

Building the post-2015 framework

The Millennium Development Goals

In September 2000, all United Nations (UN) member states agreed to achieve eight international development goals by 2015. These Millennium Development Goals (MDGs) represented an unprecedented global consensus on the best approach for poverty reduction¹. Their purpose was to act as an incentive structure to hold governments and donors to account on the delivery of poverty reduction and human development against the MDG benchmarks, and as a global framework for mobilising official development assistance (ODA) resources.

The MDGs have had a much debated yet significant impact on the development agenda. How much the MDGs have actually contributed to the increase in quantity and quality of aid, as well as the role of aid flows in global progress towards goals, is hotly contested². However, it is broadly agreed among sector stakeholders that the MDGs have had a positive impact on water, sanitation and hygiene (WASH) sector development³.

The existing MDGs and targets have many strengths. They are simple, easy to understand, realistic and achievable, and by focusing on ends rather than means, they can be adapted to different contexts. As a result, they have successfully raised the profile of WASH issues and focused political attention on the nature and scale of the problem globally.

On the other hand, critics have argued that the MDGs lack ambition because they focus only on minimum standards and assume a continuation of historic rates of progress. Also, their adaptation at sub-national levels does not necessarily lead to meeting the targets at country level. Moreover, improvements in global average figures mask growing disparities between and within countries, with the poorest and most marginalised people typically last to benefit. Other criticisms relate to the crude nature of the target indicators, which inadequately capture concerns relating to access, safety and sustainability, and some of the perverse incentives they create, such as building new infrastructure rather than maintaining existing services. The MDGs have also been viewed as promoting sector-based vertical programming at the expense of cross-sectoral integrated approaches that aim at bigger-picture transformational change.

Water, sanitation and hygiene goals

There is currently no goal on water and sanitation, which many feel was a major oversight in the MDG framework. Instead, there is a target on water and sanitation

under MDG7 on environmental sustainability. Target 7C is ‘to halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation’. The two indicators used to measure this target are the proportion of the population using an improved drinking water source and the proportion of the population using an improved sanitation facility. There is currently no target relating to hygiene.

Improved access to WASH also has an impact, directly or indirectly, on the achievement of most other MDGs, including MDG1 on poverty and nutrition, MDG2 on education, MDG3 on gender equality, MDG4 on child survival, MDG5 on maternal health, and MDG6 on HIV, TB and malaria. At the same time, progress on WASH itself depends on progress in these other areas. Perhaps the greatest criticism of the existing MDG framework is the vertical nature of the goals and lack of horizontal integration between target outcomes and indicators of progress⁴. This is something that many people agree needs to be addressed in the design and operation of any future goal framework.

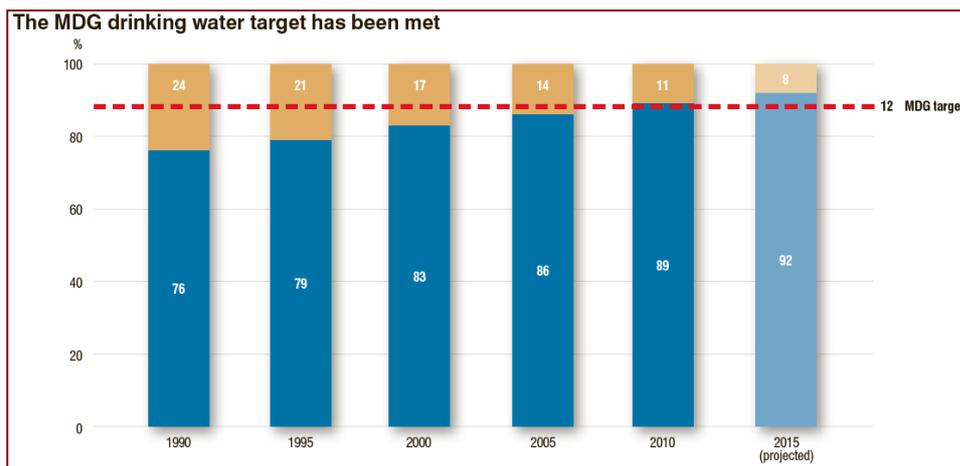


Figure 1: Trends in global water coverage 1990-2010, projected to 2015⁵

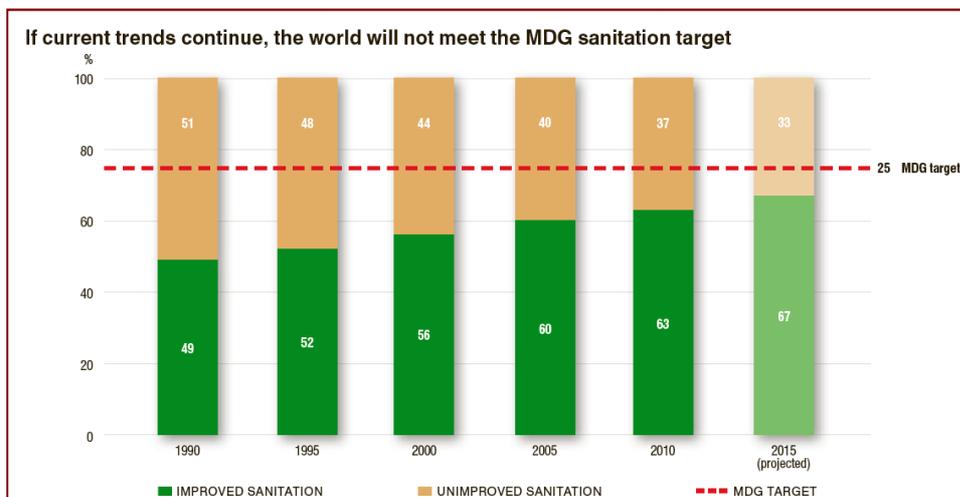


Figure 2: Trends in global sanitation coverage 1990-2010, projected to 2015⁵

As indicated in figures 1 and 2, although the water target has been met, the target to halve the world's population without access to basic sanitation is way off-track. A major reason for the poor performance of the sanitation target is that national government investment remains far below that required to meet agreed targets, as well as a lack of recognition of the role of WASH in economic development and other aspects of human development. Even more worryingly, the share of global aid for WASH has been on the decline for the last 15 years⁶.

After the MDG deadline: Developing a new framework

Ultimately, it will be UN member states that determine what the new international framework that follows the MDGs looks like. Member states are already discussing this process and beginning to consider their own preferences and proposals. Efforts to begin to understand the thinking and positions of various member states and work to influence them are already well underway. The international decision-making will be convened by the UN, and the period between 2013 and 2015 will be crucial to the outcomes of the next framework.

At this point, there are broadly two phases to the process, during which a series of parallel and overlapping streams of activity will take place.

Phase 1: From September 2012 until the September 2013 MDG Summit

During the first phase, the UN system, including the UN Task Team, the Secretary-General's High Level Panel (HLP) of Eminent Persons and the Secretary-General's Special Adviser, has focused on developing recommendations for member states to consider. In May 2013, the Secretary-General's HLP presented him with a report on the post-2015 framework. This report (alongside those from the Global Compact and Sustainable Development Solutions Network) was used as an input into the Secretary General's own report to member states, published ahead of the UN General Assembly (UNGA) meeting in September 2013. A key part of the recommendation-making process has been a series of UN facilitated consultations. These have included 11 thematic consultations on key development areas, up to 90 country-specific discussions and an online consultation where global citizens have voted on their priorities.

Meanwhile, UN member states are using this period to discuss and make their own proposals. The most important discussion forum in this arena is the intergovernmental Open Working Group (OWG) tasked with proposing the Sustainable Development Goals (SDGs). However, there are other regional and national-level discussions worth noting, facilitated by a range of organisations and institutions, such as the African Union and European Union.

Phase 2: From September 2013 to December 2015 (at the latest)

The Secretary General's report to the UNGA in September 2013 will take place alongside a simultaneous special event on the MDGs. Both of these will serve as key events in catalysing the post-2015 process, after which we may begin to see specific proposals for a new, post-2015 development framework. The first of these may be the outcomes from the OWG in 2014. The OWG is expecting to produce a report in time for the 69th session of the UN General Assembly in September 2014, after which member states will enter a period of debate and negotiation as they attempt to come to agreement on the framework. The firm deadline for agreement is the end of 2015 but it is likely that the 70th session of the UNGA in September 2015 or a special event earlier in the year will be when member states conclude their negotiations.

What has happened so far and what's happening next

The UN Task Team on post-2015

In September 2011, the Secretary-General created a UN System Task Team to coordinate preparation of the post-2015 UN Development Agenda. The Task Team produced a report, *Realising the future we want for all*⁷, in July 2012, that recommended the creation of new goals. It advised that these goals should build on the strengths of the MDGs, apply to all countries, and be based on the fundamental principles of human rights, equality and sustainability. It also suggested a format based on concrete end goals and targets organised along four key dimensions of a more holistic approach: (1) inclusive social development; (2) inclusive economic development; (3) environmental sustainability; and (4) peace and security. In addition, a series of thematic think pieces were prepared on social protection; inequality; food and nutrition; education; countries with special needs; culture; disaster risk reduction; employment; governance; health; human rights; macroeconomic stability, inclusive growth and employment; migration; peace and security; population dynamics; science and technology; sustainable urbanisation; and sustainable development.

The subsequent appointment of the UN Secretary-General's Special Adviser on Post-2015 and the High Level Panel on Post-2015 were tasked by the Secretary-General to consider the work of the Task Team, as well as other inputs in the development of their work.

The UN Secretary-General's team on post-2015 development planning

In June 2012, the Secretary-General appointed Amina J Mohammed from Nigeria as Special Adviser on Post-2015 Development Planning. Mrs Mohammed has a wide mandate, with responsibility for the coordination of constituencies and work streams inside and outside of the UN system. She reports to the UN's Deputy Secretary-General, Jan Eliasson.

The Open Working Group on Sustainable Development Goals

In June 2012, the UN hosted Rio+20, an international conference on sustainable development. A key outcome of the Rio+20 discussions was the agreement to establish an intergovernmental Open Working Group (OWG) to develop the Sustainable Development Goals. This group has been tasked by the UNGA with the production of a suggested framework expected in 2014. The OWG has stated this work will consist of two phases – an input phase from January 2013 to February 2014 and an output phase beginning in February or March 2014. According to the OWG, the input phase ‘will be dialogue oriented and guided by the principles of interactivity, flexibility, and inclusiveness’. The output phase will build on the shared evidence collected in the input phase and will outline when negotiations and drafting of the SDGs will take place. The OWG will play a crucial role in deciding the structure of the post-2015 framework.

There are 30 seats on the working group, shared by 70 member states, split into to five regional groupings. A full list of the member states can be found below (countries where WaterAid has a presence are listed in bold):

African group	Asia-Pacific group	Latin American and Caribbean group	Western Europe and others group	Eastern Europe group
Algeria / Egypt / Morocco / Tunisia	Nauru / Palau / Papua New Guinea	Colombia / Guatemala	Australia / Netherlands / UK	Hungary
Ghana	Bhutan / Thailand / Vietnam	Bahamas / Barbados	Canada / Israel / USA	Belarus / Serbia
Benin	India / Pakistan / Sri Lanka	Guyana / Haiti / Trinidad and Tobago	Denmark / Ireland / Norway	Bulgaria / Croatia
Kenya	China / Indonesia / Kazakhstan	Mexico / Peru	France / Germany / Switzerland	Montenegro / Slovenia
Tanzania	Cyprus / Singapore / United Arab Emirates	Brazil / Nicaragua	Italy / Spain / Turkey	Poland / Romania
Congo	Bangladesh / Republic of Korea / Saudi Arabia	Argentina / Bolivia / Ecuador		
Zambia / Zimbabwe	Iran / Japan / Nepal			

The OWG officially began work in January 2013, and in its first session elected two co-chairs, H E Mr Csaba Kőrösi, Permanent Representative of Hungary, and H E Mr Macharia Kamau, Permanent Representative of Kenya.

The first two substantive meetings on thematic areas took place in May 2013 and June 2013. Topics including water, sanitation and hygiene were discussed at the third meeting of the OWG and more information on the statements given by member states can be found at: <http://sustainabledevelopment.un.org/index.php?menu=1630>

Subsequent meetings are planned over the course of 2013 at the UN, and are planned to address a range of themes including food security and nutrition, human rights and population dynamics.

Each of these meetings takes place over three to five days and includes engagement and consultation with a wide variety of stakeholders, including nine major groups representing non-member state interests. The major groups include a section focused on non-governmental and civil society organisations.

More information on the major groups can be found at: <http://sustainabledevelopment.un.org/majorgroups.html>

The High Level Political Forum

The High Level Political Forum was another outcome of the Rio+20 conference, where the decision was taken by member states to establish a universal

intergovernmental high level political forum. The forum is intended to follow up on the implementation of sustainable development and build on the strengths and resources of the Commission on Sustainable Development, which it is proposed to replace.

The High Level Political Forum will hold its first formal meeting during the week of the 68th session of the UN General Assembly in September 2013. A series of informal meetings have been held in the first months of 2013 where the format of the forum has been debated.

While the forum is still in its early stages, it may play an important role in overseeing the outcomes from the post-2015 framework and providing a vehicle for negotiations between member states.

More information on the High Level Political Forum can be found at: <http://sustainabledevelopment.un.org/index.php?menu=1556>

The High Level Panel on Post-2015

In July 2012, the Secretary-General appointed a High Level Panel of Eminent Persons, consisting of 26 individuals from government, the private sector, academia, civil

society and youth, to provide advice and recommendations on the post-2015 global development agenda. The mandate of the HLP was to provide:

- 1 Recommendations about the vision and shape of a post-2015 development agenda, which will respond to 21st century global challenges and build upon the existing MDGs, particularly their focus on ending poverty.
- 2 Principles for reshaping the global development partnership and strengthening accountability mechanisms.
- 3 Recommendations for building and sustaining political consensus around an ambitious, achievable agenda that addresses issues of economic growth, social equality and environmental sustainability⁸.

The three co-chairs of the panel were Ellen Johnson Sirleaf, President of Liberia, Susilo Bambang Yudhoyono, President of Indonesia, and David Cameron, UK Prime Minister. Other members of the panel included Fulbert Gero Amoussouga of Benin, Vanessa Petrelli Corrêa of Brazil, Yingfan Wang of China, Maria Angela Holguin of Colombia, Jean-Michel Severino of France, Horst Kohler of Germany, Naoto Kan of Japan, Queen Rania of Jordan, Betty Maina of Kenya, Abhijit Banerjee of India, Andris Piebalgs of Latvia, Patricia Espinosa of Mexico, Paul Polman of the Netherlands, Ngozi Okonjo-Iweala of Nigeria, Elvira Nabiullina of the Russian Federation, Graça Machel of South Africa, Sung-Hwan Kim of the Republic of Korea, Gunilla Carlsson of Sweden, Emilia Pires of Timor-Leste, Kadir Topbas of Turkey, John Podesta of the United States of America, Tawakel Karman of Yemen, and the Secretary-General's Special Adviser on Post-2015 Development Planning, Amina J Mohammed, as an ex-officio member.

Following a series of meetings in New York, London, Monrovia and Bali, the HLP produced a report with a series of recommendations for a future framework. The report was published on 30 May 2013 and acted as a key input to the

Secretary-General's own report to the General Assembly ahead of the UNGA meeting and the Special General Assembly Event on the MDGs, on 25 September 2013. A copy of the report, as well as further information regarding the High Level Panel, can be found here: www.post2015hlp.org

WaterAid broadly welcomed the HLP's report which sets out an ambitious vision for ending poverty by 2030 and recognises the central importance of universal access to water and sanitation for all aspects of sustainable development. The inclusion of a standalone goal on water and sanitation is a significant breakthrough in reversing the neglect of sanitation. Further work is required to refine the WASH targets and indicators by including hygiene issues at home and in schools and health facilities, committing to progressively reducing inequalities in access and addressing sustainability concerns. The interdependence between proposed zero targets on poverty, health, nutrition, gender and WASH also needs to be recognised. Getting to

zero on sanitation is essential if we are to succeed in ending poverty, stunting, preventable child deaths and violence against women.

While the panel's remit formally expires with the publication of the report, it is likely that several members will continue to be involved in the post-2015 process, both formally through their capacity as ministers or heads of member states and informally in an advisory capacity.

UN consultations

In parallel to the work of the High Level Panel, the UN launched a broad-based process to solicit input from a variety of stakeholders about the post-2015 framework. The objectives of these consultations have been to:

- 1 Establish a strategic coalition of partners.
- 2 Ensure that the post-2015 agenda addresses emerging development priorities and challenges.
- 3 Build on the momentum of, and lessons learned from, the existing MDGs.

The consultation process included approximately 100 national consultations, nine thematic consultations and a global online conversation. National consultations ran from June 2012 until May 2013, and were aimed to be held in 100 developing countries. The aim of these consultations was to stimulate an inclusive debate on a post-2015 development agenda and assess national priorities.

Between 2012 and April 2013, eleven thematic consultations were also carried out with academics, business, trade unions and civil society groups to identify current and emerging challenges. The 11 thematic consultations, co-leads and sponsoring or associated governments were:

- Addressing inequalities; UNICEF and UN Women; Denmark and Ghana
- Conflict, violence and disaster; UNDP, PBSO and ISDR; Finland, Indonesia, Liberia and Panama
- Education; UNESCO and UNICEF; Canada, Egypt, France, Germany, Mexico, Senegal, South Africa and Thailand
- Energy; UNIDO, DESA and World Bank; India, Mexico, Norway and Tanzania
- Environmental sustainability; UNEP and UNDP; Costa Rica and France
- Governance; UNDP and OHCHR; Bangladesh, Brazil, Egypt, Germany, Philippines and South Africa
- Growth and employment; ILO and UNDP; Japan
- Health; UNICEF, WHO; Botswana and Sweden
- Hunger, food security and nutrition; WFP and FAO; Colombia and Spain
- Population dynamics; UNDESA, IOM, UNFPA and UN HABITAT; Bangladesh and Switzerland

- Water; UNICEF, DESA and UN Water; Hungary, Jordan, Liberia, Mozambique, the Netherlands and Switzerland

WaterAid has engaged with many of the consultations with a particular focus on the water consultation. Our responses to these consultations are available at:

www.wateraid.org/post2015

To read the outcomes documents from all the consultations, visit:

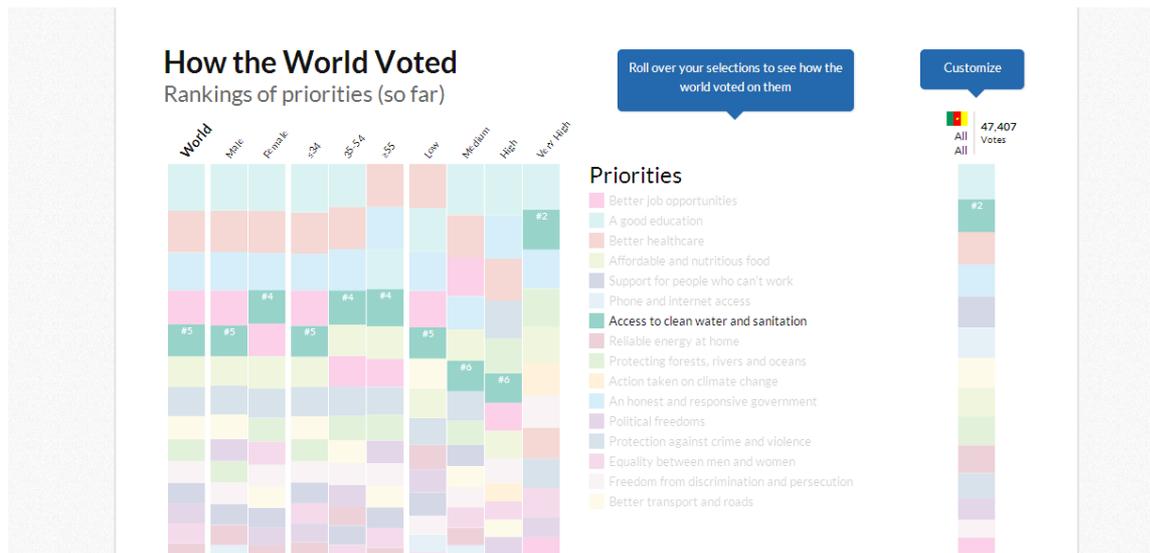
www.worldwewant2015.org/topics

A UN Task Team was set up to manage a global consultation process, with representatives from 20 UN agencies, and conclusions of these consultations were fed into the deliberations of the High Level Panel and the Secretary-General.

The Global Conversation

In July 2012, the UN and civil society launched a web platform (www.worldwewant2015.org) to stimulate and channel global conversations about the post-2015 framework. The key focus of The Global Conversation has been a wide ranging consultation where individuals have been asked to list their key priorities for the post-2015 framework. To date, the UN has engaged more than 200,000 people from 189 countries through a mix of digital media, mobile phone applications, conferences, and paper ballot surveys.

The results of the online consultation to date show that access to clean water and sanitation is considered a top priority for voters. The consultation will run until 2015.



Source: www.worldwewant.org [last accessed: 05/06/13]

WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation

The WHO/UNICEF Joint Monitoring Programme (JMP) is the official UN mechanism tasked with monitoring progress towards the MDG relating to drinking water and sanitation.

In preparation for the post-2015 period, the JMP initiated an extensive two-year consultative process, involving over 200 individuals and over 100 leading organisations in the sector. This has resulted in the development of four proposed targets on WASH, which are ambitious yet considered by leaders in the field to be achievable:

- No one practises open defecation.
- Everyone has safe water, sanitation and hygiene at home.
- All schools and health centres have water, sanitation and hygiene.
- Water, sanitation and hygiene are sustainable and inequalities have been progressively eliminated.

For further details on the JMP’s proposed targets, visit:

www.wssinfo.org/post-2015-monitoring/overview

Key dates

2013

- Jun 4th meeting of the Open Working Group (OWG) including discussion on employment, health and youth
- Aug Publication of the Secretary-General's report in advance of the UN General Assembly 2013
- Sep 68th session of the UNGA including a special event on the MDGs
First formal meeting of the High Level Political Forum
- Nov 5th meeting of the OWG
- Dec 6th meeting of the OWG

2014

- Jan 7th meeting of the OWG
- Feb 8th meeting of the OWG
- Sep 69th session of the UNGA

2015

- Sep 70th session of the UNGA
- Dec Deadline for the new framework to be in place

Endnotes

¹ The eight goals address income poverty, decent work and hunger (MDG 1); primary education (MDG 2); gender inequalities (MDG 3); child and maternal health (MDGs 4 and 5); HIV/AIDS, TB and malaria (MDG 6); environmental sustainability, including the loss of natural resources and biodiversity and access to water, sanitation and good housing (MDG 7); and effective global partnerships (MDG 8).

² See, for example, Centre for Global Development (2011) *More money or more development: What have the MDGs achieved?* Available at: www.cgdev.org/content/publications/detail/1425806

³ See WHO/UNICEF (2011) *Report of the first consultation on post-MDG monitoring of drinking-water and sanitation*. Available at: www.wssinfo.org/fileadmin/user_upload/resources/Report-on-WHO-UNICEF-Berlin-Consultation-May-2011.pdf

⁴ Goals such as MDG 2, which calls for achieving universal primary education, can be deemed as vertical because of their predominant focus on one single sector (education). The inputs to achieving education come from a number of sectors and development interventions outside of the education sector itself, including but not limited to improved health of young children, increased availability of time to attend school because of reduced time spent fetching water, and, not least, access to adequate sanitation and water in schools. The integration of this horizontal layer is widely considered to have been a problem within the MDGs as many of these individual factors were monitored in targets and progress indicators held under separate goals.

⁵ WHO/UNICEF Joint Monitoring Programme (2012) *Progress on drinking water and sanitation 2012 update*. Available at: www.wssinfo.org/fileadmin/user_upload/resources/JMP-report-2012-en.pdf

⁶ WaterAid (2011) *Off-track, off-target: Why investment in water, sanitation and hygiene is not reaching those who need it most*. Available at: www.wateraid.org/documents/off-track-off-target.pdf

⁷ UN System Task Team (2012) *Realising the future we want for all*. Available at: www.undp.org/content/undp/en/home/librarypage/poverty-reduction/realizing-the-future-we-want

⁸ A terms of reference for the High Level Panel is available at: www.un.org/sg/offthecuff/?nid=2455