POLICY BRIEFING

Beyond 2015: Reconciling development and climate change goals

Abstract

After 15 years as the central international reference for fighting poverty and promoting development, the Millennium Development Goals (MDG) will expire in 2015. The international community is seeking a new global development framework through two parallel tracks: the MDG review — led by the UN Secretary General — and the Sustainable Development Goals (SDG) process launched by the Rio+20 conference. There are important overlaps between these tracks and growing calls for the processes to be integrated into a single overarching framework and set of goals to eradicate poverty and promote sustainable development after 2015.

Despite these calls — also made by the EU — there have been very few concrete proposals for accomplishing the integration in a practical manner. Following the UN Special Event on the MDGs that will take place on 25 September, various possible integration mechanisms could be adopted. In this context, the Open Working Group (OWG) on the SDG, established this year by the United Nations General Assembly, occupies a central role with a growing importance.

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1. Introduction

The international community is engaged in establishing a post-2015 global development framework.

With the deadline for achieving the Millennium Development Goals (MDGs) just over two years away, the international community is engaged in establishing the post-2015 global development framework. Although not all the MDGs will be met by 2015, and while progress has been uneven 'among and within countries'[1], the Millennium Declaration (2000) and its associated goals have been instrumental in fighting poverty and boosting development aid commitments, including from EU Member States.

The international context today is markedly different than when the MDGs were adopted.

The international context today looks however markedly different than it did when the MDGs were adopted. The growing role of emerging countries like China, India, Brazil or the Gulf states, and the protracted economic crisis affecting Western countries, notably Europe, have profoundly transformed the dynamics of international development. Traditional north-south and donor-recipient divisions have been blurred, and Official Development Assistance (ODA) contributions of the members of the Organisation of Economic Cooperation and Development (OECD) have been reduced by the economic crisis. ODA volumes fell in 2011 (2 %) and 2012 (4 %) for the first time in 15 years, and the current average ODA level of 0.29 % of GDP is far from the 0.7 % pledged by many countries[2]. New sources of finance for development have, however, appeared: non-traditional donors, the mobilisation of domestic resources and even the private sector. Finally, new international challenges — climate change, financial regulation and depletion of natural resources — require international responses which transcend the traditional development framework.

There are growing calls for the MDG review and the Sustainable Development Goals (SDGs) processes to be integrated into a single global development framework.

It is this complex context which the post-2015 global development framework should address, deriving from two processes: first, the MDG review framework led by the United Nations Secretary General (UNSG) as mandated by the 2010 MDG summit, and second, the Sustainable Development Goals (SDGs) process which emerged from the Rio+20 conference in 2012. Although these processes are conceptually and procedurally separate, important overlaps exist, and there are growing calls for both processes to converge. As the UN Special Event towards achieving the MDGs approaches – the event will take place in New York on 25 September – a number of steps are needed to integrate the MDG review and the SDG processes into a single comprehensive framework and set of goals eradicating poverty and promoting sustainable development after 2015.

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[1] http://www.un.org/millenniumgoals/pdf/report-2013/mdg-report-2013-english.pdf
[2] OECD, 'Aid to poor countries slips further as governments tighten budgets', 3 April 2013

2. The Millennium Development Goals review framework

The MDG review process was launched after the 2010 MDG summit.

As the most important reference for the promotion of international development since 2000 for donors, partner countries and civil society organisations (CSOs), the MDGs have been subject to numerous analyses and regular revisions. At the 2010 UN summit on the MDGs, the United Nations General Assembly (UNGA) requested the UNSG not only to regularly report on MDG progress, but also to provide annual recommendations 'for further steps to advance the United Nations development agenda beyond 2015'[3]. Since then, the UNSG has, through different initiatives, actively promoted a reflection on the global framework that could replace the MDGs. The most visible of these initiatives has been the establishment, in July 2012, of a 27-member High-level Panel of Eminent Persons on the Post-2015 Development Agenda (HLP) co-chaired by the presidents of Indonesia and Liberia and the UK's Prime Minister (all acting on a personal capacity). Also in the panel were the UNSG Special Adviser on Post-2015 Development Planning Amina Mohamed and the EU's Development Commissioner Andris Piebalgs.

Its most visible initiative has been the creation of the High-level Panel of Eminent Persons on the Post-2015 Development Agenda (HLP).

Following various meetings and consultations, the HLP delivered its report, 'A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development', to the UNSG on 30 May 2013. This will be one of the most important contributions to the UNSG presentation to the Special Event in September. The report places the need to eradicate extreme poverty by 2030 at the core of the post-2015 framework. It also proposes adopting 12 new universal goals, complemented by national targets[4]:

Last May the HLP published its report, proposing 12 new universal goals complemented by national targets.

1. end poverty,
2. empower girls and women and achieve gender equality,
3. provide quality education and lifelong learning,
4. ensure healthy lives,
5. ensure food security and good nutrition,
6. achieve universal access to water and sanitation,
7. secure sustainable energy,
8. create jobs, sustainable livelihoods, and equitable growth,
9. manage natural resource assets sustainably,
10. ensure good governance and effective institutions,
11. ensure stable and peaceful societies,
12. create a global enabling environment and catalyse long-term finance.

Although the HLP has been the MDG review's most high-profile initiative, others have also been launched by the UNSG. A UN System Task Team on Post-2015 (Task Team) is co-chaired by the UN's

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[3] UNGA Resolution 65/1 on 'Keeping the promise: united to achieve the Millennium Development Goals', 22 September 2010

[4] The complete list of targets for each of the goals can be found in Annex I

Department of Economic and Social Affairs (DESA) and the United Nations Development Programme (UNDP) and involves over 60 UN agencies and programmes, the World Bank, International Monetary Fund (IMF) and World Trade Organisation (WTO). The Task Team began its work with the May 2012 publication of its report, 'Realizing the Future We Want for All', conceived as an initial input to the HLP. Since then, the Task Team has created three different working groups. Two aim to provide analytical contributions to the global partnership for development and to monitoring progress and indicators. A third working group is the inter-agency technical support team (TST) established to provide technical support — including analytical contributions, background material and expert panellists — to the SDGs' Open Working Group (OWG). This forms one of the few formal links between these two parallel processes.

Between July 2012 and March 2013, the United Nations Development Group also carried out a series of consultations for the UNSG. National and regional consultations were organised by UN members in more than 50 countries. Online tools facilitated an inclusive global conversation reflecting national circumstances and needs. Eleven thematic consultations were also convened around the following themes: education; inequalities; health; governance; conflict and fragility; growth and employment; environmental sustainability; hunger, nutrition and food security; population dynamics; energy; and water. The consultations' results were gathered in the report 'The Global Conversation Begins: Emerging Views for a New Development Agenda', published in March 2013.

Finally, in August 2012, the UNSG launched the Sustainable Development Solutions Network (SDSN), an independent network of research centres, universities and technical institutions led by economist Jeffrey Sachs. The SDSN has worked with global stakeholders to solve critical areas of sustainable development and has provided technical support to the HLP. In June 2013, the SDSN published its own report to the UNSG, 'An Action Agenda for Sustainable Development', in which it listed the following 'priority challenges' which would contribute to each of the four dimensions (social, economic, political and environmental) of sustainable development:

1. end extreme poverty and hunger;
2. achieve development and prosperity for all without ruining the environment;
3. ensure learning for all children and youth;
4. achieve gender equality and reduce inequalities;
5. achieve health and wellbeing at all ages;
6. increase agricultural production in an environmentally sustainable manner, to achieve food security and rural prosperity;
7. make cities productive and environmentally sustainable;
8. curb human-induced climate change with sustainable energy;
9. protect ecosystems and ensure sound management of natural

A UN System Task Team on Post-2015, made up of over 60 UN agencies, has also been created.

Between July 2012 and March 2013, the United Nations Development Group (UNDG) ran national and thematic consultations on the post-2015 agenda in over 50 countries.

The Sustainable Development Solutions Network (SDSN), led by Jeffrey Sachs, published a report in June 2013 with 10 'priority challenges' which could contribute to sustainable development.

resources;

10. improve governance and align business behaviour with all the goals.

Launched in response to the MDG review and the outcome of Rio+20 Conference, the SDSN initiative has a formal mandate covering both separate processes. The report makes reference to both of these and emphasises the 'operational' character of the future framework and the need for a limited number of priorities and associated goals. The SDSN report will, with HLP report and the results of the consultation, feed into the report which the UNSG will present to the UNGA at September's Special Event. It remains, however, unclear how the UNGA will ensure the continuity of the MDG review process after this point.

3.   The Sustainable Development Goals and the Open Working Group

The proposal for the Sustainable Development Goals (SDGs) was included in the Rio+20 conference outcome document.

A second process aiming to set up a global development framework after 2015 is that of the Sustainable Development Goals (SDGs). The concept of the SDGs was presented in 2011 by the government of Colombia during preparations for the UN Rio+20 conference, and was subsequently included in its outcome document, 'The Future We Want'. This document envisaged the SDGs as 'action oriented, concise and easy to communicate, limited in number, aspirational, global in nature and universally applicable to all countries, while taking into account different national realities, capacities and levels of development and respecting national policies and priorities'. The SDGs were also to be 'coherent with and integrated into the United Nations development agenda beyond 2015' and based on the Agenda 21 action plan for sustainable development adopted at the UN Conference on Environment and Development (UNCED) held in Rio de Janeiro, Brazil, in 1992 and the Johannesburg Plan of Implementation adopted at the World Summit on Sustainable Development (WSSD) in 2002.

This document also called for an Open Working Group (OWG) within the UN General Assembly (UNGA) to develop the SDGs.

The Rio+20 outcome document also provided indications for developing the SDGs. The UNSG would provide an initial input and ensure coordination with the MDG review, but the central platform for elaborating the SDGs would be an 'open working group' (OWG) of 30 representatives, nominated by UNGA member states to ensure balanced geographic representation. The OWG would decide its own work mechanism but would present a report including a proposal for the SDGs to the 68th session of the UNGA (September 2014). The OWG was established in January 2013 and its limited membership was selected through an innovative, constituency-based system of representation. Each seat in the OWG is shared by 1–4 member states, with these country teams deciding themselves how they will be represented in the OWG meetings. The OWG held its inaugural session in March 2013, when it selected its two co-chairs: Hungary and Kenya[5].

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[5] See Annex II for the composition of the Open Working Group.

The OWG, co-chaired by Hungary and Kenya, began its work in March and has held four sessions. It will deliver its report to the UNGA by September 2014.

The OWG has so far held four sessions. In these, the OWG, aided by the UN TST and external contributors, has held discussions on various topics, including: conceptualising the SDGs; eradicating poverty (April); food security and nutrition; sustainable agriculture, desertification, land degradation and drought; water and sanitation (May); employment and decent work for all; social protection; youth; education and culture; health; population dynamics (June). The OWG will conduct more stakeholders meetings until February 2014, building on the themes identified on the Rio+20 framework for action (see below). Already scheduled discussion topics for future meetings include: sustained and inclusive economic growth, sustainable consumption and production, climate change and disaster risk reduction, oceans, and ways to implement the SDGs.

The complete list includes:

The topics discussed by the OWG largely build on the 26 themes identified by the Rio+20 outcome document and framework for action.

1. poverty eradication,
2. food security and nutrition and sustainable agriculture,
3. water and sanitation,
4. energy,
5. sustainable tourism,
6. sustainable transport,
7. sustainable cities and human settlements,
8. health and population,
9. promoting full and productive employment, decent work for all, and social protections,
10. oceans and seas,
11. small island developing states (SIDs),
12. least developed countries,
13. landlocked developing countries,
14. Africa,
15. regional efforts,
16. disaster risk reduction,
17. climate change,
18. forests,
19. biodiversity,
20. desertification, land degradation and drought,
21. mountains,
22. chemicals and waste,
23. sustainable consumption and production,
24. mining,
25. education,
26. gender equality and women's empowerment.

Initial discussions within the OWG reflect wide support for a strong narrative and a single framework and set of goals for the post-2015 agenda.

After these stakeholder meetings and discussions, the OWG will begin the second phase of its work (February-September 2014), preparing its report and proposal on the SDGs for the UNGA. It is today too early too know what the central elements of the report and the SDGs will be. Nonetheless, an advanced copy of the progress report on the OWG work already indicates 'wide support for a single post-2015 UN development framework containing a single set of goals ... universally applicable to all countries but adaptable to different national realities

and priorities'[6]. The document also notes that OWG members widely agree that the 'proposal on SDGs should be accompanied by a vision and a narrative that frames and motivates the selection of the proposed goals. A narrative is emerging which centres on the transformative change needed to realize our shared vision of poverty eradication and universal human development in the context of sustainable development, respecting human dignity, protecting our planet and living in harmony with nature for the well-being and happiness of present and future generations'.

4. The EU's position on the post-2015 agenda

The EU is a strong supporter of the MDGs and is involved in discussions about the post-2015 framework.

Since the adoption of the MDGs, the EU and its Member States have been some of the goals' strongest promoters. The allocation of EU's ODA — which accounts for more than half of the world's total — and important policy documents have been guided for years by the need to assist developing countries in meeting the MDGs. In preparation for the 2010 MDG review summit, the EU Council adopted a 12-point action plan in support of the MDGs and announced a EUR-1 billion initiative targeting those countries and goals most off-track. The MDGs are also an important element determining the eligibility for general budget support under the new 'MDG contracts' developed by the EU.

The Commission's communication (February 2013) promoted a common EU approach to support a single overarching framework.

Given this commitment to the MDGs, EU institutions have been actively engaged in the post-2015 global development framework debate for over a year. From June to September 2012, the European Commission (EC) ran a public consultation on the performance of the MDGs and the possible future framework. Drawing on the consultation results, the EC published its communication, 'A decent life for all: Ending poverty and giving the world a sustainable future', in February 2013. The communication sought to promote a common EU approach in support of a single 'overarching framework for post-2015 which would provide a coherent and comprehensive response to the universal challenges of poverty eradication and sustainable development'. In May 2013 the European Parliament approved a resolution on the 'Millennium Development Goals – defining the post-2015 framework' (2012/2289(INI), Filip Kaczmarek, PPE), which supported the establishment of a universal framework with national targets, as suggested by the EC, and also emphasised aspects that should not be ignored in said framework, including governance-related aspects, the need to secure adequate financing for the future framework and the importance of policy coherence for development (PCD).

The European Parliament backed this proposal in May and highlighted other important aspects: governance, development financing and policy coherence for development (PCD).

A common EU position was established by the EU Council Conclusions on 'The Overarching Post 2015 Agenda', published on 24 June 2013. The Council largely builds on the EC and EP positions and stresses that 'the

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[6] Advanced unedited copy: Progress report on the work of the General Assembly Open Working Group on SDGs at its first four sessions

The Council Conclusions (June 2013) build on the Commission and EP positions and call for a single framework that places poverty eradication and sustainable development at its core.

post-2015 process should reinforce the international community's commitment to poverty eradication and sustainable development and set out a single comprehensive and coherent framework for effective delivery and results'. Such a framework should be universal in coverage but take into account the different national contexts — including countries with particular challenges, such as small island developing states (SIDS) and landlocked countries; it should also build on the MDGs; ensure a rights-based approach to development that encompasses all human rights; recognise the challenge that violent conflict and fragility pose for development. The outcome of the current process should be 'a single set of clear goals, which are ambitious, evidence-based, achievable, action-oriented, limited in number and easy to communicate, with measurable targets and indicators'.
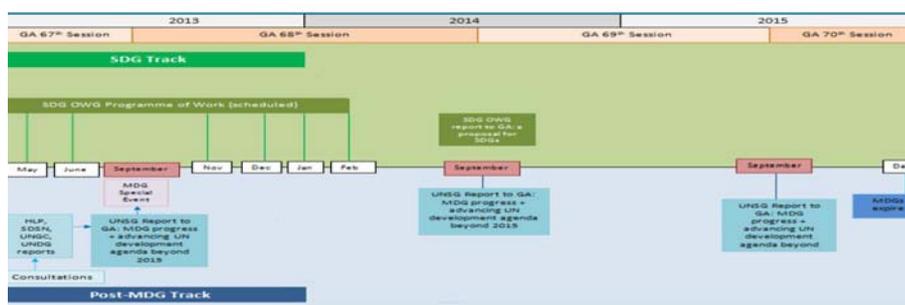
Concerning the two current, parallel processes, the Council underlines the 'need to fully integrate all relevant international processes, in particular the work on the Review of the MDGs and the work of the Open Working Group for the elaboration of Sustainable Development Goals (SDGs) into one coherent process'. This makes the EU's commitment to merge both process clear, but the practical steps have yet to be defined for the EU and its Member States to play an 'active and constructive role in all ongoing processes and to support their convergence in order to achieve a single overarching post 2015 framework', as required by the Council. These are outlined in the following section.

5. Towards a single development framework post-2015

There are important areas of agreement and overlap between the MDG review and SDGs processes.

Whereas the EU — like many other international actors, countries and civil society organisations (CSOs) — clearly favours a single overarching development framework post-2015, the MDG review process and the SDGs currently remain 'on two parallel decision-making tracks'[7]. Nonetheless, the convergence of the processes appears feasible at both the conceptual and procedural levels.

Figure 1:

Timeline for the SDG and MDG review tracks.

Source: CAFOD/Stakeholders forum adapted by Policy Department DG EXPO 2013

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[7] Jeannet Lingán, Jack Cornforth (Stakeholder Forum); Bernadette Fischer, Neva Frecheville (CAFOD), 'Post-2015 Development Agenda: Realising the convergence of the Post-MDG and SDG decision-making processes', July 2013

5.1.   Conceptual convergence

An essential factor in facilitating the convergence of the currently separate processes into a single framework and set of goals is a conceptual overlap between the priorities outlined by the MDG review and the incipient work of the OWG on the SDGs.

Initial OWG discussions see poverty eradication as central to the SDGs. They have also included important development-related concerns.

According to the draft progress report of the OWG, discussions inside the group highlight its agreement that poverty eradication 'needs to be central to a proposal on SDGs and the post-2015 UN development agenda'. The OWG furthermore considers the MDGs as the starting point for the SDGs, although the latter will 'need to be more comprehensive, balanced, ambitious and transformative'. The discussion within the OWG of numerous development-related concerns is a positive sign and should reassure those who feared a dilution of development priorities in a single framework prioritising sustainability and environmental concerns. The OWG discussions have also made it clear that the SDGs should not only focus on outcomes, but also on drivers and should, crucially, include a provision for the means for implementation — financing, technology and capacity building. The draft progress report also highlights the targeted, multi-stakeholder partnership that has successfully mobilised international efforts and resources behind specific MDGs as a potential model that could effectively secure SGDs progress. Thus, the initial OWG discussions seem to demonstrate an awareness of and willingness to include important development debates – something that would positively contribute to the emergence of a single framework.

For its part, the outcome of the MDG review contains important environmental elements.

For its part, the outcomes of the MDG review — including the HLP report — contain important environmental and sustainability elements, in addition to development aspects. The central place given to the concept of sustainable development and the recognition of its social, economic, political and environmental dimensions represent a first and an important conceptual link between the MDG review and the SDGs. In addition, the HLP report has proposed explicitly environmental goals, such as securing sustainable energy or managing natural resources sustainably.

A broad consensus appears to be emerging on possible priority areas for the future framework: education, health, food security, jobs and sustainable growth, gender equality, management of natural resources, protection of ecosystems, water and sanitation, energy and climate change, disaster risk reduction.

Whereas it is too early to know with certainty which concrete goals could be part of the post-2015 global development framework, a broad consensus appears to be emerging. The future framework is likely to have at its core the aim of ending extreme poverty and promoting a vision of sustainable development that encompasses all four of its dimensions –economic, social, political and environmental. Furthermore, the proposals already made by the HLP, the SDSN and the OWG discussions also suggest concrete areas that may become priorities, or goals, in the post-2015 framework. Some of these can be considered more development-oriented: ending poverty and promoting edu... health, food security, jobs and sustainable growth and gender e... Others are more directly related to environmental concerns: management of natural resources, protection of land and marine ecosystems. A final set of priorities straddles both development and

environmental concerns: water and sanitation, energy and climate change, disaster risk reduction. Interestingly, all these proposals and discussions include a meta-goal — akin to the current 'MDG 8 - Develop a global partnership for development' — to ensure the implementation of the framework and the completion of its goals through adequate financing and the inclusion of all stakeholders. Whereas these potential goals may change between now and 2015, the overlap that already exists between the MDG review and the OWG priorities suggest a conceptual convergence that makes feasible the integration of both processes into a single overarching framework and set of goals.

5.2.   Procedural convergence

Despite the calls for convergence, there have been few practical proposals for accomplishing this.

Conceptual convergence is a necessary, but not a sufficient, condition for real convergence. Turning the aspiration of a single framework into reality also requires the procedural convergence of the two parallel tracks. However — and despite the growing calls for this convergence — very few concrete suggestions have been put forward regarding the practical steps needed to bring it about. The recent study by the Catholic Agency For Overseas Development (CAFOD) and the Stakeholders Forum (see footnote 6) is one exception, as it provides a good overview of the current situation and a description of the different possible convergence processes. Compared to the SDG process, the MDG review track has involved more stakeholders and contributions, making its work more inclusive and representative. This track has produced more concrete proposals and achieved greater visibility, notably through the HLP. However, its efforts have been geared towards the September 2013 Special Event, and there are no indications of how — or even whether — the process will continue from this point onwards. On the SDG track, the OWG mandate runs until September 2014, thus guaranteeing the continuation of its work on a new global development framework. This may permit synergies between both tracks to be strengthened, leading to their possible convergence.

The MDG review track has so far produced more proposals and achieved greater visibility, but it is not clear how it will continue after the UN Special Event.

The SDG track runs until September 2014, but there would be risks in waiting until then to begin integrating both processes.

One option is to simply allow the OWG to carry out its work without any input from the MDG track until September 2014. Only then would preparations for a formal merging of tracks would begin. Whereas this is a clear way of integrating both processes, some risks exist, notably a potential loss of the momentum currently gathered by the MDG track. Also, starting to merge both processes only after September 2014 heightens the danger that, if the differences between the tracks are considerable, they may not be resolved by 2015, when the new framework would be launched.

Simply substituting the MDG review with the SDGs/OWG process also presents important challenges.

A second option is to continue the work of the MDR review after the Special Event in the context of the OWG. This could mean a substitution of the MDG review track by the SDG one. Some observers, however, have flagged the difficulties and dangers of a simple 'absorption' by the OWG of the MDG review results. These observers see

a practical challenge in the OWG's integration of the MDG results before it has produced its own. They also perceive a risk that such an absorption could alienate parts of the development community involved in the MDG review consultations, who may feel that the OWG distances them from the MDGs and their achievements, and that their leverage is reduced in an inter-governmental setting with a mandate not exclusively focussed on development. It is this danger that has moved CAFOD and the Stakeholders Forum to suggest the 'sequential integration' of both tracks. In this scenario, the results of the MDG review track (HLP report, consultation, Special Event, etc.) would contribute to the work of the OWG until September 2014. At this point, a new, single process would be formally launched by the UNGA to conclude the new global framework and its associated goals.

This seems a feasible and effective option, and it would mean that in the coming months the OWG will become a central reference, displacing the MDG review track, in establishing the post-2015 global development framework. This could be a positive step, since many countries view the OWG (made up of UNGA members) a more legitimate forum for establishing global agreements than one led by the UNSG or other special body. Nonetheless, the central role of the OWG may generate new challenges: not only the results of the MDG review process should be transmitted to the OWG; the open and inclusive character that has defined the MDG review should also infuse the work of the OWG.

There have been calls for a 'sequential integration' of both tracks, which seems a feasible and effective option.

It is likely that after September's Special Event, the OWG will have a more central role in the process of establishing the post-2015 framework.

6. Conclusions and recommendations

This month's UN Special Event on the MDGs represents a key juncture in the process of establishing a new global development framework. Up to now, the MDG review process led by the UNSG and its initiatives (HLP, national and thematic consultations) have been most active and achieved the greatest visibility and engagement from all stakeholders. Their results will feed into the UNSG report to the Special Event, after which it is likely that the OWG on the SDGs will acquire a more central role. This change will take place amidst a growing consensus in favour of a single overarching global development framework and set of goals after 2015. In order to make this a reality, a few possible recommendations for the European Parliament and the EU as a whole can be presented:

Effectively integrating the MDG review and SDGs processes into a single framework requires the EU to:

- remain engaged with the post-2015 process;

- acknowledge the emerging consensus and conceptual convergence between both tracks;

➢ Remain engaged with the post-2015 process. Work to ensure the conceptual and procedural convergence of the MDG review and SDG processes to simplify, clarify and avoid duplications in the establishment of a new global development framework.

➢ Acknowledge the emerging conceptual convergence and the growing consensus on the need for a single development framework to eradicate poverty and promote social, economic, political and environmental sustainable development. Some priorities — potential goals — are shared by the MDG review and the OWG (see above). However, some elements important

for the EU (included in the HLP report) – good governance, effective institutions, human rights – do not appear in the work of the OWG.

- promote the inclusion and engagement of all stakeholders within the OWG, as the MDG review has done;

➢ Explore the most effective way to continue the work of the MDG review after the Special Event. If the OWG becomes the central discussion forum, promote an inclusive work dynamic and the engagement of all stakeholders, as done by the UN consultations. Ensure that development concerns remain central to the SDGs, as they indeed appear to already be. Seek the UNGA's extension of the mandate for establishing a new global development framework after September 2014.

- recognise the possible new dynamics of the OWG, while maintaining a flexible agenda and building on existing agreements and initiatives;

➢ Recognise that the work and dynamics in an inter-governmental forum like the OWG may be different from that of MDG review, and that these need to be analysed and grasped. Build on previous experiences, such as the Rio+20 conference, and maintain a clear but flexible agenda. Be aware of the global context and that the position of countries may not correspond to the traditional divisions such as north-south ones. Try to build upon existing consensus and initiatives — current MDGs, agreements on fragile states and development effectiveness (Busan agreement), environmental protection...

- work on the means of implementing the future framework, without limiting the discussion to ODA commitments or even financial matters.

➢ Finally, the implementation of the new framework and the means required are of paramount importance, as recognised by the MDG review and the OWG. The absence of means (including financial ones) of implementation is cited as one of the reasons for the failure of the EU's 'Green Economy roadmap' at the Rio+20 conference[8]. In the current context, however, the discussion about implementing the new framework should not be limited to a debate about ODA. It should be a global discussion with an economic dimension — comprising ODA commitments and new financing sources — but also dealing with knowledge sharing, technology transfers, capacity building and the promotion of global public goods to enable all countries to meet the goals set by the global sustainable development framework after 2015.

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[8] P. Morazán, A. Behrens, M. Alessi and H. Janus, 'Millennium Development Goals and beyond 2015, a strong EU engagement', Policy Department DG EXPO, EP (2013)

7. Annex I: HLP report's universal goals, national targets

[1] Candidates for global minimum standards, including 'zero' goals.
[2] Indicators to be disaggregated.
[3] Targets require further technical work to find appropriate indicators.

1. End Poverty	1a. Bring the number of people living on less than $1.25 a day to zero **and** reduce by x% the share of people living below their country's 2015 national poverty line [1, 2]
	1b. Increase by x% the share of women and men, communities, and businesses with secure rights to land, property, and other assets [2, 3]
	1c. Cover x% of people who are poor and vulnerable with social protection systems [2, 3]
	1d. Build resilience and reduce deaths from natural disasters by x% [2]

2. Empower Girls and Women and Achieve Gender Equality	2a. Prevent and eliminate all forms of violence against girls and women [1, 2, 3]
	2b. End child marriage [1, 2]
	2c. Ensure equal right of women to own and inherit property, sign a contract, register a business and open a bank account [1, 2]
	2d. Eliminate discrimination against women in political, economic, and public life [1, 2, 3]

3. Provide Quality Education and Lifelong Learning	3a. Increase by x% the proportion of children able to access and complete pre-primary education [2]
	3b. Ensure every child, regardless of circumstance, completes primary education able to read, write and count well enough to meet minimum learning standards [1, 2]
	3c. Ensure every child, regardless of circumstance, has access to lower secondary education and increase the proportion of adolescents who achieve recognized and measurable learning outcomes to x% [1, 2]
	3d. Increase the number of young and adult women and men with the skills, including technical and vocational, needed for work by x% [2, 3]

4. Ensure Healthy Lives	4a. End preventable infant and under-5 deaths [1, 2]
	4b. Increase by x% the proportion of children, adolescents, at-risk adults and older people that are fully vaccinated [1, 2]
	4c. Decrease the maternal mortality ratio to no more than x per 100,000 [1, 2]
	4d. Ensure universal sexual and reproductive health and rights [1, 2]
	4e. Reduce the burden of disease from HIV/AIDS, tuberculosis, malaria, neglected tropical diseases and priority non-communicable diseases [2]

5. Ensure Food Security and Good Nutrition	5a. End hunger and protect the right of everyone to have access to sufficient, safe, affordable, and nutritious food [1, 2]
	5b. Reduce stunting by x%, wasting by y%, and anemia by z% for all children under five [1, 2]
	5c. Increase agricultural productivity by x%, with a focus on sustainably increasing smallholder yields and access to irrigation [3]
	5d. Adopt sustainable agricultural, ocean and freshwater fishery practices and rebuild designated fish stocks to sustainable levels [1]
	5e. Reduce postharvest loss and food waste by x% [3]

6. Achieve Universal Access to Water and Sanitation	6a. Provide universal access to safe drinking water at home, and in schools, health centers, and refugee camps [1, 2]
	6b. End open defecation and ensure universal access to sanitation at school and work, and increase access to sanitation at home by x% [1, 2]
	6c. Bring freshwater withdrawals in line with supply and increase water efficiency in agriculture by industry by y% and urban areas by z%
	6d. Recycle or treat all municipal and industrial wastewater prior to discharge [1, 3]

	7. Secure Sustainable Energy	7a. Double the share of renewable energy in the global energy mix
		7b. Ensure universal access to modern energy services [1, 2]
		7c. Double the global rate of improvement in energy efficiency in buildings, industry, agriculture and transport
		7d. Phase out inefficient fossil fuel subsidies that encourage wasteful consumption [1,3]
	8. Create Jobs, Sustainable Livelihoods, and Equitable Growth	8a. Increase the number of good and decent jobs and livelihoods by x [2]
		8b. Decrease the number of young people not in education, employment or training by x% [2]
		8c. Strengthen productive capacity by providing universal access to financial services and infrastructure such as transportation and ICT [1, 2, 3]
		8d. Increase new start-ups by x and value added from new products by y through creating an enabling business environment and boosting entrepreneurship [2, 3]
	9. Manage Natural Resource Assets Sustainably	9a. Publish and use economic, social and environmental accounts in all governments and major companies [1]
		9b. Increase consideration of sustainability in x% of government procurements [3]
		9c. Safeguard ecosystems, species and genetic diversity
		9d. Reduce deforestation by x% and increase reforestation by y%
		9e. Improve soil quality, reduce soil erosion by x tonnes and combat desertification
	10. Ensure Good Governance and Effective Institutions	10a. Provide free and universal legal identity, such as birth registrations [1,2]
		10b. Ensure people enjoy freedom of speech, association, peaceful protest and access to independent media and information [1, 3]
		10c. Increase public participation in political processes and civic engagement at all levels [2,3]
		10d. Guarantee the public's right to information and access to government data [1]
		10e. Reduce bribery and corruption and ensure officials can be held accountable [3]
	11. Ensure Stable and Peaceful Societies	11a. Reduce violent deaths per 100,000 by x and eliminate all forms of violence against children [1, 2, 3]
		11b. Ensure justice institutions are accessible, independent, well-resourced and respect due-process rights [1, 2, 3]
		11c. Stem the external stressors that lead to conflict, including those related to organised crime [3]
		11d. Enhance the capacity, professionalism and accountability of the security forces, police and judiciary [3]
	12. Create a Global Enabling Environment and Catalyse Long-Term Finance	12a. Support an open, fair and development-friendly trading system, substantially reducing trade-distorting measures, including agricultural subsidies, while improving market access of developing country products [3]
		12b. Implement reforms to ensure stability of the global financial system and encourage stable, long-term private foreign investment [3]
		12c. Hold the increase in global average temperature below 2^0 C above pre-industrial levels, in line with international agreements
		12d. Developed countries that have not done so to make concrete efforts towards the target of 0.7% of gross national product (GNP) as official development assistance to developing countries and 0.15 to 0.20% of GNP of developed countries to least developed countries; other countries should move toward voluntary targets for complementary financial assistance
		12e Reduce illicit flows and tax evasion and increase stolen-asset recovery by $x [3]
		12f. Promote collaboration on and access to science, technology, innovation, and development data [3]

8. Annex II: Members of the Open Working Group

African Group

1. Algeria / Egypt / Morocco / Tunisia
2. Ghana
3. Benin
4. Kenya
5. United Republic of Tanzania
6. Congo
7. Zambia/Zimbabwe

Asia-Pacific Group

1. Nauru / Palau / Papua New Guinea
2. Bhutan / Thailand / Viet Nam
3. India / Pakistan / Sri Lanka
4. China / Indonesia / Kazakhstan
5. Cyprus / Singapore / United Arab Emirates
6. Bangladesh / Republic of Korea / Saudi Arabia
7. Iran (Islamic Republic of) / Japan / Nepal

Latin American and Caribbean Group (GRULAC)

1. Colombia / Guatemala
2. Bahamas / Barbados
3. Guyana/Haiti/Trinidad and Tobago
4. Mexico / Peru
5. Brazil / Nicaragua
6. Argentina / Bolivia (Plurinational State of) / Ecuador

Western European and Others Group (WEOG)

1. Australia/Netherlands/United Kingdom of Great Britain and Northern Ireland
2. Canada / Israel / United States of America
3. Denmark / Ireland / Norway
4. France / Germany / Switzerland
5. Italy / Spain / Turkey

Eastern European Group

1. Hungary
2. Belarus / Serbia
3. Bulgaria / Croatia
4. Montenegro / Slovenia
5. Poland / Romania