



## **Post-2015 Development Goals: Oxfam International Position**

This sets out Oxfam's proposals for a successor framework to the Millennium Development Goals (MDGs) for the period after 2015. At this early stage of the debate, our recommendations focus on:

- the overall vision, purpose and core principles that should guide a new framework (section 1)
- critical issues to be included, and how they should be treated (section 2a)
- proposed targets and commitments in a few core areas (section 2b)

It is an initial contribution, and our views will develop and be enriched as the global conversation continues toward 2015.

### **Section One: Vision, purpose and principles of framework**

1. **Vision.** Oxfam's vision is for a world in which every human being can enjoy their human rights, live equitably and free from the injustice of poverty, on a planet that has the natural resources to sustain them.
2. The post-2015 framework should support this vision, set goals and objectives in line with it and demonstrate progress toward achieving it. Achieving well-being for all within the means of the planet will require a fundamental re-orientation of economic, social and political development. A renewed set of development goals must express and assist that wholesale transformation.
3. **Purpose.** Post-2015 debates lack clarity on what the role of a framework is and how it can lead to real change for people living in poverty. Reaching a shared view on the 'how' is crucial to inform the 'what'. Oxfam believes the purpose of goals is galvanize political will and government-led action to end poverty and inequality, and protect the planet, by:
  - Expressing a **shared vision and priorities** for governments and the international community, that guide sweeping change.
  - Equipping citizens with a powerful **advocacy tool** to press for policy change, hold governments and the private sector to account, and initiate their own actions for change.
  - Helping drive **change in national policy** and decision-making – achieved via the advocacy, finance, peer pressure (e.g. from other countries or at a regional level), and better data collection and transparency, which must accompany new goals.
  - **Facilitating dialogue and increase accountability** at all levels: between states and their citizens, states and the private sector, states and intergovernmental bodies, between development co-operation partners, and between citizens and responsible businesses.
  - Bringing **greater focus, coherence and transparency** to the activities of international institutions, such as the United Nations (UN) and International Financial Institutions (IFIs)
4. Given this role, the post-2015 goals must be pitched at the highest level of ambition, and address the most urgent gaps and priorities. Low ambition goals, aimed at incremental change, will not inspire citizens or add value. Goals must be focused, limited in number, easily communicable and measurable, and be accompanied by more and better data collection. Governments must deliver proper financial and other resources to achieve goals, and put in place the required enabling environment, including much stronger accountability mechanisms than the MDGs did, particularly at the national level. Delivering on the MDGs remains the highest priority through 2015.
5. **Principles.** Oxfam proposes the following core principles to underpin the post-2015 framework:
  - It is rooted in the **Millennium Declaration and universal human rights**

- **A commitment to end extreme deprivation** once and for all and address the **systemic threats to equitable and sustainable development**. Goals are not only about the poorest countries, though they must remain a central focus.
- One set of **global goals** that all countries commit to.
- A structure that effectively combines **universal commitments** for all countries with **national differentiation**, according to different contexts, needs, responsibilities and capabilities. This should be accompanied by a transparent review system, which shows how countries' targets and progress contribute to the universal goals.
- A **timeframe** for achieving goals within 10 years, that is by 2025.
- A **cross-cutting approach** to defining the content and targets of goals, which integrate social, environmental, economic and governance dimensions. Oxfam recommends goals are shaped around the four interlocking aims of:
  - a) **Ending deprivation and building human capacities: a social foundation for all.** An end to extreme poverty, deprivation and hunger, and the fulfilment of human rights, so everyone has their essential needs met, and the resources, capabilities and freedoms needed for well-being and human flourishing.
  - b) **Making societies fairer: equity and redistribution.** An end to extreme inequality so that wealth, opportunities and assets are shared fairly, within and between countries. A focus on addressing social exclusion, on achieving gender equality, and on fulfilling the rights and needs of the most marginalized and vulnerable groups in a society.
  - c) **Governing natural resources: fair shares within the planet's means.** Expanding the access and rights of marginalized people to natural resources and minimising the human impact of environmental stress. De-coupling growth from resource use, incentivising resource-efficiency, selecting development paths that support environmental sustainability, and respecting critical natural resource thresholds at the relevant scale (local, regional, global) in order to protect and sustain human life.
  - d) **Making power accountable.** Having effective governance systems that prevent abuses of power and ensure accountability for the violation of rights. Enabling active citizenship and realising rights to political representation, participation, freedom of expression, information, and organization. Achieving a functioning rule of law and access to justice for poor and marginalized people.
- A **'zero goals'** approach to setting targets, which aim to eliminate deprivation all together not merely reduce it (e.g. ending absolute poverty, not halving it). This recognizes that targets may be near-zero and focused on progressive realization.
- An approach that provides sufficient **policy space** for developing countries to define their own development paths.
- An approach that promotes **policy coherence for development (PCD)**, to ensure that the objectives and results of a government's or the international community's development policies are not undermined by other policies.
- Ensure **targets/indicators** are in line with existing international law, such as human rights standards, with appropriate scientific and other evidence (especially for environmental targets), and with reference to new measures of economic progress 'beyond GDP'.
- **Common indicators** to enable comparison and know countries' contribution to aggregate global targets, with significant support for scaled-up data collection.
- Agree **one process to define goals**, which brings together the parallel tracks of post-2015 (associated with the MDGs) and the Sustainable Development Goals (initiated at Rio+20), which is confusing, duplicates time and effort, and carries a high risk of failure. This must be resolved by the UN General Assembly in September 2013.
- The process for defining goals must be **open, transparent, participatory, inclusive** and responsive to voices and expertise of those directly affected by poverty and injustice. The development of the framework, and its monitoring, must include extensive consultation involving all stakeholders at local, national, regional and global level, and especially the most marginalized groups, who will require additional resources to participate.

## **Section Two: From Principles to Content – key issues, approaches and commitments**

6. Oxfam believes there are a number of critical issues, which must be in the framework. For some issues, we make recommendations on the overall approach. These cover: the meaning of global goals and national differentiation, the environment and climate change, gender and conflict (part A). For other issues, we propose specific commitments and potential targets, and give examples of indicators to illustrate these. This includes: health, education, food, risk and resilience, finance and accountability (part B). Oxfam will develop more detailed proposals on these and other issues as the post 2015 process evolves, in dialogue with others.

### **Part A. Overall approach on global goals, environment, gender and conflict**

7. **Global goals.** Post 2015 should be a global agenda for all countries, and not just for some. This reflects the spirit of the original Millennium Declaration, the common problems we share, the interconnectedness of our economies and the need to address the systemic drivers of poverty, injustice and environmental damage that originate beyond national borders.
8. Making goals universally-applicable will require a different approach from the MDGs. It means:
  - a) The **areas** covered must include, but go beyond, a focus on aid for social sectors.
  - b) There must be some **national-level differentiation** of the targets that countries set, to reflect their varying contexts, and to increase national ownership. Oxfam does not have a fixed view on how this is achieved. However, it could involve two (or more) tiers of targets. For instance: i) universal targets that express our common aspirations and responsibilities, and that all countries work toward and have shared accountability to achieve; and ii) differentiated country targets, set at the country-level in line with a country's specific needs, capabilities and responsibilities<sup>1</sup>. Regional bodies may also consider it useful to set regional targets. Post 2015 needs to add up to the sum of its parts, so national differentiation would also require a transparent review system, which shows how countries' targets and progress contribute to universal targets.
  - c) The types of **commitments for developed and emerging economies** go beyond that of aid donor or aid recipient (as was largely the case in the MDGs). For these countries, commitments must cover poverty-reduction efforts **both at home and abroad**. Actions 'at home' include domestic poverty and the systemic drivers of global poverty that originate in national borders. **Developed countries** have the greatest responsibilities, given their wealth and global impact. For **emerging economies**, commitments will need to get the right balance between their ongoing domestic poverty challenges, and their increased political and economic power, role in south-south co-operation, and stewardship and consumption of natural resources.
9. Four common priorities for **all G20 countries include inequality, environmental sustainability, policy coherence for development and financial support** for low-income countries. When it comes to setting targets, a differentiated approach, implies that:
  - **Inequality:** All G20 countries set targets to reduce inequality at home.
  - **Environmental Sustainability:** Developed countries set targets *to absolutely de-couple* their growth from resource-use. Emerging economies set targets to rapidly and substantially increase the *resource-efficiency* of growth, while protecting the rights and expanding access of their marginalized citizens' to natural resources (e.g. land, water, energy)
  - **Policy coherence for development.**

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<sup>1</sup> For example, all countries commit to a global food goal with global targets to end hunger and make food systems sustainable and equitable. A highly food-insecure, poorer country may then focus on and set nationally specific targets to increase access to food, address child stunting, and increase smallholders' access to resources. A wealthier country may focus on targets to end food waste in retail/consumption, and make agricultural production ecologically sustainable.

- **Finance:** Developed countries meet and maintain ODA targets. All G20 countries respect principles for aid effectiveness, support new finance mechanisms to fairly generate new and additional public finance, enact progressive taxation and financial transparency.
10. **Environment and Poverty.** The **environment** must be an integral part of the post 2015 process. The existing unsustainable and inequitable model of development is increasing poverty and vulnerability now, and will create new crises in the future for those living in poverty. A human-centred approach to the environment requires the following in the post-2015 goals:
- A principled recognition of the existence of critical **natural resource thresholds** at the relevant scale (global, regional, local), a commitment to **measure and respect these**, and to **share resources fairly** within and between countries, now and in the future.
  - **Targets** set in line with appropriate scientific assessments, with the precautionary principle<sup>2</sup> and with a consensus on equity that both realizes poor people's rights to resources and places targets on richer countries and consumers to reduce their resource footprints.
  - A focus on those environmental and natural resource issues **most relevant to poverty-reduction** - such as energy, food, land and water – and establishment of cross-cutting targets (to increase access, minimize risks, raise efficiency, respect thresholds).
  - A focus on **mainstreaming environmental targets** across the goals in order to promote a more integrated approach. Only consider a standalone environmental goal as a second option if it is needed to maintain profile and political will, or because critical environmental issues identified are not easily integrated into the themes of other goals (e.g. air pollution).
11. **Climate change.** Post 2015 should accelerate action on climate change, supporting the United Nations Framework Convention on Climate Change as the legitimate fora without supplanting it. It should promote equitable low-carbon, climate resilient development paths and prioritize high-impact areas where governments have already articulated these as priorities (as per their submissions to Rio+20). For Oxfam, goals which effectively integrate climate would include:
- A commitment to stay below a **1.5 degree** temperature rise above pre-industrial levels
  - Agreement of specific goals on **food** and on **risk**, including disaster risk, and support for climate **financing** mechanisms (see next section).
  - Any new goal/targets on **energy** have interlocking aims to: deliver universal access to the full range of safe, affordable, reliable energy services for people living in poverty; increase the share of renewable energy in the global energy mix, including through decentralized systems; increase the rate of energy efficiency. Targets on renewables and efficiency must be in line with a 1.5 degree trajectory, and be a particular focus for developed countries.
12. **Gender equality and women's empowerment.** The post-2015 framework should have a **specific goal to achieve gender equality**, in addition to **mainstreaming** gender equality across other goals/targets (including sex disaggregated indicators). The elements should:
- be transformative (challenging power relations and subsequent discrimination against women) and meet needs (such as access to services).
  - build on women's rights instruments and frameworks such as the Beijing Platform for Action and the Convention on the Elimination of all forms of Discrimination against Women the International Conference on Population and Development Programme of Action, and UN Security Council Resolutions 1325, 1820, 1888, 1889 and 1960, as well as relevant regional frameworks.

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<sup>2</sup> "Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation"

- be based on the analysis and proposals from the women's movements, requiring designated space and funding for such groups in the post 2015 consultation process.
13. **Conflict.** Conflict, fragility and armed violence should be a key feature of post-2015, as almost half the world's population with less than \$1.25 a day live in states severely affected by these phenomena. Critical issues to take into account in post-2015 discussions include the need to:
- focus on the **underlying issues** that drive violence, implying ambitious goals and targets on inequality and discrimination, and the unequal and unsustainable use of resources, and generate greater political will to challenge governments that fail to address them.
  - improve **international assistance**, ensuring it is sustained when donors reduce their military or political engagement in affected countries, and delivered on the basis of systematic conflict assessments, which take account of the views of affected people.
  - support **civil society** to play a free and full part in designing, monitoring and evaluating strategies to resolve conflict, and ensure full and equal participation of **women** in peace and security processes (as per UN Security Council resolution 1325).

#### **Part B: Specific goals and commitments on inequality, health, education, risk, finance and accountability**

The proposals below are Oxfam's initial contributions to the debate on specific goals and indicators. We will develop further proposals, in dialogue with others, as the debate evolves.

14. **Inequality.** Reducing inequality must be an absolute priority in the post 2015 framework. This was one of the major omissions from the original MDGs, and during the next 10 years the progress of inequality will determine whether the international community will succeed or fail in tackling poverty. It will be an indicator of how well rules and standards are working for the many rather than the few.
15. Post 2015 must include a specific commitment to tackle vertical inequalities of wealth and income and establish universal (or "zero") targets. Zero targets tackle inequality implicitly because they aim for universal coverage of services and elimination of specific injustices for everyone, everywhere. They mean goals cannot be met without meeting the needs of the most marginalized groups in society and upholding human rights. Oxfam proposes:
- A **goal to reduce vertical inequality of wealth and income**, within countries and globally. Potential targets include:
    - reduce the income gap between the top 10% and bottom 10% of populations
    - reduce the share of income going to the top 10% of populations
  - **Universal targets** for goals on **absolute poverty, health, education, hunger, water and sanitation, and energy.**
  - A **goal on gender equality** (see previous section)
  - Proper **mainstreaming to address social inequalities**<sup>33</sup> across all goals. This means designing goals/targets to meet the specific needs of women and marginalized groups, to tackle the barriers and forms of marginalization they face, and undertaking disaggregated, group-specific data measurement to assess their progress toward goals/targets (requiring the collection of new data where it is not available).
16. **Health.** The new framework should recognize the imperative of strengthening the public health systems and place the onus on the state to ensure financing and delivery of quality health. Oxfam proposes:

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<sup>33</sup> Marginalized groups include, for example, gender, age, disability, ethnicity, caste, sexuality, religion, race, migrants, HIV/AIDS affected people, Internally Displaced Peoples, rural and urban poor etc.

- A goal on **universal health coverage**. For Oxfam, this means **public quality health care** with the onus on the state to deliver quality health care, and **free health care** that is financed by public revenues, including tax, rather than financed by the user. Potential targets include:
    - **End health user fees** by 2020.
    - No country with a **maternal mortality rate** (MMR) above 40 per 100,000 live births, and no country's annual MMR to increase between now and 2025.
    - Free universal access to diagnostics and treatment for **malaria** by 2020.
    - All people with **HIV** have access to medicines by 2020, together with all necessary prevention, treatment, care and support.
    - Deliver universal access to comprehensive **sexual health and reproductive services**, and realise rights.
17. **Education**. As with health, post-2015 should strengthen public education system, financed by public revenues, and achieve quality outcomes. Oxfam proposes:
- A goal on **universal Primary and Secondary education**. For Oxfam, this means:
    - an emphasis on **public education** and the responsibility of the state to deliver quality education for all
    - **quality education**, that focuses on learning, moving from enrolment to **retention and completion**, and emphasising equity and inclusion
    - **free education** that is tax financed rather than financed by the user, with an end to education user fees by 2020
18. **Food and hunger**. There should be a standalone **food goal** aimed at overall systems change in order to achieve the Right to Food, empower women and small-scale food producers and guarantee their access to resources, and shift from an interventionist to ecosystem approach in agriculture. The holistic approach of the Secretary General's 'Zero Hunger' challenge launched at Rio+20 is a useful starting point. Oxfam proposes:
- A goal for **Zero Hunger and equitable, sustainable food systems**. Potential targets, and illustrative indicators, include:
    - **100% access to adequate, nutritious food**. *Example indicators: zero hunger and child stunting; increase local food production; increase social protection, food reserves and early warning systems; increased multi-stakeholder fora for food security policy*
    - **All food systems are sustainable**. *Example indicators: zero net growth in land degradation and desertification, and restoration of degraded land; reduce loss of biodiversity; reduce food loss and waste; reduce greenhouse gas emissions; increase genetic diversity of crops; increase share of land under agro-ecological systems.*
    - **Increased rights and resources for small-scale farmers, particularly women**. *Example indicators: increase in aid/national budgets to small-scale agriculture; increase in investment to research, services, extension agents, and infrastructure for small scale farmers/food staples; equal access for women to productive resources.*
    - **Strengthen governance**: *Example indicators: universal implementation of World Committee on Food Security (CFS) voluntary guidelines for responsible governance of land, fisheries and forests, and CFS principles of responsible investment; universal implementation of FAO Voluntary Guidelines on the Right to Food*
19. **Risk**. Post-2015 should contain a standalone **goal on risk**, with a central focus on disaster risk. The framework should explicitly state the need to address resilience by reducing risk, particularly for the most vulnerable (including women), and embed risk management into other goals (e.g. health, water) by recognizing the impact of disasters, climate change and conflict on them, and seek to avoid their impacts. The whole framework needs a risk analysis to identify impediments to delivery. Targets should be outcome based, capture extensive as well as intensive risk, capture the impacts on the people most at risk and be able to disaggregate for district as well as national level. Better data collection, in particular through the development of 'national loss databases', should be supported. Oxfam proposes:

- **A goal on risk**, with a central focus on tackling and **radically reducing disaster risk**, and potentially covering other areas, like conflict and personal security. Potential targets on disaster risk, and illustrative indicators, include:
  - **Reduce the direct human cost of disasters.** *Example indicators: number of people killed, harmed, made jobless, made homeless; reduction in humanitarian needs as measured by the Consolidated Appeals Process (CAP)*
  - **Reduce the direct economic cost of disasters.** *Example indicators: Financial cost as % of GDP of all direct losses (home, schools, hospitals etc. destroyed or damaged); share of poorest quartile in national consumption does not decline in crisis year.*
  - **Reduce the exposure and vulnerability of the poorest quartile.** *Example indicators: More people with secure land tenure in non-hazard prone zones; safe water source not at risk (flood, drought, seismic, cyclone risks); access to modern early warning systems; social protection/insurance coverage; access to safe schools and hospitals.*

20. **Accountability.** The MDGs have been heavily critiqued for their weaknesses on governance and accountability, and these must be radically strengthened in the post-2015 framework. For Oxfam, governance and accountability encompasses both i) the possibility of specific goal or targets to improve governance systems at a national level, so they are more transparent, participatory and accountable and ii) the formal accountability mechanisms needed to implement the post-2015 framework, which must incentivize and report on progress, and provide a channel for accountability to poor and vulnerable people.

21. On formal accountability mechanisms to implement the post 2015 goals, Oxfam proposes:

- The framework emphasizes the **prime responsibility of the State** for delivering on goals, and promotes the empowerment of people living in poverty, so that they can influence and participate in the governance and accountability systems developed. This includes legal empowerment for people, enabling them to use the law to claim their rights and hold those in power to account.
- Effective use of **existing accountability mechanisms**, particularly where post-2015 goals include existing conventions and national frameworks.
- The development of **mandatory, national-level multi-stakeholder accountability mechanisms** to hold government and other stakeholders to account. This should involve national parliaments, courts, auditor-generals, ombudsman, human rights commissions and civil society, and use key tools such as public hearings and budget tracking reports.
- The development of a **mandatory regional/global level Peer Review Mechanism**, involving all stakeholders, to report on progress toward post-2015 delivery. This may also involve government reports and civil society shadow reports/scorecards.
- A strong focus on improving the depth and breadth of **data collection and data transparency**, and public access to relevant information. Additional resources will be needed to support low-income countries to improve data systems, and to poor and marginalized people to enable them to share information and perspectives.

22. **Finance.** New global goals require **new finance** dedicated to development, environment and pro-poor spending to achieve them. The post 2015 framework must hold governments of all countries to account for raising and dedicating sufficient public finances to achieve universal goals and targets. Oxfam proposes:

- **Developed countries** meet long-standing financial commitments including **0.7% of GNI as ODA**, and commit to maintain this for the full period of the post-2015 framework. **All countries**, including emerging economies, should agree to respect commitments on **Effective Development Co-operation** agreed in Accra and Busan.

- Developed countries meet and prepare to exceed their commitments to mobilize \$100 billion per year by 2020 in **new and additional climate financing**, with at least 50% as public finance allocated to adaptation.
- A financial framework for post-2015/SDGs needs to take into account that substantially more financial resources may be needed to tackle problems caused by the fact that other sustainable development thresholds have been crossed: the loss of biodiversity, the acidification of the oceans, the shortage of freshwater. These issues have detrimental effects on the worlds poor if they are not taken up seriously. A financial framework for post-2015/SDGs needs to take these resources into account.
- Developed countries and emerging economies support and invest in increasing revenue from **innovative sources of finance** (financial transaction tax, carbon pricing in international transport)
- Developed countries and all other nations operating financial secrecy to put **an end to tax haven secrecy by 2016**.
- **All governments** implement **progressive tax policies and earmark revenues for pro-poor spending and social protection**, with potential targets to:
  - increase the tax to GDP ratio (*example indicator: ratio increases to at least 20 per cent, or for the poorest countries a 1% year-on-year increases*)
  - increase progressive tax measures and reverse regressive ones
  - **price carbon and other environmental externalities** (*e.g. end fossil fuel subsidies*)
  - earmark revenue from **extractive industries** for investment in pro-poor spending, and particularly in communities impacted by these operations.