

Unclassified

DCD/DAC(2012)10/REV1

Organisation de Coopération et de Développement Économiques
Organisation for Economic Co-operation and Development

21-Mar-2012

English - Or. English

DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE

DCD/DAC(2012)10/REV1
Unclassified

GLOBAL DEVELOPMENT GOALS BEYOND 2015

Senior Level Meeting
3-4 April 2012

This document is submitted for DISCUSSION at the Opening Lunch of the SLM, under Item 1 of the Draft Annotated Agenda [DCD/DAC/A(2012)4/REV1].

It reflects comments received on the previous version [DCD/DAC(2012)10] at the DAC Meeting on 7 March 2012.

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JT03318377

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GLOBAL DEVELOPMENT GOALS BEYOND 2015

I Aim of the paper

1. The aim of this paper is to promote the OECD Development Assistance Committee's (DAC) reflections on its potential contributions to UN-led discussions on the post-2015 development framework. It sets out the context for potential DAC contributions to the global debate and proposes possible activities, to be conducted in close collaboration with partner countries and other stakeholders.

II Background

2. The Millennium Declaration and the Millennium Development Goals have proven the value of quantified and time-bound goals. They have helped focus development co-operation efforts, increase accountability and mobilise support from the development community and beyond. With the 2015 deadline of the MDGs approaching fast, the 2010 MDG Summit requested the UN Secretary-General to launch a consultative process on a follow-up framework to the MDGs. Last year, the UN Secretary-General created a UN System Task Force to support the preparation of the post-2015 development agenda. The official debate will begin at the 2013 UN General Assembly.

III The evolving context for a post-2015 framework

3. The global development landscape has changed tremendously since the MDGs were established in 2000-01. Globalisation and, in particular, the global economic crisis have cast the spotlight on a range of developments and new challenges which any post-2015 agenda would need to acknowledge and address. These developments and challenges include:

- The global economy and global power structures are becoming more multi-polar: the centre of economic and political power is shifting away from OECD countries, and wealth creation is increasingly taking place outside OECD member countries, especially in major emerging economies. The globalisation of problems and potential solutions requires overcoming the North-South divide based on a clear recognition that problems and solutions do exist everywhere and that they need to be addressed through joint approaches.
- As a result of economic growth, a number of poor countries have reduced poverty dramatically, graduated from the ranks of low-income countries (LICs) and have joined the rank of middle-income countries (MICs). This is good news. But in spite of this economic progress, the majority of the world's poor today live in MICs. Therefore, questions of inequality and (re)distribution are becoming increasingly important within all countries, but especially in MICs, who have more means at their disposal than LICs/LDCs.
- Development finance is becoming more complex: while ODA has been growing, other sources of financing – like domestic resources, investment and remittances – have grown even faster, changing the nature and context of traditional development co-operation.
- There is a growing diversity of development thinking and successful development models, and a corresponding recognition that “blueprints” do not work. Developing countries need to be in the driver's seat, and country- and context-specific approaches need to be followed. Moreover, the sharing of knowledge and experience is becoming multi-directional.

- New global challenges have emerged, with the international community searching for better ways to address macroeconomic, social and environmental imbalances. Indeed, the supply of public goods – and the risks posed by public “bads” – have become more global in character. This has raised questions about how to improve the effectiveness of global governance and, in some cases, led to a “fatigue” towards global negotiations and the agreement of global goals and standards, particularly when they do not adequately relate to country needs and priorities.

4. In this context of globalisation of problems on the one hand and growing heterogeneity of countries and interests on the other, the agreement on a post-2015 framework cannot be taken for granted. The needs and views of developing and emerging countries need to figure highly, and global discussions will need to ensure and benefit from their participation and buy-in in order to be able to agree on new global development goals.

IV The role of the OECD Development Assistance Committee (DAC)

5. With its report *Shaping the 21st Century*, the DAC made a major contribution to the genesis of the MDGs [DCD/DAC(96)15]. Today, the DAC is also well-placed to play an equally significant but different role. The DAC continues to have a vital role in informing and supporting the international development community in the context of a rapidly changing world (“thought leadership”). It can promote understanding about global developments and new trends, facilitate agreement on policy priorities and advocate for better development co-operation, policies and measurement in member countries and beyond.

6. The DAC’s specific contributions to the UN-led process of defining a post-2015 framework could draw on and link closely with policy work conducted in the context of the Global Partnership for Effective Development Co-operation and the OECD Strategy on Development. The OECD Strategy on Development, to be discussed by Ministers in at the OECD Ministerial Council Meeting in May 2012, will see the Organisation leverage its knowledge and expertise in a wide range of policy areas. Proposals are being prepared on innovative and sustainable sources of growth, on the mobilisation of resources for development, on governance, and on measuring progress for development. The Global Partnership, endorsed at the Busan High Level Forum (HLF), builds on the DAC’s ongoing work to promote aid and development effectiveness, including through the development of targets at the global and national level. The Global Partnership will foster improved international dialogue, with developing countries in the lead and many other important stakeholders on board (including major emerging economies, private sector representatives and civil society organisations). Preparations for the Busan HLF showed how the DAC can act as a global convenor and help forge consensus on challenges of global interest.

V Seven potential key elements of a Post-2015 Development Framework

7. The OECD Strategy on Development, to be discussed by Ministers at the OECD Ministerial Council Meeting in May 2012, will see the Organisation leverage its knowledge and expertise in a wide range of policy areas. Proposals are being prepared on innovative and sustainable sources of growth, on the mobilisation of resources for development, on governance and on measuring progress for development.

8. Reflecting on the lessons learned from the implementation of the existing MDG framework – *i.e.* its content, structure and balance, monitoring and process – the OECD DAC could reflect on and propose the following elements of a post-2015 development agenda:

- the Millennium Declaration as the basis;
- a win-win-approach: synergies with existing agreements and efforts;
- focus on outcomes;
- a holistic approach to development;

- relevance to a broader constituency of countries;
- a two-layer approach to setting goals;
- country-owned indicators and measurement.

1. *The Millennium Declaration as the basis*

9. The MDGs and any follow-up framework to the MDGs draw their legitimacy from the Millennium Declaration, which marks a fundamental and historic consensus on pressing global challenges. The Declaration's values and principles, as well as its key objectives¹ provide a comprehensive foundation for action upon which to discuss holistic approaches, promote synergies and prevent "silo" approaches. It can also provide a valuable basis to address global challenges related to conflict and fragility, climate change, resource scarcity, population growth, migration, urbanisation, global epidemics and others.

2. *A win-win-approach: synergies with existing and evolving agreements and efforts*

10. Any new system of goals must build on existing agreements (*inter alia* the outcomes of the HLF in Busan) and be in harmony with other development agendas (especially the sustainability agenda emerging from the 2012 Rio+20 Summit). A post-2015 framework will have to help the international community to join forces in addressing global challenges (and thus improve global governance).

3. *Focus on outcomes*

11. The MDGs have helped create an awareness of the fact that the success of development co-operation must be measured by the results achieved and not by the inputs provided. However, not all MDGs are focused on outcomes. Several targets concentrate only on the outputs of development efforts and not on their ultimate outcomes (*e.g.* education-related MDGs). This carries the risk of neglecting the outcomes of the poorest sections of society. Also, resources risk being transferred from important, less visible goals to goals where progress is more easily achievable and results are more visible.

12. The MDGs can be regarded as a first important step towards a holistic and outcome-oriented approach to development. The post-2015 framework could help move one major step further.

4. *A holistic approach to development*

13. Development constitutes more than economic growth coupled with efforts to reduce multidimensional "poverties". A holistic approach to development recognises a range of dimensions that make life decent and worth living. It focuses on the attributes of individuals, on their relationships with one another and on their lives within broader communities. It goes beyond countries' averages to assess inequalities in each life dimension, and recognises the plight of those who are disadvantaged in several areas at the same time. To do so, it might be helpful to include qualitative measures as well. Finally, it needs to look not only at current conditions, but also at their sustainability in the future.

5. *Relevance to a broader constituency of countries*

14. The ambition and scope of the post-2015 framework should be relevant for and appeal to an increasingly heterogeneous world and broader community of actors. Emerging economies today constitute important poles of global growth and important global players. Their development challenges are diverse and unique, and any new framework needs to encompass and accommodate the aspirations and priorities of a broader range of countries and people. The OECD's recent work on social cohesion and inequality has,

¹ These are: peace, security and disarmament; development and poverty eradication; protecting our common environment; human rights, democracy and good governance; protecting the vulnerable; meeting the special needs of Africa; strengthening the United Nations.

for example, examined the impact of policies in promoting equal opportunities for all citizens in society, a concern shared by all countries.

6. A two-layer approach to setting goals

15. Further work could be done to examine the option of a two-level approach to setting goals. The first level could include a small number of agreed goals addressing high-profile global public goods and committing all countries collectively (*e.g.* poverty reduction/human development/well-being/progress of society/social cohesion, climate, biodiversity). The second level would consist of goals defined and tailored at the national level, reflecting diverse starting points, specific contexts, different priorities and capacities to contribute to the provision and preservation of global public goods. All country-level goals would relate to the common global goals identified as part of the comprehensive global framework. A two-level approach of this kind would widen policy space for country ownership, and allow for additional goals and targets to be defined at the level of individual countries or groups of countries (*e.g.* for fragile states).

16. Countries could conceive national goals and plans for their implementation through open, consultative processes, aligning these efforts with their development programmes and poverty reduction strategies. Monitoring would also be conducted in wide consultation with citizens, using the latest available technologies. At the global level, relevant stakeholders from national governments, academia and civil society could be consulted. International organisations could conduct periodic monitoring at the global and regional levels, and assist countries with national-level reporting where necessary.

17. To complement the two levels of goals, a third category could be considered. It would capture goals related to the ways and means to achieve the agreed goals. This third layer could include, for example, the promotion of country ownership or rights-based approaches and would build on the Busan Global Partnership for Effective Development Co-operation.

7. Country-owned indicators and measurement

18. Policy goals in a post-2015 framework would need to be supported by appropriate outcome indicators, either in the form of existing statistics or through plans to develop them over a period of time. While indicators supporting global goals would need to assure cross-country comparability to the greatest extent possible, measuring progress within a country would need to be given greater importance than comparability. The choice of indicators would need to take into account the availability of data, statistical capacity to monitor and track progress, and the possibilities of establishing accountability mechanisms. In this regard, a post-2015 framework could include a goal on the capacity of countries to measure progress in achieving their goals. The World Bank's "Statistical Capacity Indicator", available on its Bulletin Board on Statistical Capacity (<http://bbsc.worldbank.org/bbsc/SelectColorParameter>), provides an example of how this might be done. Statistical capacity development and development co-operation could help fill the statistical gaps identified during the implementation of the programme.

V A whole-of-OECD-approach

19. In contrast to the MDGs, a post-2015 goals framework should be truly global, *i.e.* apply not only to developing, but to all countries. It also needs to engage whole-of-governments in order to be able to deal with global public goods and bads beyond poverty and social development. A DAC contribution could take advantage of other OECD initiatives, such as the OECD Better Life Initiative and its *How is Life?* report, analytical work conducted by the OECD Development Centre, and the OECD-wide gender equality initiative – to name but a few.

- The OECD Better Life Initiative, through its *How's Life?* report, has put the notion of "people's well-being" at its core, proposing a holistic framework and comparative indicators that reflect the broader and cross-cutting concerns of inequality and sustainability. Regional conferences to

discuss this approach in Africa, Asia and Latin America will culminate in the Fourth OECD World Forum on Measuring Progress of Societies, to take place in New Delhi in October 2012.

- The OECD Development Centre has published two landmark reports on “shifting wealth”, which document the changing geography of economic growth and poverty, a process that is shifting the boundaries of how development is conceived.

VI Possible specific activities and contributions

20. Drawing on ongoing work related to the above-mentioned DAC and OECD activities, the DAC might consider a number of specific activities and contributions to UN-led discussions on the post-2015 development framework

21. In terms of substance: contribute quantitative and qualitative analysis on potential global goals, targets and indicators and maybe propose specific goals, targets and indicators on issues left out in the MDGs but revealing to be of high importance:

- Contribute quantitative and qualitative analysis on potential global goals, targets and indicators that can measure development based on countries’ needs and capacities, keeping multidimensional poverty (“poverties”) at the core, but also addressing broader dimensions of development and well-being. One focus may be on ways to track differential progress and results for men and women alike.
- Maybe propose Peacebuilding and Statebuilding Goals (PSG), as agreed in Busan in 2011, and support the development of corresponding targets and indicators. By doing so, however, the risk of frontloading and overburdening the post-2015 framework needs to be considered and dealt with.

22. In terms of process: promote more effective development co-operation and development finance beyond aid:

- Within the context of the Global Partnership for Effective Development Co-operation, continue promoting more effective international co-operation for a post-2015 environment.
- Promote analysis and dialogue on aid and development finance, with a view to identifying concepts for a post-2015 context.

VII The way forward

23. The elements and activities outlined above require further discussion, elaboration and fine-tuning, in close collaboration with the UN institutions leading the process. The DAC and the OECD as a whole must also engage closely with partner countries, other international organisations, the research community, civil society and the private sector. A number of events will help bring together diverse stakeholders to foster the sharing of views and experience, and to promote consensus-building.

24. The selection of policy goals and supporting indicators should combine both a bottom-up and a top-down approach. Once agreed, all countries – North and South – could (and should) conceive national plans through an open, consultative process and in co-ordination with existing initiatives for implementation (“goals achievements plans”). They should then monitor progress towards achieving post-2015 goals regularly, based on their chosen objectives, goals and partnerships and – utilising a range of available technologies – in wide consultation with their citizens. At the global level, international organisations should conduct periodic monitoring at the global and regional level, and support countries in reporting on their progress.