalene Baadjies poses in front of her house in Western Cape, South Africa.

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- ACC International Relief
- Act for Peace - NCCA
- ActionAid Australia
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- Hope Global*
- Humanitarian Crisis Hub*
- Hunger Project Australia, The
- International Children's Care (Australia) Inc.*
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- International Detention Coalition*
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- PLAN International Australia
- Project Vietnam
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- WaterAid Australia
- World Education Australia
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1. Introduction

In the year 2000, world leaders committed to a global development framework that aimed to significantly improve the lives of the world's poorest people over the following 15 years.¹ Although there has been mixed success in reaching the goals and targets of the Millennium Development Goals (MDGs), their creation has directed resources and attention to some of the world's most pressing development concerns and provided a powerful platform for international advocacy.²

As the international community turns its attention to the 2015 deadline and what might follow the MDGs, this discussion paper intends to assist ACFID members and the Australian Government as they consider their positions within the post-2015 dialogue.

The Australian Council for International Development (ACFID) recommends that the post-2015 development agenda should maintain focus on eradicating extreme poverty, but emphasise doing so in an ecologically and socially sustainable way. Post-2015 development goals should be underwritten by a respect for, and protection of, human rights (including child rights); include five cross-cutting priorities; be updated to better reflect the changed global context for development; and include clear indicators and mechanisms for achieving the goals.

ACFID ran a consultation process seeking submissions from member agencies and working groups to develop a discussion paper on a post-2015 development framework. This paper reflects the information received in original submissions and further consultations. It provides an overview of the key issues that ACFID members consider as important components for inclusion in a post-2015 development agenda.³

1 This paper has been prepared by Megan Williams, Advocacy and Development Practice Officer, ACFID, based on submissions from ACFID members and working groups.

2 See Appendix 1 for the list of Millennium Development Goals.

3 ACFID received 18 submissions in response to the original call for contributions. They contained a total of 107 recommendations made by ACFID members and working groups.

The Australian Government is well-placed to be an active participant in the international discussions on a post-2015 development agenda. **As such, we make the following key recommendations to the Australian Government:**

Recommendation 1: To be **active in negotiations and agreements** to ensure a new development framework that is practical yet ambitious is agreed by September 2015.

Recommendation 2: To **demonstrate global leadership** that works to ensure the voices of the most vulnerable and marginalised are heard and incorporated in the design and delivery of any new framework.

Recommendation 3: To **work to ensure the key cross-cutting issues** of gender, environmental sustainability, disability, indigenous peoples and disaster risk reduction and resilience are integrated into a new development framework, alongside other goals and mechanisms ACFID has proposed.

Recommendation 4: To ensure that **all Australians have the opportunity to learn about and participate in** the development of a new set of goals.

A full set of recommendations can be found in Appendix Two.

ACFID recommendations for global goals for development post-2015

A new development framework should build on the success and lessons of the MDGs. Post-2015 development goals should include MDGs not yet achieved and expand to capture areas routinely noted as being absent. A new development agenda should:

- Be underwritten by a respect for, and protection of, human rights.
- Include cross-cutting priorities (our priority suggestions are outlined below).
- Focus on mechanisms and financing for achieving the goals.
- Include updated goals that better reflect the changed global context for development.

The voices of least developed and fragile states, alongside those of the most vulnerable people, including women, children, people with disabilities, indigenous people and minority religious and ethnic groups, must be included in the development and monitoring of a new set of development goals. ACFID believes a new development agenda should focus on ending extreme poverty in an ecologically and socially sustainable way.

A post-2015 development agenda must recognise the synergies between priority thematic areas and establish a framework that works to address each area in a holistic manner. The design of the MDGs largely isolated each thematic area with experts, advocates and donor clusters forming around each goal. This magnified the fragmentation of the way the MDGs were put into action. A 2010 UNDP report, 'What will it take to achieve the Millennium Development Goals,' highlighted the interconnectedness of the MDGs, demonstrating that progress in one area leads to progress in other areas. For example, the report showed that children born to illiterate mothers are more likely to be malnourished or die before the age of five than those whose mothers have completed primary education. Similarly, eliminating major diseases contributes to higher productivity. A new development agenda must work to recognise and enhance the connections between thematic areas and embed a multi-sectoral approach to eradicating extreme poverty.

2. Addressing inequality and supporting human rights

Recommendation 5:

The commitment to the Universal Declaration of Human Rights and associated treaties should be thoroughly integrated into a new development framework.

Recommendation 6:

A new development framework should use improved methods for measuring poverty and inequality.

Recommendation 7:

A new development framework should recognise the increase in incidences of poverty and inequality in middle-income countries and place greater emphasis on social protection systems.

ACFID members have emphasised the imperative of identifying how new development goals will be achieved. There is a clear premium put on a human rights-based approach as a critical means to achieving new goals. A human rights-based approach to development focuses equally on why development is needed, its implementation and outcomes, and is concerned to ensure that individuals are empowered to claim their rights throughout their lives. Through activities that respect, protect and fulfil the human rights set out in the United Nations Universal Declaration of Human Rights, a human rights-based approach to development challenges the structures that prevent people living in poverty from having the freedom to fully participate in the social, political and economic life of their communities. The international community has already committed to protecting human rights embedded in the Universal Declaration of Human Rights and its associated treaties, and this commitment should be thoroughly integrated into a post-2015 framework for development.

While a human rights-based approach will help to address the equality component of the MDGs, a post-2015 development framework must also incorporate an understanding of the changing nature and location

of poverty to comprehensively address inequality in all its forms. Significant progress has been made in measuring poverty and inequality since 1990, when the United Nations Development Programme (UNDP) first used the Human Development Index. In 2010, the UNDP introduced the Multidimensional Poverty Index (MPI), which considers multiple deprivations and their overlap and works to complement economic-based measurements of poverty.¹ The MPI recognises three dimensions of poverty with complementary indicators: health (nutrition, child mortality), education (years of schooling, children enrolled) and living standards (cooking fuel, toilet, water, electricity, floor, assets). Recent studies suggest that countries with MPI data on poverty have, over time, reduced the incidence of multidimensional poverty faster than income poverty.²

1 UNDP, *The Real Wealth of Nations: Pathways to Human Development*, Human Development Report 2010.

2 Sabina Alkire and José Manuel Roche, "How Multidimensional Poverty Went Down: Dynamics and Comparisons," *Oxford Poverty and Human Development Initiative*, March 2013.

3. Cross-cutting priorities

A new development framework must also incorporate an understanding of the changing nature of poverty. There is increasing recognition that most people living in poverty are located in middle-income countries, rather than low-income countries.³ This shift away from low-income countries will have significant implications for the way development actors work to reduce extreme poverty. ACFID members have suggested that a new framework place greater emphasis on social protection systems to address inequality. To make a meaningful difference to the lives of the world's poor, a post-2015 development framework should use some of the advances in poverty measurement and recognise the changing dynamics of poverty to ensure that comprehensive progress is made towards ending extreme poverty in all its forms.

Recommendation 8: A new development agenda should include five core cross-cutting priorities and filters:

- 8.1 **Gender**, as a cross-cutting filter and a standalone goal, with particular focus on women's empowerment and leadership, sexual and reproductive health, ending gender-based violence and ending early marriage for girls.
- 8.2 **Environmental sustainability**, as a cross-cutting priority and standalone goal, with a focus on climate change mitigation, prevention and adaptation. The international community should work to ensure the Sustainable Development Goals (SDGs) and post-MDG processes are aligned.
- 8.3 **Disability**, integrated into all goals to ensure that success is measured with reference to the inclusion of people with disabilities.
- 8.4 **Disaster risk reduction and resilience**, as a cross-cutting priority and standalone goal with focus on disaster mitigation, prevention and preparedness and strengthening community resilience.
- 8.5 **Indigenous peoples**, as a cross-cutting filter, whereby each goal has a specific target for indigenous peoples.

A post-2015 development framework should have five cross-cutting priorities integrated into all goals. Each goal should have targets and indicators relating to these priorities. Ensuring a new development agenda includes cross-cutting priorities will work to overcome some of the sectoral 'silos' that occurred with the MDGs. Further, these cross-cutting issues are priorities that ACFID views as essential focus areas, no matter what the context, for development work and projects.

³ Andy Sumner, *Poverty in Middle-Income Countries*, The Bellagio Initiative Commissioned Paper, November 2011.

- **Gender.** While progress has been achieved for women and girls under the MDGs, women's inequality still remains pervasive and is particularly pronounced among the poorest women and girls. Women do most of the world's work while earning less pay than male counterparts and having less control over resources.¹ Women produce most food, comprise one-third of the official labour force and hold primary responsibility for the care of family and home.² Further, women comprise only 20 per cent of elected officials.³ It is imperative that a future development agenda address and prioritise gender equality and women's empowerment through a holistic approach to human development that seeks to remove all barriers to women and girls accessing their rights.

Integral to this is working to end gender-based violence, providing better access to sexual and reproductive health services and rights, ending early marriage for girls and fostering women's leadership. ACFID members endorse a twin-track approach to incorporate gender equality into a post-2015 development framework. This approach would combine a standalone goal and targets to monitor gender equality with a mainstreaming of women and girl's empowerment.⁴ All new development goals should also include sex disaggregated indicators and be constructed in a way that enables measurement of the different impacts on men and women.

- **Environmental sustainability.** Many people living in poverty are dependent on healthy natural environments that, once impacted by unsustainable human activities such as logging or over-fishing, reduce options for survival and exacerbate poverty. Long-term climate change and environmental damage and devastation caused by extreme weather events will continue to undermine human development efforts if greater attention is not paid to sustainable development. Civil society organisations have continually reaffirmed the importance of incorporating environmental sustainability, climate change and environmental management into a new development agenda.⁵ The post-2015 framework must include and prioritise not only mitigation and prevention but also climate change adaptation initiatives, noting that low-carbon development can have important co-benefits in terms of adaptation, economic development and community resilience. As part of a cross-cutting focus on environmental sustainability, the Sustainable Development Goals and post-MDG processes must be aligned to ensure that a new global commitment is ecologically and socially sustainable. ACFID considers a new global agreement on climate change essential to the success of future efforts to eradicate poverty.⁶

1 The World Bank, *World Development Report 2012: Gender Equality and Development*.

2 Ibid.

3 The World Bank, *The Little Data Book on Gender 2013*.

4 ActionAID UK, *Within our reach – gender equality and women's empowerment post-2015*; Sharon Smee and Jessica Woodroffe (Gender and Development Network), *Achieving Gender Equality and Women's Empowerment in the Post-2015 Framework*, January 2013.

5 "Outcome Document of the CSOs Monrovia Consultation for the Post-2015 Development Agenda," <http://www.askafricanow.org/download/510906bae44b6/>; "Civil Society Communiqué: The Global CSO Forum on the Post-2015 Development Agenda, March 23-24, 2013, Bali, Indonesia"; "The Dili Consensus," 28 February 2012, <http://www.g7plus.org/the-dili-consensus/>.

6 For more information about the Sustainable Development Goals see Appendix 3, sub-section 'The lead-up to 2015'.

- **Disability.** The exclusion of disability was perhaps one of the biggest flaws of the MDGs. Disability and poverty are connected in a cycle of reinforcement, each exacerbating the exclusion and vulnerability caused by the other.⁷ Globally, about 80 per cent of those with disabilities live in developing countries where they make up more than 20 per cent of the poorest of the poor.⁸ Children with disabilities are particularly marginalised and vulnerable. As people with disabilities represent a disproportionate amount of those living in extreme poverty, a post-2015 development framework must better integrate disability within goals, and all goals must be measured for success with reference to the inclusion of people with disabilities.
- **Disaster risk reduction (DRR) and resilience.** ACFID members recommend that a new development framework incorporate disaster risk reduction (DRR) and resilience as both a cross-cutting priority and an individual goal. Over the next 15 years disaster risk and loss is expected to increase as a changing climate increasingly exposes communities to disasters. Disasters cause significant social upheaval, result in extensive social capital losses and undermine hard-won development gains. Disasters disproportionately affect the most vulnerable who are least equipped to prepare for and recover from shocks and stresses. A new development framework must therefore integrate disaster mitigation, prevention and preparedness with efforts to strengthen the resilience of communities across all development practice.

A standalone goal on DRR should incorporate targets and indicators aimed at reducing disaster mortality rates and economic losses. It should also highlight the imperative that post-disaster reconstruction efforts be conducted in a sustainable manner.

- **Indigenous peoples.** The world's indigenous peoples experience significant levels of vulnerability, poverty and risk. ACFID members maintain that indigenous people should be more comprehensively incorporated as a cross-cutting filter of a new development framework. The omission of the rights and vulnerabilities of indigenous peoples is a gap of the existing MDG framework, and one that the post-2015 development agenda has the potential to correct. While indigenous peoples make up 5 per cent of the global population, they represent about one-third of the world's 900 million extremely poor people and remain over-represented in the lowest 20 per cent of every human development indicator.⁹ As such, a new development framework should include specific targets for the more than 370 million self-identified indigenous peoples.

7 J Braithwaite and D Mont. "Disability and Poverty: A survey of World Bank Poverty Assessments and Implications," *European Journal of Disability Research* 3, 2009: 219-232; Department for International Development (DFID), *Disability, Poverty and Development*, 2000.

8 World Bank and World Health Organization (WHO), *World Report on Disability*, 2011, p.28.

9 UNDP, *Sustainability and equity: A better Future for All*, Human Development Report 2011; UNDP, *The Real Wealth of Nations: Pathways to Human Development*, Human Development Report 2010; United Nations Permanent Forum on Indigenous Issues, *2009 State of the World's Indigenous Peoples*.

4. Post-2015 development goals

Recommendation 9: It is imperative that a post-2015 development agenda maintain focus on and aim for 'zero targets' on the key priority areas of the MDGs:

- Education
- Maternal and child health
- Access to reproductive healthcare
- HIV/AIDS and other diseases
- Environmental sustainability
- Hunger

Recommendation 10: New focus areas for consideration in post-2015 development goals should include:

10.1 Peace and security, focusing on building stable and peaceful societies and the implementation of UNSC Resolution 1325.

10.2 Governance, with a focus on accountable, representative and transparent governance supporting the human rights of all citizens. A goal on governance should also include a focus on strengthening national systems.

10.3 Food and nutrition, focused on finishing the job of MDG 1 and developing fair and environmentally sustainable food systems.

10.4 Water, sanitation and hygiene, focusing on universal access to safe, sufficient drinking water and basic sanitation and hygiene.

10.5 Decent work, with a particular focus on creating decent work opportunities for young people.

10.6 Quality and accessible healthcare, focusing on accessible and affordable healthcare for all.

10.7 Shelter, which recognises the importance of shelter for alleviating poverty.

It is imperative that a new development agenda maintain focus on and aim for universal coverage on the key priority areas of the MDGs: education, maternal and child health, access to reproductive healthcare, HIV/AIDS and other diseases, environmental sustainability and hunger and nutrition. This should involve identifying what progress was made under the MDGs and working towards full coverage by the deadlines specified in a new development framework.

The cross-cutting priority areas of gender, environmental sustainability and DRR should have standalone goals in the new development framework. Additionally, ACFID members would like the following focus areas to be considered and integrated into post-2015 goals:

- **Peace and security.** It is unlikely that fragile or conflict-affected states will achieve the MDGs, given that conflict frequently undermines development efforts. There is emerging consensus across government and civil society organisations that post-2015 goals must work towards stable and peaceful societies with a specific goal focused on peace and security.¹ ACFID maintains that all peace and security initiatives must also recognise and reaffirm the important role that women play in conflict transformation and the peace process, in line with United Nations Security Council (UNSC) Resolution 1325. Special consideration also needs to be given to the participation and protection of children during armed conflict, addressing issues of violence and exploitation perpetrated against children so that all children have access to quality services that guarantee their rights to survival, development, protection and wellbeing.

- **Governance.** If a new development framework is to more comprehensively incorporate human rights, a goal on governance is key to recognise the crucial role that states play in upholding the rights of their citizens. ACFID joins with other civil society organisations in recommending the inclusion of a goal focused on accountable, representative and transparent governance that also supports the rights of all groups including women, children, indigenous people and people with disabilities.² Good governance, alongside women's empowerment, has contributed to sustained progress on the MDGs and where absent has hampered progress.³ A goal on governance could incorporate indicators that enable civil society and participation in civic life as well as accountability of those in power. This goal should also encourage models of governance based on equality, adherence to the rule of law and human rights, and promote conditions for civil society to engage as development partners.⁴ Moreover, a goal on governance should include targets on the strengthening of local systems in order to create the national government structures needed to implement new development goals and assist in improving data collection, reporting and analysis. Incorporating stronger accountability mechanisms into new goals will also work towards achieving a goal on governance.

1 Larry Attree, "Will the High-Level Panel answer the world's call for a progressive post-2015 framework?" *Saferworld*, 5 April 2013, <http://www.saferworld.org.uk/news-and-views/comment/82->; "The Dili Consensus," 28 February 2012, <http://www.g7plus.org/the-dili-consensus/>; "A red flag for the Post-2015 High Level Panel," Bonn CSO Outcome document, http://www.beyond2015.org/sites/default/files/A%20Red%20Flag%20for%20Post%202015_0.pdf.

2 "Civil Society Communiqué: The Global CSO Forum on the Post-2015 Development Agenda, March 23-24, 2013, Bali, Indonesia."

3 UN System Task Team on the Post-2015 UN Development Agenda, *Governance and development: Thematic Think Piece*, May 2012, p.6.

4 "Civil Society Communiqué: The Global CSO Forum on the Post-2015 Development Agenda, March 23-24, 2013, Bali, Indonesia."

- **Food and nutrition.** A new framework should include a goal on achieving the right to food for all that will ‘finish the job’ of MDG 1 through a target to eradicate hunger. It should also include a focus on the development of environmentally sustainable and climate resilient food systems, increased rights and resources for small-scale food producers (particularly women) and strengthened governance on food security. Any goal on food should also include appropriate indicators and targets on nutrition, recognising the long-term health problems and poor development outcomes that may result from malnutrition.
- **Water, sanitation and hygiene (WASH).** While water, sanitation and hygiene must be integrated into other development goals, including DRR, a new development framework should also include WASH as a standalone goal. This would ensure that emphasis is placed on improving sanitation and hygiene and would recognise the human right to water and sanitation. A WASH goal should focus on universal access to safe, sufficient drinking water and basic sanitation and hygiene. A goal on WASH would work to improve disease prevention interventions, education outcomes and national economies.⁵
- **Decent Work.** Reliable, safe and adequately paid work is a source of dignity, stability and peace. Given the burgeoning number of young people within developing countries, it is important that a post-2015 development framework recognise the importance of creating decent work opportunities and conditions that in turn can work to improve other development indicators. This call has been recognised by the International Trade Union Confederation, acknowledging that such a move would take development beyond aid.⁶
- **Quality and accessible healthcare.** There is a current global shortage of 4.3 million health workers.⁷ Too many people die and suffer needlessly because of a lack of health services and professionals. A new development framework should address this gap and focus on supporting the creation, strengthening and maintenance of national health systems that are accessible and affordable for all.
- **Shelter.** A new framework should also include a more comprehensive goal that responds to the increasing trend of urbanisation and the implications for development. Safe and appropriate housing is a foundation for poverty alleviation as secure shelter prevents injury, disease and death, improves health, provides socio-political stability and increases household and national income.⁸ At present, one in three urban dwellers live in slums or informal settlements and the pace of urban migration is increasing. It is expected that by 2020 the proportion of urban residents living in developing countries will rise to 80 per cent, compounding pressure on governments to accommodate growth and provide necessary services.

⁵ Beyond 2015, *Water in the Post-2015 Development Agenda*, Global Thematic Consultation on Water and the Post-2015 Development Framework.

⁶ International Trade Union Confederation, *Post-2015 UN development agenda: towards decent work for all and universal social protection*, International Trade Union Confederation Briefing Paper, October 2012.

⁷ Save the Children, *Women on the Front Lines of Health Care*, State of the World's Mothers 2010.

⁸ Habitat for Humanity, *The post-2015 Development Agenda – Elevating housing in the Next Millennium Development Goals*, September 2012.

5. Partnerships and mechanisms for achieving the goals

Recommendation 11: A post-2015 development agenda should include a focus on mechanisms and partnerships for achieving new development goals, through:

11.1 **Financing mechanisms**, including a recommitment by donors to increase official development assistance (ODA) and greater focus on harnessing domestic resources.

11.2 **Stronger accountability mechanisms**, including improving data collection and disaggregating data according to a range of indicators.

11.3 **Making goals apply to all nations**, recognising the shared responsibility for human development.

11.4 **Involving civil society and the private sector** in the design and implementation of goals.

Continuing the focus on global partnerships, as envisaged by MDG 8, a new development agenda should develop a greater focus on creating partnerships and enabling environments for global development. In the negotiation of a post-2015 development framework, there are a number of mechanisms that ACFID members believe will aid progress towards eradicating extreme poverty:

- **Financing mechanisms.** New development goals should embed explicit financial mechanisms for funding the new development agenda. Such mechanisms should include a recommitment to an explicit timeline by donors to increase official development assistance (ODA) to 0.7 per cent of gross national income (GNI), as well as a greater focus on financial transparency and the development of policies that support inclusive economic growth and harnessing domestic resources, including the creation of fair and equitable tax systems.¹
- **Stronger accountability.** As part of better integrating human rights and good governance, ACFID recommends that greater accountability mechanisms be built into a new set of development goals. Leaders, both internationally and locally, must be held to a greater level of accountability for their commitments to a new development framework, and this must be built into new development goals through:
- **Improved data collection.** A new development framework must work to strengthen data and monitoring systems to better track progress towards goals. Community-based reporting on progress must also be incorporated in recognition of the increasing role of civil society organisations

¹ “The Dili Consensus,” 28 February 2012, <http://www.g7plus.org/the-dili-consensus/>.

in monitoring and implementing a post-2015 development framework. This should also incorporate a focus on public access to relevant information to ensure accountability goals are met.

- **Disaggregated data.** We need to ensure that real progress is being made against a new development framework. Disaggregating data by important factors such as poverty quintiles, socio-cultural group (including indigenous populations), age, gender, disability, geographical location and environmental indicators will help to better track progress against goals. Disaggregating data will highlight inequalities within countries and ensure that progress is being made across an entire population.

Improvements to data collection and reporting in a post-2015 development framework will more comprehensively address inequality. While equality was recognised as one of the six fundamental values of the Millennium Declaration, there was an absence within the MDG framework of structural approaches to deal with inequality. Growing inequalities within countries and regions have been masked by aggregated national and regional statistics, resulting in the fact that MDG progress has often failed to benefit the poorest and most marginalised communities.² For example, Naila Kabeer has noted that in Nepal the under-five mortality rate for the Newar caste (43 per 1000 live births) is nearly half that of the Dalit communities (90 per 1000 live births).³ As a key aspect of addressing inequality, a new development framework must incorporate mechanisms to better collect, monitor and disaggregate data to ensure progress is made and tracked across all disadvantaged groups.

² Naila Kabeer, *Can the MDGs provide a pathway to social justice? The challenge of intersecting inequalities*, United Nations Development Programme, 2010; Claire Melamed, *Putting inequality in the post-2015 picture*, ODI Research Report, March 2012.

³ Naila Kabeer, *Can the MDGs provide a pathway to social justice?* 2010.

- **Making goals apply to all nations.** A new development framework should be global in nature, recognising a shared global responsibility for the realisation of human development. While expressing shared global priorities, the framework should include the flexibility for countries to set their own national targets. This should be accompanied by a transparent peer review process. The ability to modify goals would not only recognise the differing development contexts of countries, but also allow countries to modify goals based on noted improvements.
- **Involvement of civil society.** ACFID believes that civil society must be involved in the development, implementation and monitoring of a new framework to ensure that a new set of goals can comprehensively meet the challenges faced by the world's poorest. Civil society is an essential partner in supporting social and economic development and ensuring that programs and projects are sustainable and accessible to the most vulnerable and marginalised communities. Additionally, citizens have an important role in holding governments to account for the quality of public services. While nation-states bear primary responsibility for implementation and achievement of development goals, civil society can support the implementation and monitoring of the framework and link development benefits to those otherwise unable to access them. The involvement of civil society will be essential to ensure that the poorest, most marginalised and excluded in society benefit from economic growth.
- **Engaging the private sector.** Business and the private sector play a pivotal role in generating global economic growth and creating opportunities that help lift people out of poverty. The role of these actors in development must also be accounted for in a new development framework. Through regulation and deregulation, governments are able to create the conditions for

the private sector to thrive in ways that help global markets work effectively for the world's poor.⁴ Some possible options for government policy that helps drive the growth needed for alleviating poverty include:

- Work with emerging-market governments to build the necessary local capacity alongside regulatory and policy environments that enable economies to grow and benefits to flow to development.⁵
- Focusing on transparency and signing up to the Extractive Industries Transparency Initiative.
- Improving supply chain conditions to encourage safe and sustainable working conditions.

- Investing in financing for development initiatives to encourage the private sector to explore innovative collaborations for development.
- In light of the discussion on the importance of environmental sustainability for a new development agenda, governments should develop market mechanisms that encourage economies to move down a low-carbon path.

The increasing collaboration and partnership between the private sector, civil society and government has the potential to create enabling environments for the alleviation of poverty.

6. Conclusion

In the deliberation on what comes after the MDGs it is important that the global community not lose sight of the commitments it made with the MDGs and accelerate progress towards meeting these goals. The MDGs have been successful in creating a shared set of development priorities for the direction of resources to some of the world's most pressing development challenges. Additionally, their simplicity and ease of understanding has made the MDGs a powerful advocacy tool for

citizens and civil society organisations. In envisioning a global development framework after 2015, ACFID recommends that any new agenda be anchored in a human rights-based approach with a greater focus on reducing inequality. Gender, disability, environmental sustainability, disaster risk reduction and resilience and indigenous people must be mainstreamed as core pillars of a new set of goals that retain their focus on ending extreme poverty.

⁴ *Tomorrow's Company, Tomorrow's Inclusive Development: A new architecture for reducing global poverty*, October 2011.

⁵ Gib Bulloch, Peter Lacy and Chris Jurgens, *Convergence Economy: Re-thinking International Development in a Converging World*, Accenture, 2011.



Appendices

1. The Millennium Development Goals (MDGs)

Goal 1: Eradicate extreme poverty and hunger.

Goal 2: Achieve universal primary education.

Goal 3: Promote gender equality and empower women.

Goal 4: Reduce child mortality.

Goal 5: Improve maternal health.

Goal 6: Combat HIV/AIDS, malaria and other diseases.

Goal 7: Ensure environmental sustainability.

Goal 8: Develop a global partnership for development.

Photo: Matthew Willman/Oxfam Australia | Western Cape resident, Margrieta Pieterse, participates in a local co-operative that supports women small-holder farmers. Since participating in the cooperative, Margrieta has taken on a strong leadership role in her community, regularly providing open-air healthcare briefings.

2. ACFID Recommendations

The Australian Government is well-placed to be an active participant in the international discussions on a post-2015 development agenda. As such, we make the following key recommendations to the Australian Government:

Recommendation 1: To be active in negotiations and agreements to ensure a new development framework that is practical yet ambitious is agreed by September 2015.

Recommendation 2: To demonstrate global leadership that works to ensure the voices of the most vulnerable and marginalised are heard and incorporated in the design and delivery of any new framework.

Recommendation 3: To work to ensure the key cross-cutting issues of gender, environmental sustainability, disability, indigenous peoples and disaster risk reduction and resilience are integrated into a new development framework, alongside other goals and mechanisms ACFID has proposed.

Recommendation 4: To ensure that all Australians have had the opportunity to learn about and participate in the development of a new set of goals.

Recommendation 5: The commitment to the Universal Declaration of Human Rights and associated treaties should be thoroughly integrated into a new development framework.

Recommendation 6: A new development framework should use improved methods for measuring poverty and inequality.

Recommendation 7: A new development framework should recognise the increase in incidences of poverty and inequality in middle-income countries and place greater emphasis on social protection systems.

Recommendation 8: A new development agenda should include five core cross-cutting priorities and filters:

8.1 **Gender**, as a cross-cutting filter and a standalone goal, with particular focus on women's empowerment and leadership, sexual and reproductive health, ending gender-based violence and ending early marriage for girls.

8.2 **Environmental sustainability**, as a cross-cutting priority and standalone goal, with a focus on climate change mitigation, prevention and adaptation. The international community should work to ensure the Sustainable Development Goals (SDGs) and post-MDG processes are aligned.

8.3 **Disability**, integrated into all goals to ensure that success is measured with reference to the inclusion of people with disabilities.

8.4 **Disaster risk reduction and resilience**, as a cross-cutting priority and standalone goal with focus on disaster mitigation, prevention and preparedness and strengthening community resilience.

8.5 **Indigenous peoples**, as a cross-cutting filter, whereby each goal has a specific target for indigenous peoples.

Recommendation 9: It is imperative that a post-2015 development agenda maintain focus on and aim for 'zero targets' on the key priority areas of the MDGs:

- Education
- Maternal and child health
- Access to reproductive healthcare
- HIV/AIDS and other diseases
- Environmental sustainability
- Hunger

Recommendation 10: New focus areas for consideration in post-2015 development goals should include:

10.1 **Peace and security**, focusing on building stable and peaceful societies and the implementation of UNSC Resolution 1325.

10.2 **Governance**, with a focus on accountable, representative and transparent governance supporting the human rights of all citizens. A goal on governance should also include a focus on strengthening national systems.

10.3 **Food and nutrition**, focused on finishing the job of MDG 1 and developing fair and environmentally sustainable food systems.

10.4 **Water, sanitation and hygiene**, focusing on universal access to safe, sufficient drinking water and basic sanitation and hygiene.

10.5 **Decent work**, with a particular focus on creating decent work opportunities for young people.

10.6 **Quality and accessible healthcare**, focusing on accessible and affordable healthcare for all.

10.7 **Shelter**, which recognises the importance of shelter for alleviating poverty.

Recommendation 11: A post-2015 development agenda should include a focus on mechanisms and partnerships for achieving new development goals, through:

11.1 **Financing mechanisms**, including a recommitment by donors to increase official development assistance (ODA) and greater focus on harnessing domestic resources.

11.2 **Stronger accountability mechanisms**, including improving data collection and disaggregating data according to a range of indicators.

11.3 **Making goals apply to all nations**, recognising the shared responsibility for human development.

11.4 **Involving civil society and the private sector** in the design and implementation of goals.

3. Background to the post-MDG process

The expiration of the MDGs in 2015 is a critical moment for the international community in debating a new development agenda. As such, ACFID has sought submissions from its members and working groups on a post-2015 development framework. We received 18 submissions from member agencies and reference groups to this effect.

The Millennium Development Goals

Adopted in the United Nations Millennium Declaration in September 2000, the MDGs are a 15-year action plan created to eradicate extreme poverty. Designed as eight tangible goals, the MDGs aim to address the needs and rights of the world's poorest by 2015 and articulate the social, economic and environmental advances that are required to achieve sustainable gains in human development. Collectively the MDGs represent an achievement in tackling global poverty, bringing 189 world leaders and the world's leading development institutions together.¹

As a framework for development, the MDGs have directed global resources and improved development co-ordination, which has had a positive impact on some of the world's poorest people. Rates of extreme poverty have fallen, the incidence of both tuberculosis and malaria have significantly dropped, more children are enrolled in school and the gap between enrolment of girls and boys has been considerably narrowed.² Progress has also been made on combating HIV/AIDS, malaria and other diseases. ACFID members working in HIV response have noted that MDG 6 initiated international momentum towards achieving the targets and has since resulted in the creation of the Global Fund to fight AIDS, Tuberculosis and Malaria and the 2011 adoption of the United Nations Political Declaration on HIV and AIDS.

¹ ACFID, *Millennium Development Rights*, 2009.

² C Kenny and A Sumner, *More money or more development: what have the MDGs achieved?* Centre for Global Development Working Paper 278, December 2011, p.24

As a globally agreed agenda, the MDGs have been a strong and directive tool for advocacy. The simplicity and ease of understanding the goals has created the space for more open dialogue around critical development issues. In the work of ACFID, the MDGs have formed a vital framework for ongoing conversations with international counterparts, parliamentarians and government officials. The MDGs have provided civil society organisations with a powerful common anchor to work with and hold governments to account.

While progress has been made on a number of goals, there are goals that remain unmet. Goals on maternal mortality are far from being achieved, hunger remains a challenge, the number of people in slums continues to grow and gender equality remains unrealised.³ Submissions have also noted that the MDGs have been weakened by the absence of a number of cross-cutting issues important for improving the lives of the poorest and most marginalised. These include, but are not limited to, human rights, disability, the impact of violence and the corresponding need for peace and security. Additionally, there were a number of other themes that were not adequately dealt with. These include gender, environmental sustainability, governance, the rights of indigenous peoples, shelter, and water, sanitation and hygiene (WASH). Further, the design of the MDGs lacked solid accountability and transparency mechanisms, reducing their effectiveness. These are areas where the post-2015 agenda should move towards progress and achievement of zero targets.

Finally, the MDGs have largely missed achieving systemic change. The tendency of the goals to focus on quantitative results has overlooked qualitative processes. The most often cited example is that while universal primary school enrolment has been nearly achieved, there has been no accompanying goal to ensure quality of education, along with all the other indicators and targets to support an effective education experience.

3 United Nations, *The Millennium Development Goals Report*, 2012.

The lead-up to 2015

Since September 2000, the context for global development has significantly shifted. High economic growth in emerging economies such as China and India has and will continue to have a substantial impact on poverty levels in the Asian region. Inequality within nations is growing, with most of the world's poor now living in middle-income countries. The effect of climate change on the lives of the world's most vulnerable people is becoming apparent.⁴ The world is becoming increasingly urban with more than 50 per cent of the human population (roughly 3.5 billion people) now living in urban areas, with the figure expected to rise in developing countries to 80 per cent by 2020.⁵ Coming only a few years after the Global Financial Crisis, the post-2015 development agenda is being discussed in an era of financial insecurity in which national governments are curtailing and reprioritising their aid budgets.⁶ However, the changed global context also brings with it new opportunities. Innovative technologies, the changing role and influence of different development actors, the shifting balance of global power and the role of the private sector all provide new opportunities for a post-2015 development agenda.

Parallel to the debate and discussion on a post-MDG development framework is the consultation on and development of a set of Sustainable Development Goals (SDGs). In 2012, the United Nations Conference on Sustainable Development, Rio+20, brought together governments, international institutions and civil society organisations to focus on two key themes: a green

4 World Bank, *Turn Down the Heat*, November 2012.

5 Global Communities, "Shelter and settlements: Post disaster response in urban environments," last modified May 30, 2012, <http://www.chfinternational.org/node/37242>

6 Recent OECD data has highlighted the fall in Development aid in real terms during 2011 (4% fall) and 2012 (2% fall), which has caused ongoing concern within the OECD. See: <http://www.oecd.org/newsroom/aidtopoorcountriesslipsfurther- asgovernmentstightenbudgets.htm>.

economy in the context of sustainable development and poverty eradication, and the institutional framework for sustainable development.⁷ One of the main outcomes of the conference was the decision by member states to begin a process to develop a set of SDGs through an Open Working Group of the UN General Assembly. Established on 22 January, 2013, the Open Working Group has been tasked with developing a set of SDGs that are limited in number, aspirational, easily communicable and incorporate the three dimensions of sustainable development: social, economic, ecological.⁸ The outcome document of the 25 September MDG Special Event of the UN General Assembly calls on both the SDG and post-MDG consultation processes to work towards a single framework and set of goals which integrates sustainable development.⁹

At this crucial juncture, it is vital that the international community clarify the purpose of a new set of goals. The Millennium Declaration outlined the purpose of the MDGs as being to “... free our fellow men, women and children from the abject and dehumanising conditions of extreme poverty, to which more than a billion of them are currently subjected”¹⁰ While the MDGs have held focus on ending extreme poverty, the sustainable development process is much broader in committing “...to work together to promote sustained and inclusive economic growth, social development and environmental protection and thereby to benefit all”¹¹ As the international community debates both processes, it will be important to reconcile the purpose of both sets of goals to ensure there is a coherent set of future development goals. In attempting to recognise the

importance of integrating the SDG and MDG agendas, language has emerged that describes the need for ‘people focused, planet sensitive’ development goals. New development goals should express shared vision and priorities for the international community, give citizens tools for advocacy and help guide national decision making and policy formulation. ACFID maintains that a new development agenda should remain focused on eradicating extreme poverty in an ecologically and socially sustainable way so that human development endeavours will benefit current and future generations.

Post-2015 consultation process

There are a number of processes providing input into the consultation and dialogue phase in the lead-up to the MDG deadline in 2015. In July 2012, UN Secretary-General Ban Ki-moon appointed 27 members to a High-Level Panel to advise on the post-2015 framework, as mandated by the 2010 MDG Summit. The panel was made up of leaders from civil society, the private sector and government and was co-chaired by President Susilo Bambang Yudhoyono of Indonesia, President Ellen Johnson Sirleaf of Liberia and Prime Minister David Cameron of the United Kingdom. The panel evaluated the MDG implementation experience and analysed new development challenges. The panel submitted its report to the Secretary-General on May 31, 2013.

7 “About the Rio+20 Conference,” <http://www.uncsd2012.org/about.html>.

8 “Open Working Group on Sustainable Development Goals,” <http://sustainabledevelopment.un.org/index.php?menu=1549>.

9 Special Event 25 September: Outcome Document. Available here: <http://www.un.org/millenniumgoals/pdf/Outcome%20documentMDG.pdf>

10 UN General Assembly, 55th Session, *United Nations Millennium Declaration* (55/2), 8 September 2000.

11 UN General Assembly, 66th Session, *The future we want* (66/288), 27 July 2012.

12 ACFID compiled a brief on the High-Level Panel report. For a copy, please contact main@acfid.asn.au. The High-Level Panel report is available here: <http://www.post2015hlp.org/wp-content/uploads/2013/05/UN-Report.pdf>

13 ACFID maintains a watching brief on post-2015 processes. For a copy of the latest brief contact main@acfid.asn.au

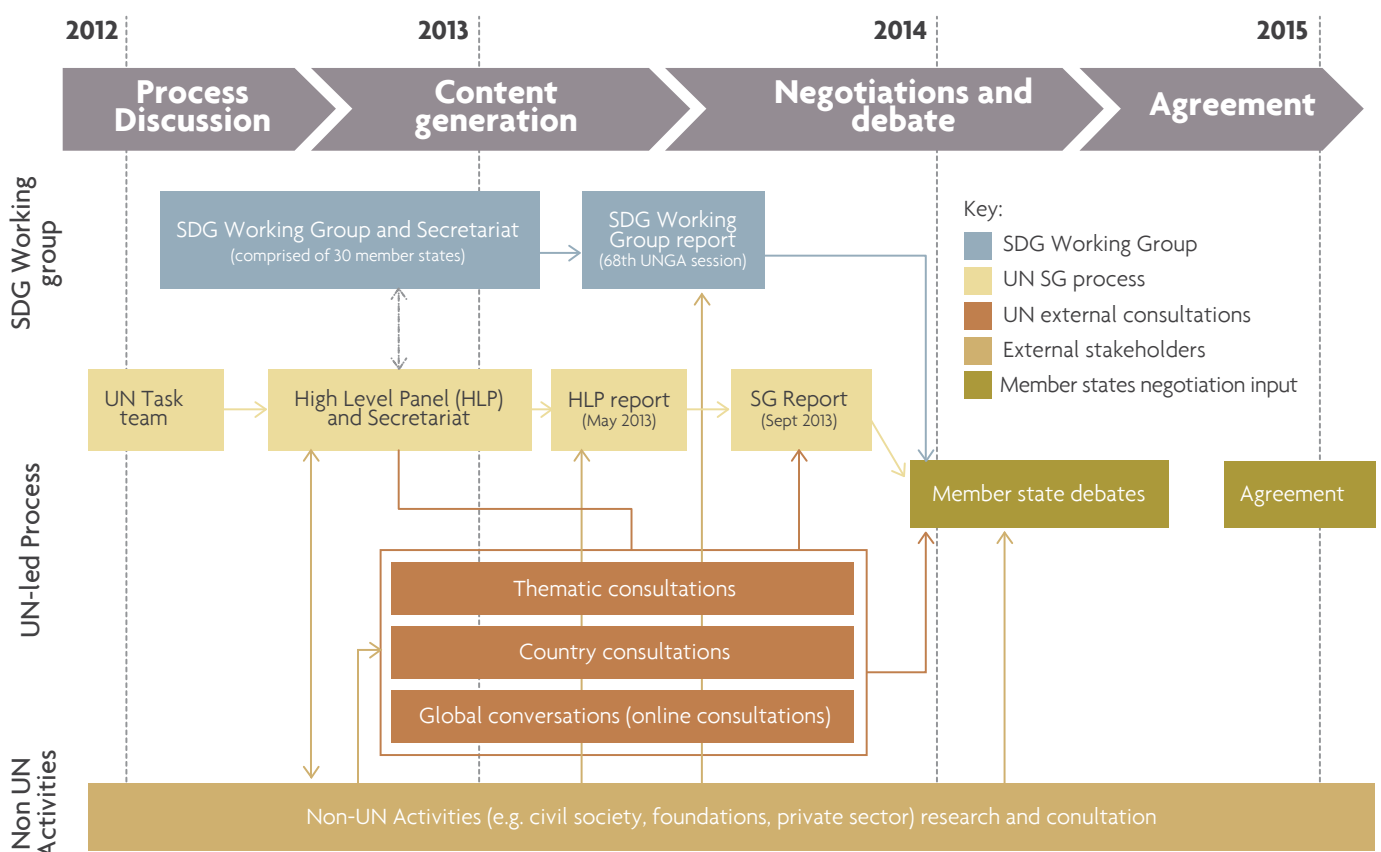
The High-Level Panel's report proposed 12 new goals with 54 targets, underscored by five transformative shifts the panel viewed as priorities to guide a new development agenda. Additionally, the panel attempted to ground the proposed new agenda within a sustainable development context. ACFID is pleased to note that a number of ACFID member concerns are present among the goals and cross-cutting issues the panel has recommended, including peace, climate change, cities, young people and women and girls. We are also pleased to see a standalone goal on WASH, reference to sexual and reproductive health services and rights, a standalone goal and cross-cutting focus on gender equality and recognition of the importance of pre-primary education. ACFID would, however, like to see in a final framework a

more integrated approach on disability and disaster risk reduction and a greater focus on addressing inequality.¹² The UN System Task Team supports the work of the High-Level Panel. Established in January 2012, the Task Team brings together more than 60 UN entities, agencies and international organisations to support system-wide preparations for the post-2015 development agenda.

Additionally the UN System Task Team supports the work of the Open Working Group on Sustainable Development Goals.

The systems of the UN have supported country, thematic and web-based consultations that feed into the Secretary-General's efforts.¹³

Three processes are providing input into the post-2015 dialogue



Source: UN Foundation and Dalberg analysis

About ACFID

ACFID unites Australia's non-government aid and international development organisations to strengthen their collective impact against poverty. Founded in 1965, ACFID currently has 128 members and seven affiliates operating in more than 100 developing countries. In 2010-11, ACFID's membership expended \$1.3 billion on humanitarian and development activities and raised \$890 million from more than 2 million Australian households. Eighty per cent of funding is from non-government sources. ACFID's members range between large Australian multi-sectoral organisations that are linked to international federations of NGOs, to agencies with specialised thematic expertise, and smaller community-based groups, with a mix of secular and faith-based organisations. ACFID also operates a code of conduct - a voluntary, self-regulatory sector code of good practice that aims to improve international development outcomes and increase stakeholder trust by enhancing the transparency and accountability of signatory organisations. Covering more than 50 principles and 150 obligations, the code sets good standards for program effectiveness, fundraising, governance and financial reporting. The code contains rigorous annual compliance mechanisms and has an independent complaints handling process.

ACFID's vision is for:

- A world where gross inequality within societies and between nations is reversed; and extreme poverty is eradicated.
- A world where human development is ecologically and socially sustainable for the benefit of current and future generations.
- A world where governments lead their societies in striving to protect and realise all people's human rights.
- This vision will be achieved through the collective efforts of civil society, Governments, business and all peoples who are concerned for the future of our collective humanity.

As we work towards our vision, ACFID maintains a strategic focus on three core areas that we believe play an essential role in realising human development:

- **Civil Society.** A vibrant civil society is key to sustainable and equitable development. As acknowledged in the 2011 Busan Declaration, civil society actors are key participants in development who work in a variety of distinctive ways to improve the conditions of those living in poverty. In a number of the countries in which Australia delivers aid, civil society organisations provide essential services to the public. Civil society harnesses the power of citizens to participate in decision-making processes that affect them and strengthens the ability of communities in ‘recipient’ countries to hold their governments, aid agencies and private sector actors to account. ACFID members have been working in partnership with civil society organisations in developing countries for decades, supporting them in their work with people to overcome poverty and injustice.
- **Gender equality.** ACFID maintains a strategic focus on gender equality, which it sees as an essential prerequisite for a fair, just and equitable world. Gender equality is a human right, with every woman and girl entitled to live in dignity and in freedom from fear. It is also a development goal in itself and a means of achieving other development goals. Empowering women to participate fully in social and economic life across all sectors is essential to building stronger economies, achieving internally agreed goals for development and sustainability and improving the quality of life for women, men, families and communities.
- **Human Rights.** Human rights and human development share a common purpose – to secure the freedom, wellbeing and dignity of all people everywhere. Human rights add value to the development agenda because states can be held to account to human rights laws – especially those to which they have agreed to be legally bound. ACFID believes that governments are accountable for creating an enabling environment for the realisation of human rights for all but especially for the most marginalised and disadvantaged. ACFID believes in capacity building with local communities so that they can hold their governments accountable for the realisation of human rights, from the progressive delivery of health and education to freedom of association and freedom of belief.

united against poverty

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