

ENDING **POVERTY** IN OUR GENERATION

Save the Children's vision for
a post-2015 framework



Save the Children

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Save the Children

Save the Children works in more than 120 countries.
We save children's lives. We fight for their rights.
We help them fulfil their potential.

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EXECUTIVE SUMMARY

“Overcoming poverty is not a task of charity, it is an act of justice. Like slavery and apartheid, poverty is not natural. It is man-made and it can be overcome and eradicated by the actions of human beings. Sometimes it falls on a generation to be great. YOU can be that great generation. Let your greatness blossom.”

Nelson Mandela

A historic achievement is within reach. We can be the generation that ends poverty, forever. For the first time, it is feasible to imagine that in the next couple of decades no child will die from preventable causes, every child will go to school, every child will have protection from violence and we will eradicate absolute poverty.

The Millennium Development Goals, one of the most resonant and unifying agreements in political history, reach a turning point in 2015, the deadline for their realisation. We must do everything in our power to achieve them, but also find an agreed way forward on work that will remain to be accomplished. This report sets out Save the Children’s vision for a new development framework to this end, supporting the creation of a world in which all people everywhere realise their human rights within a generation.

As a leading independent organisation for children, Save the Children is focused on ensuring that the post-2015 framework clearly accounts for the needs and rights of all children. We continue to advocate and campaign for the realisation of children’s rights, working at the global and national levels. The MDGs have provided a key framework to direct political and financial commitments as well as technical breakthroughs for children.

Save the Children’s suggested post-2015 development framework champions universal and equitable development, with human rights as its guiding principle

and evidence as a foundation for its approaches. Human rights principles such as universality, equality and inalienability must underpin everything that is agreed. And, unlike with the MDGs, these principles must be visible in the targets established. Now is the time to aim at no less than:

- a zero target for absolute poverty reduction
- a zero target for hunger
- a zero target for preventable child and maternal deaths
- a zero target for those without safe drinking water and sanitation.

The MDGs have been successful. Who would have thought at the end of the Cold War, that through global cooperation we would have lifted 600 million people out of poverty? Or that we would have helped 56 million more children go to school? Or that an extra 14,000 children would escape death every single day? We have come a very long way – but there is also far to go. This means stepping back and looking at what we’ve learnt, so we can do even better over the next period. We should build on the strengths of the MDGs: the new framework should remain firmly focused on human development, it should highlight areas where an international agreement can make a difference, and it should retain a limited number of measureable goals. But to finish the job that was started – to fulfil a promise to eradicate poverty – we need to address some of the challenges we can now perceive from the MDG period.

Above all, the MDGs do not consistently confront inequality, whether it is because of age, gender, caste, disability, geography or income. Our recent report *Born Equal* revealed, shockingly, that in 32 developing countries, a child in the richest 10% of households has as much as 35 times the effective available income of a child in the poorest 10% of households. The MDG fraction-target approach has encouraged many countries to focus on those who are easiest to reach, with the result that people closest to coming out of poverty have sometimes benefited disproportionately from improved access to such services, and the gap between this group and the very poorest people has inadvertently been widened – at the same time as the gap between the richest group in society and the poorest has also been yawning ever wider. If now we fail to focus attention on the poorest, the most marginalised, the most vulnerable – and at the same time fail to challenge the scale of the gaps between the most and least favoured groups – the new framework will have only limited impact.

Second, accountability is crucial to global development. A promise is only meaningful if it is kept and if its makers can be held to it. But a robust, effective accountability mechanism has been missing from the MDG framework, making it difficult to ensure the fulfilment (or otherwise) of commitments in a transparent way. This in turn has meant that progress is inconsistent. Those countries with political will put resources in place to ensure implementation, but those which do not are not adequately held to account. We need much better accountability mechanisms, and we also need to invest in the data to inform them.

Next, we need attention to synergies and systems. Many development issues are inextricably linked. A hungry child won't learn much in school, and she won't stay there long enough to benefit, if she has to work to pay for her sick father's healthcare, or if she experiences violence. The structure of the MDGs may have exacerbated the tendency to create silos and inefficiencies in hard-pressed developing countries by tackling areas of human development one facet at a time. A degree of singular focus may sometimes have been necessary to deliver immediate results.

Finishing the job, however, will require a holistic approach that strengthens systems to improve human development outcomes.

Fourth, the MDGs have necessarily placed a strong emphasis on extending the breadth of coverage of a service and reaching more people. The low levels of coverage of a couple of decades ago made this a sensible approach. However, it has masked other emerging issues. Widespread access to a service does not mean that the aims of that service are being realised if we are only looking at inputs and not outcomes. This problem is perhaps most clearly manifested in education. The MDGs measured the numbers of children enrolled in primary school. Success in getting children into school, however, sometimes masks failure to learn once they get there.

And finally, since 2000 little has been achieved in improving the long-term sustainability of the natural resource base, despite the fact that human health and prosperity is dependent upon it. Much more is now known about environmental sustainability than at the turn of the millennium. The MDGs did not address sustainability in a serious way, but it must underpin the new development consensus.

These challenges can be tackled, and should be integrated across all the goals in the new framework. There are also important principles governing the choice of goals themselves. The next development framework must retain a clear and unambiguous focus on poverty reduction, speeding up action to improve the quality of life of the world's poorest and most marginalised people. Save the Children believes goals on poverty, hunger, health, education, protection from violence and governance will be paramount, supported by goals which foster a supportive and sustainable environment for human development. They are common goals for all countries, but the specific issues within these common goals apply differently to countries at different stages of development – so we propose common but differentiated responsibility for the realisation of the goals, in which each country decides how best to achieve them.

We propose the following six goals for the new framework, to put in place the foundations for human development:

Goal 1: By 2030 we will eradicate extreme poverty and reduce relative poverty through inclusive growth and decent work

Goal 2: By 2030 we will eradicate hunger, halve stunting, and ensure universal access to sustainable food, water and sanitation

Goal 3: By 2030 we will end preventable child and maternal mortality and provide basic healthcare for all

Goal 4: By 2030 we will ensure children everywhere receive quality education and have good learning outcomes

Goal 5: By 2030 we will ensure all children live a life free from all forms of violence, are protected in conflict and thrive in a safe family environment

Goal 6: By 2030 governance will be more open, accountable and inclusive

To provide a supportive environment for these goals we propose four more:

Goal 7: By 2030 we will establish effective global partnerships for development

Goal 8: By 2030 we will build disaster-resilient societies

Goal 9: By 2030 we will ensure a sustainable, healthy and resilient environment for all

Goal 10: By 2030 we will deliver sustainable energy to all

The ten development goals need to be embedded in global systems that will expedite their achievement. We propose three accompanying mechanisms to provide this kind of support: national financing strategies; a robust international accountability mechanism; and a data investment fund. Of course, the debate on the MDG successor framework is at an early stage, and these proposals are offered as a contribution to a participative global conversation, not as a final word. We look forward to engaging with others in refining our thinking and developing an agreed approach.

As 2015 approaches, we should feel a profound sense of obligation as well as opportunity. In the year 2000, the international community committed to dramatic change. We made the world's biggest promise to its poorest people that we would tackle absolute poverty, child mortality, hunger – and that promise is only partially fulfilled. We need to renew and extend the promise. For the first time in human history it is conceivable that we could end preventable child deaths, eradicate hunger and rid the world for good of the scandal of absolute poverty. But to do so will take more than business as usual; it will require a resolute focus not on the easy to reach, but on the hardest to help. It will also require a focus on some of the most pervasive and intractable development challenges. If we are willing to take up the challenge, then we can be the generation to end these age-old injustices for good.

INTRODUCTION

“We have a collective responsibility to uphold the principles of human dignity, equality and equity at the global level. As leaders we have a duty therefore to all the world’s people, especially the most vulnerable and, in particular, the children of the world, to whom the future belongs.”

Millennium Declaration

Since 2000 the Millennium Development Goals (MDGs) have provided a historic global framework for improving the lives of millions of poor children, women and men. The 2015 deadline for their realisation is approaching. Just as we press as hard as possible down the home stretch to achieve them, we must also ensure there is an agreed path forward for the work that remains after 2015. This report thus sets out Save the Children’s vision for a new framework to succeed the MDGs.

This is a critical moment in world history. Now, for the first time we have the opportunity to make a series of momentous breakthroughs in human development. Provided firm commitments are made to accelerate progress, it is realistic to believe that within the next couple of decades we can look forward to a world where no child will die from preventable causes, every child will go to school, every child will have protection from violence and we will eradicate absolute poverty. Save the Children’s framework shows how this vision could become reality, supporting the creation of a world in which all people everywhere realise their human rights within a generation.

The history of global targets is long, the list of successes short. But the Millennium Development Goals stand out as one of the most resonant and unifying political agreements ever achieved. At the end of the Cold War who would have thought that within less than 25 years, through global cooperation, we would lift 600 million people out of poverty? Or that we would have helped 56 million more children go to school, and substantially reduced the gap in primary

enrolment between boys and girls? Or that 14,000 fewer children would die every single day?

In some areas progress continues to accelerate. In 2011, 700,000 fewer children died than in the previous year – the biggest-ever annual fall in child mortality. But in other areas the figures are less impressive. Progress in reducing hunger, for example, has stalled in many regions. Nevertheless, the overall assessment is positive: “the rate of progress in reducing poverty, and increasing access to basic health, education, water, and other essential services is unparalleled in many countries’ histories.”¹

The MDGs have driven progress by channelling political commitment and investment in both donor and recipient countries. As the landmark 1990s study *Development with a Human Face* showed us, political will is possibly the single strongest driver of development progress, essential to sustaining effort over time, even while individual governments may change.² During the period of the MDGs, development in particular countries has often been driven by commitment in a particular area – nutrition and poverty reduction in Brazil, education in Ethiopia, or reducing child deaths in Bangladesh. Investment has also been crucial, with investment in development increasing substantially during the MDG period. Global aid rose from \$72 billion to \$133 billion between 2000 and 2011,³ and a higher proportion was allocated to poorer countries and people. Absolute levels of domestic investment in health and education have also increased.⁴

Ultimately, the MDGs are about bringing real change to people’s lives. Here are the contrasting stories of two children who encapsulate both how far we have come and how far we must go.

Martha, aged 15, from Peru, used to have to dig potatoes in the fields, but now she is at school, working to fulfil her dream of becoming a nurse. “Because I’m studying, we’re not going to suffer any more,” she said.

Samrawit, aged 9, is from Ethiopia. Her mother works long hours collecting rubbish, but the family still does not have enough money to go to hospital if they get sick, or even to buy bread. Samrawit describes her life as “below everyone”. She says she is ashamed. “I want to be able to build a house for my family where there is no rubbish and no bad smell,” she said. “I want to be able to buy what I want for my family and help my neighbours.” But because of her family’s poverty, Samrawit’s dreams appear unlikely to be realised.

Taken together, Martha and Samrawit’s stories illustrate the progress we have made, but also the millions of people left behind. The global community set itself a deadline of 2015 for the MDGs. Now the time has come to ask, “What next?” If the objective of the MDGs was to speed up progress, the objective of the new framework must be to finish the job. Constructing that new framework requires us to step back and look at what we have learned, so we can do even better over the next period.

BUILDING ON THE STRENGTHS OF THE MDGs

More than a decade in, the MDGs are still on the global agenda, owned and actively pursued by governments and a substantial part of the development dialogue. An interview with Save the Children staff affirms that *“in Western countries and dealing with high-level politicians of developing countries, the MDGs are the biggest point of reference that we use in our advocacy work and, in comparison to the past, probably the most effective framework... used to push and put pressure to achieve some objectives.”*⁵

It is essential that the new framework retains the strengths of the MDGs. It must remain focused on ending poverty and on promoting human development. It must highlight areas where an international agreement can make a difference. And – given that the simplicity of the MDGs has been a key factor in their longevity – the new framework must retain a limited number of specific, time-bound, measurable goals.

But, to help us realise everyone’s human rights within a generation, the new framework will need to go further than the MDGs. It should be built on human and child rights principles, and will need to build on past strengths in three ways.

FINISHING THE JOB

The UN Secretary-General has stated that *“when the MDGs were first articulated, we knew that achieving them would, in a sense, be only half the job.”* While the MDG framework picked many of the most important development issues, its targets tended to be fractional – halving absolute poverty, reducing under-five mortality by two-thirds, or reducing maternal mortality by three-quarters.

But now, for the first time in history, the world is at a point where a number of full-scale breakthroughs are possible. We can plan not only to meet the MDGs in the foreseeable future, but also to complete the other ‘half of the job’. With a firm commitment to accelerating progress it is feasible that within the next couple of decades no child will die from preventable causes, every child will go to school, and we will eradicate absolute poverty.

ADDRESSING THE MDGs’ LIMITATIONS

To finish the job we will need to address several limitations to the MDGs. Above all, the MDGs do not consistently confront inequality. The MDG fraction-target approach has encouraged a focus in many countries on those who are easiest to reach. People just below the poverty line have sometimes benefited disproportionately from improved access to such services as healthcare or sanitation, compared with the very poorest people; the gap between these two groups has inadvertently been widened – at the same time as the gap between the richest group in society and the poorest has also been growing. Similarly, many of the current goals fail to recognise persistent discrimination against women and girls (which continues to slow social and economic progress) and against structurally disadvantaged groups. If the new framework fails to focus attention on those people who are poorest, most marginalised, and most vulnerable – and at the same time fails to challenge the huge and growing gaps between the most and least favoured groups – the new framework will take us no further.

Second, the incentives for achieving the MDGs have been weak. To motivate further progress there will need to be stronger accountability mechanisms next time around, at local, national and global levels.

Third, the MDGs are blind to the massive impact of violence in all its manifestations – from family and

sexual violence to war – on the lives of children and adults, and on poverty reduction. The new framework must pay more heed to protection from violence.

Fourth, the MDGs have tended to encourage a silo-based or sector-specific approach to development. This has seen experts and advocates working only within their sectors to address their specific problems, without taking stock of sectoral interlinkages, or without encouraging holistic and efficient systems development. Social factors, which affect the achievement of many of the MDGs, are also best addressed through recognising and leveraging those linkages.

And fifth, by focusing on access to services but often giving little attention to outcomes, the MDGs have failed to add depth to breadth. This is particularly the case in the education sector where enrolment has been achieved at the expense of literacy and other learning outcomes.

RESPONDING TO CHANGES AND NEW CHALLENGES

Of course, the world has not stood still since 2000. The distribution of poverty, for example, has fundamentally changed. New estimates show that three-quarters of the world's approximately 1.3bn people living in income poverty now do so in middle-income countries (MICs), whereas in 1990, 93% of this group lived in low-income countries (LICs).⁶ In addition, the world has recently faced an unprecedented financial and economic crisis. And the need for growth that does not harm the planet has become ever more apparent.

The world order has changed and continues to do so. New global centres of power are emerging. Many more people live in cities. The nature of conflict has changed. Aid is less central to development, and trade and investment between developing countries has grown. Technology has changed how politics is conducted, and more nations are becoming more democratic. 2015 is indeed a very different time from 2000.

In this changing world, rising inequality is another new and potent challenge. The top 5% of the world's population is understood to have over 37% of

global income, whilst the bottom 5% has less than 0.2%. The income of the top 1.75% of the world's population matches the income of the poorest 77%.⁷ As researchers at the International Monetary Fund confirm, inequality is a fundamental obstacle to sustained economic growth.⁸

Save the Children's *Born Equal* report demonstrates that inequality is especially damaging for child well-being and development. In an analysis of 32 middle- and low-income countries we found that a child in the richest 10% of households has 35 times the effective available income (EAI) of a child in the poorest 10% of households.⁹ This figure has worsened over time. It means that richer children have vastly better opportunities to access and afford essential services. In countries with high income inequality the effects are clearly evident: in Nigeria, for example, mortality rates for the poorest children are more than twice as high as among the richest children.

As 2015 approaches, we should feel a profound sense of obligation as well as opportunity. In 2000, the international community committed to dramatic change. We made the world's biggest promise to the poorest people that we would tackle absolute poverty, child mortality and hunger.

That promise is only partially fulfilled. Since some of the MDGs will not be met by the deadline, we need to renew that promise and then fulfil it. For the first time in human history it is conceivable that we could end preventable child deaths, eradicate hunger and rid the world for good of the scandal of absolute poverty.

But to do so will take more than business as usual; it will require a resolute focus not on those people who are relatively easy to reach, but on those who are hardest to help. It will also require a focus on some of the most pervasive and intractable development challenges – for example, how to boost economic growth while responsibly managing the environment and preventing rising inequality; how to realise people's rights in the most fragile states; and how to tackle long-standing social conventions that often leave women and girls at the back of the queue for social and economic opportunities. If we are willing to take up the challenge, the potential prize is immense. We can be the generation to end these age-old injustices for good.

I FINISHING THE JOB: BETTER OUTCOMES, FASTER PROGRESS

Nothing is more powerful in winning people's trust in government than governments delivering on their promises. This is one reason the world needs not only to meet the first set of promises made under the MDGs. It is also a reason why the post-2015 framework needs to deliver the promise to eradicate extreme poverty and to ensure the poorest and most marginalised people are able to access education, basic health services, clean water and sanitation, and other basic resources required for human well-being.

Now is the time to finish the job we started. We should aim at no less than:

- a zero target for extreme income poverty (using the global definitions of people living on less than \$1.25 a day and, subsequently, \$2 a day)
- a zero target for hunger
- a zero target for preventable child and maternal deaths
- a zero target for people without safe drinking water and sanitation.

Big strides have been made towards achieving the MDGs. We are likely to reach or nearly reach the MDG on income poverty. The world is also getting closer to achieving universal enrolment in primary education with just over 90% of children worldwide enrolled, of whom nearly 50% are girls. Even better news is that many countries facing the greatest challenges have made significant progress towards achieving the primary education target – with enrolment rates in sub-Saharan Africa going up to 76% from the much lower base of 58%.

However, current rates of progress in achieving the MDGs fall short in some areas. While we have made progress on child mortality (under-five mortality fell from 12 million in 1990 to 6.9 million in 2011) and in tackling HIV, there is still considerable distance to go. In tackling hunger and maternal mortality, and delivering sanitation, we are even further behind.

While the MDGs have been lauded for their achievements, they have also been criticised. Their success may lie in their relative simplicity and focus, communicating the abstract idea of global responsibility for eradicating poverty. But this simplicity also reflects compromises and leaves out many dimensions of inherently complex development – for example, issues of peace and security, and of child protection.

Although the MDGs are fundamentally concerned with realising people's rights, they are not framed in the language of human rights. This has also attracted comment and some criticism. Most tangibly, the MDG targets to reach, say, one-half or two-thirds of people fall short of states' pre-existing obligations under human rights standards.

Perhaps the biggest shortcomings concern the last MDG, which promises a global partnership for development. There has been progress in some areas, such as debt sustainability, and access to essential drugs and technology, though improvements in these latter two areas have not been driven by systematic global policy. But there has been little progress in other important areas, such as pro-development changes to the financial and trading systems. The commitments in MDG 8 were much more vague and much less measurable than in the other MDGs, in particular where they refer to the more systemic issues – perhaps reflecting the difficulty inherent in the international system of creating accountability for the more powerful stakeholders. While much development is clearly about action within developing countries, there are also crucial ways (beyond aid) in which the global community needs to contribute. Aid has increased, but in other ways richer countries have not played their part.

All of these issues are surmountable, and in the next development framework we will need to do better, faster. We can speed up progress by harnessing political will and public support, and by following the evidence of what works, but to do this we will have

to ensure the new framework is tightly focused. It must not become an endless list of every issue that affects poor people – the history of international agreements shows us that such a list would have much less power to motivate real change. Rather, by setting clearly demarcated, focused and ambitious goals, reflecting the concerns of poor and marginalised women, men and children, we can capture the imaginations of leaders and the public alike. Nothing could be more compelling than to be the generation that signed up to a collective vision and went on to eradicate absolute poverty and to save the lives of millions of people in future generations.

Now, for the first time, realising this vision is feasible. Take, for example, the goal on tackling absolute poverty (see page 11). On current trends, about 4% of people will be in absolute income poverty by 2030; but with slightly faster and more inclusive growth we could get to zero, eradicating absolute poverty the world over.

We can also speed up progress by acting on lessons learned from the implementation of the MDG framework, and by paying greater attention to four cross-cutting themes that affect all the goals:

- inequality
- accountability
- ensuring access does not compromise outcomes
- systems strengthening.

In the future framework, each theme will need to be considered under every goal. Explicit reference to the themes should be made in the goals' targets and indicators – for example, through an income inequality measure.

Better attention to environmental sustainability, which underpins human development, will also be crucial. It should be addressed through a clear, actionable goal relating to a sustainable and healthy environment.

I REDUCING INEQUALITIES

Inequality is extreme. And it is getting worse. The richest 5% of the world's population controls over 37% of global income, while the poorest 5% has less than 0.2%.¹ A recent study looking at global trends in income inequality across more than 80 countries between 1993 and 2005 found an upward trend in inequality within countries.² According to Asian Development Bank Chief Economist Changyong Rhee, “another 240 million people could have been lifted

out of poverty over the past 20 years if inequality had remained stable instead of increasing as it has since the 1990s.”

Inequality affects children disproportionately. Recent Save the Children research across 32 mainly developing countries found that household income per child in the richest 10% of households is as much as 35 times that in the poorest 10%; since the start of the MDGs this gap has increased by a third.³ Income inequalities compromise children's health and development. In Nigeria, for example, where income inequality is very high, mortality rates among the poorest children are more than twice as high as among the richest children.

Inequality also occurs between different social groups (eg, gender, age or ethno-linguistic groups). Two-thirds of the world's illiterate adults are women; this has not changed over decades. Indigenous people all over the world have a lower life expectancy than the general population. Inequality makes children more vulnerable to violence, and gender discrimination increases the likelihood of girls marrying at a young age. Children with disabilities are more at risk of sexual violence.

However, there is better news too; income inequality can be challenged. In Brazil, for example, over the last decade or so the incomes of the poorest fifth of people have risen by 6% a year, three times as much as those of the top fifth. At the same time, absolute poverty has gone down dramatically.⁴ In China, regional development strategies have helped to reconcile inequalities between disadvantaged western, central and north-eastern regions and the richer south-east.⁵

Reducing inequality (through social and economic policies that share the benefits of development more evenly and by tackling underlying discrimination) is one of the most effective strategies to accelerate national rates of progress, and is an effective strategy to reach those people who are most excluded and most marginalised.⁶ Yet, the MDGs have little to say about this challenge. MDG3 measures gender parity in education, the share of women in wage employment, and the share of seats held by women in national legislatures. Otherwise, inequality and discrimination are not mentioned. It is essential to address this challenge in the new framework.

Tackling inequality is crucially important for two reasons. First, to achieve the historic ambition of eradicating absolute poverty in all its dimensions, we

need to focus much more on those who are hardest to help. Second, inequality matters in itself for the world's healthy development. Gross inequality hinders both economic growth and progress in human well-being, and, as discussed below, it undermines children's sense of self-worth, which in turn can undermine their life-long development.

SPEEDING UP PROGRESS – BY ADDRESSING INEQUALITY

Because the MDGs mainly included targets involving a certain percentage of the population, governments have tended to focus on those people from this group who are easiest to reach. This is understandable, to a point, since it is the most obvious way to reduce mortality by two-thirds, for example, or hunger by one-half. A national government or donor might, for example, extend new health services to towns but leave the far-flung villages until later. Indicators across all the MDG goals are consistently worse for disadvantaged groups, in every global region.⁷ According to a Save the Children health worker, “the MDGs’ national-level aggregate measures allow countries to be on target to achieve the goals without addressing the needs of the poorest and most vulnerable populations.”

This can literally be a matter of life and death. In the 42 countries with the highest child mortality figures, Save the Children's research has shown that if the rate of progress in the fastest improving group had also been achieved in all the other income groups, 4 million children's lives would have been saved over a 10-year period.⁸ This kind of inequality also exists across social groups, not just income groups. In 2008 in southern Asia, 143 young girls died for every 100 boys who died – and this disparity had slightly worsened since 1990.⁹

IMPROVING OUR QUALITY OF LIFE – BY ADDRESSING INEQUALITY

Tackling extreme levels of inequality is essential in order to fulfil the promise to eradicate poverty. But even if it were possible to eradicate poverty with current levels of inequality, that approach would not be acceptable. Inequality is particularly damaging to children. The poorest and most disadvantaged children have lower outcomes in terms of child well-being; they have fewer opportunities to fulfil their potential; and the extent of the disparities *in themselves* affect the quality of life of the most disadvantaged children.

There is a fundamental global debate about inequality. Many people believe that the ‘slice of the pie’ that people get should reflect their effort. A degree of inequality of income and wealth (‘outcome’) is therefore thought, by some, to be acceptable or desirable.

However, most people would agree that a child's life chances should not be determined before she or he is born, but rather that children should have ‘equality of opportunity’. Yet from birth, the life chances for some children are much worse than for others. Among many other things, the income of your parents, your gender, your ethnic group, and whether you get enough to eat during early childhood or whether you have a disability may have a very big influence on the course your life takes. Yet for a child these factors are clearly not in their control.

It is then, particularly shocking that children fare twice as badly as the general population in terms of inequality. Whereas people in the richest 10% of households within 32 sample countries have access to 17 times the incomes of the poorest, the gap between the available household income for the richest and poorest *children* is as much as 35 times; and this gap has grown by a third since the early 1990s.¹⁰

In addition, the existence of the disparity in itself makes a difference to people's psychosocial well-being. Inequality affects how people feel about themselves in relation to others; children in particular are often acutely aware of their status in relation to their peers. This in turn affects the opportunities they take up – perceptions of lower status can stifle ambition and limit children's feelings of self-worth. For example, research by the University of Oxford in Peru found that children with lower subjective well-being – because they believed that they were poorly respected – had lower cognitive achievement.¹¹ A recent study for the World Bank showed that as long as high- and low-caste children in rural India were unaware of their caste differences, they performed equally well on average when asked to solve a series of puzzles. When made aware of caste differences, the performance of children from low castes deteriorated substantially.¹²

Bereket, who is in eighth grade at school in Addis Ababa, Ethiopia, regularly misses school to work washing cars. “When the students come wearing better clothes, I don't like to feel inferior to them, so for me it is a must to work and change my situation,” says Bereket. “It is my problems that pushed me to join

this job. I didn't have any choice. I used to hope and think that education would change my life but now I only hope that having a business will change me."¹³

TACKLING INEQUALITY – A PRIORITY FOR THE NEW FRAMEWORK

The successor framework to the MDGs can no longer ignore inequality. Rather, it must place tackling inequality front and centre, helping to drive the domestic policies that will be key to reducing inequality. The 'getting to zero' goals (see page 10) implicitly tackle inequality, in that they strive for 100% coverage of services and the elimination of specific threats for everyone, everywhere. But more than this is needed. Under each goal we must commit to focus first on those children and adults who are the most marginalised and hardest to reach – in spite of the difficulties and costs of doing so – with targets that monitor progress across income deciles and specifically consider the ratio between the top and bottom groups. Not only is this a moral imperative, it is more efficient; UNICEF has done research documenting how investments in the hardest to reach can sometimes have the highest returns. For example, training and deploying a midwife in a middle-class community may have a marginal impact on maternal and child survival. Placing that same midwife in an un-served community will have a much larger impact.

We must also monitor the pace of change for all groups for all goals. For example, in the field of access to healthcare, we should look at the proportion of people who have access at national level, but as well as breaking this down by income deciles, it should be broken down between women and men, girls and boys, by different age and ethnic groups, and by urban and rural areas. Statistics for different regions of the country should be broken down by similar criteria. Only by doing this will persistent inequalities be revealed and tackled. In the same way that the MDGs established the unchallengeable norm of targeting a gender ratio in education, the post-2015 framework should broaden this to other areas and ratios between other, historically more- and less-favoured groups. Targeting the 'bottom' is not enough; we must also target and reduce inequality across different groups.

2 INCREASING TRANSPARENCY AND ACCOUNTABILITY

Accountability is crucial to global development. A promise is only meaningful if it is kept and if its makers can be held to it. But the MDG framework has lacked a robust, effective accountability mechanism, making it difficult to ensure the fulfilment (or otherwise) of commitments in a transparent way. This in turn has meant that progress is inconsistent. For countries where there is strong political will, resources are put in place to ensure implementation, but countries that lack it are not adequately held to account. For example, MDG 8 on global partnership – with targets on issues such as finance and intellectual property – has particularly suffered from the absence of mechanisms to hold governments to account. On the other hand, the enhanced civil society focus on child mortality over the last few years may help to explain the faster recent rate of progress.

There is a further challenge. Accountability is based on information about progress. Data collection systems in many key areas are weak or simply absent in many countries, making it very difficult to assess progress. Access to information and meaningful accountability are inextricably linked, and better data, transparently available, needs to be a high global priority to support accountability. Only one MDG mentions a citizen's right to information (MDG 7 on environmental sustainability).

A focus on accountability is particularly important in the countries that have made little or no progress towards the MDGs. These countries may be emerging from conflict, may be highly unstable and may have few basic institutions of governance in place. To get to zero on the new targets, these countries will need different strategies from those in the majority of low-income countries.

It is also important that we hold the right people accountable. Governments are legally responsible for realising human rights commitments, including those to be addressed in the post-2015 framework, and need to be accountable to their citizens. However, we cannot limit ourselves to government accountability. We must also look at better mechanisms to hold all development actors to account, including the private sector and civil society. This will involve measures to ensure all firms apply a 'do no harm' approach in relation to the impacts of their products, practices and indirect impacts, as well as incentives

for firms to shape their core business strategies so that they contribute to development objectives.¹⁴ Finally, aid donors and recipients need a strengthened framework of mutual accountability.

3 SYNERGIES AND SYSTEMS

Many development issues are inextricably linked, as the testimonies throughout this report show. A hungry child won't learn much in school, and she won't stay there long enough to benefit if she has to work to pay for her sick father's healthcare, or if she experiences violence while at school. The structure of the MDGs could have helped put holistic systems in place. Instead they exacerbated the tendency to create silos and inefficiencies in hard-pressed developing countries.

Moreover, the focus on particular outcomes meant that the MDGs were often pursued through short-term interventions. For example, unsustainable vaccine campaigns were sometimes prioritised over investing in health workers (who could provide vaccines and treat other killers such as diarrhoea and pneumonia). A degree of singular focus may sometimes have been necessary to deliver immediate results. However, reaching those people who are hardest to reach – or in 'the last mile' of development – will require a holistic approach that strengthens systems to improve human development outcomes.

This challenge is best known in the health sector. For example, an HIV and AIDS programme may be excellent in many respects, but if it does not refer to other health work in the country it could end up placing one of its clinics down the road from a general health clinic, poaching staff from the general clinic and fragmenting resources. This kind of situation is often compounded by a well-meaning pressure for rapid results and by – less excusably – requirements for donor visibility. However, strenuous efforts to improve integration are bearing fruit. Recent consultations suggest that *“over the time period of the MDGs, the global health debate has shifted from a more vertical, single disease approach, to a focus on health system strengthening (HSS), so that the health system as a whole can tackle the broad variety of public health and human wellbeing issues which countries are facing.”*¹⁵

Another example is the relationship between education and protection. More girls are enrolled in school but attention to safety has sometimes

been poor, which can lead to girls dropping out. For example, in a 2006 survey of ten villages in Benin, 34% of schoolgirls said that sexual violence occurred in their school.¹⁶ Much of this could be prevented with a holistic approach to child protection.

An effective national child protection system consists of a set of laws and policies to stop violence, and a central government coordination mechanism (between social welfare, health and education). This mechanism needs to have a clear mandate; effective regulation and monitoring at all levels; and a committed workforce, including social workers, with relevant competencies and mandates. This will connect child and family support mechanisms in the community with child-friendly services at all levels.

4 ENSURING ACCESS IS NOT AT THE EXPENSE OF OUTCOMES

In some areas, the MDGs have necessarily placed a strong emphasis on extending the breadth of coverage of a service and reaching more people. The number of people reached has been measured and success or failure has been calibrated against that standard. The low levels of coverage of a couple of decades ago made this a sensible approach. However, it has masked other emerging issues. Widespread access to a service does not mean that the aims of that service are being realised; the full picture will not be revealed if we only look at inputs and not outcomes. For example, the WHO/UNESCO Joint Monitoring programme on water and sanitation suggests that the number of people with access to safe drinking water is probably over-estimated because water quality is not monitored.

This issue is perhaps most acute in the education sector. The MDGs measure the numbers of children enrolled in primary school. However, success in getting children into school sometimes masks a failure to teach them once they get there. For example, in Ghana, school completion rates in 2007 looked strong, with 76% of boys and 81% of girls finishing primary school. However, at the end of primary school only 30% of boys and 19% of girls could read a simple passage. Globally, 20% of children who complete four or more years of primary school 'fail to learn the basics'. And despite improvements in enrolment, nearly 20% of school-age children either never go to school or drop out before completing four years.¹⁷

We must ensure the new framework strikes a balance between breadth and depth. And the framework must also find the right balance between simplicity in measuring progress, and sufficient detail to generate genuine human development.

5 ENVIRONMENTAL SUSTAINABILITY

Since 2000 there have been huge improvements in human development indicators. Much less has been achieved in improving the long-term sustainability of the natural resource base, despite the fact that human health and prosperity is dependent upon it. Furthermore, the benefits accrued from exploiting the earth's resources have disproportionately benefited the wealthy. Looking forward to 2030 it is difficult to see how, as environmental boundaries fast approach, a global population of between 8 and 9 billion¹⁸ can be sustainably and equitably fed, watered and powered without a significant shift in the way environmental resources are perceived, governed and managed.

As natural resources become more scarce, and the effects of climate change become more apparent, particularly in many of the poorest communities, it is obvious that environmental sustainability must become an essential part of development. Of the top 20 countries most at risk of extreme weather in 2015, 19 are countries with large numbers of poor people.¹⁹ Not only might this affect their health and well-being, it will affect agricultural productivity and access to food. In the period between 2008 and 2050 areas of Africa and Asia are expected to lose 10–20% of agricultural productivity.²⁰

Much more is now known about environmental sustainability than at the turn of the millennium. The MDGs did not address sustainability in a serious way; it is imperative that it underpins the new development consensus.

2 PUTTING IN PLACE THE FOUNDATIONS OF HUMAN DEVELOPMENT

The world must now commit to fulfilling its greatest promise – to eradicate absolute poverty within a generation – with a successor framework to the MDGs.

The sections that follow set out Save the Children's proposed new goals, targets and indicators for this successor. Four of the lessons from the experience of the MDGs, discussed in Chapter 1 – reducing inequalities, increasing transparency and accountability, building synergies, and an outcome focus – are integrated across all the goals. Environmental sustainability is considered in Chapter 3.

Two important principles govern the choice of goals.

First, notwithstanding the progress that has been achieved, it is scandalous and unacceptable that people still go to bed hungry and children still die from preventable diseases. Eradicating poverty in all its dimensions remains the world's most important and urgent task. The next development framework must retain a clear focus on poverty reduction, speeding up action to improve the quality of life of the world's poorest and most marginalised people. Save the Children believes that, in order to rid the world of the worst poverty-related challenges, it will be vital to set out goals on eradicating poverty and hunger; providing healthcare, education, and protection from violence for all; and improving governance. These goals must be supported by others that foster a supportive and sustainable environment for human development.

Second, while poverty reduction and human development are common goals, the specific issues within these common goals are differentiated according to countries' different stages of development. In practice, this should mean that the framework first delivers action for the poorest and most marginalised people, whichever country they are situated in. Thereafter each country should commit to a national, deliberative process, involving women, men and

children, which adapts the goals to make them relevant in their national context. This might mean that in the UK, for example, the emphasis for goal 1 would be on relative rather than absolute poverty.

Save the Children's proposed new framework is set out in three sections:

- The first and longest section comprises six new goals, which put in place the foundations for human development. These goals were identified through extensive consultation across Save the Children's global network and are informed by expertise accumulated over a century of development programming to improve child well-being. Save the Children believes these goals are imperative if the new framework is to improve people's well-being.
- The second section presents four additional goals that will help to create a supportive and sustainable environment for human development, encompassing resourcing and issues of environmental sustainability, disaster reduction and energy access. Our own proposals are complemented by, and in places heavily draw upon, the work of other specialist organisations.
- In the third section we propose global mechanisms to provide institutional support and enable implementation, looking at finance, policy coherence, data and accountability.

Of course, the debate on the MDG successor framework is at an early stage, and these proposals are offered as a contribution to a participative global conversation, not as a final word. Our contribution is informed by extensive consultation across Save the Children's global network (spanning 120 countries), by analysis of longitudinal datasets that have tracked changes in children's lives since the year 2000, and by detailed data analysis and country case studies on the issue of inequality.

GOAL 1: BY 2030 WE WILL ERADICATE EXTREME POVERTY AND REDUCE RELATIVE POVERTY THROUGH INCLUSIVE GROWTH AND DECENT WORK

This goal encapsulates the greatest challenge and the greatest opportunity to improve human well-being fairly, changing our world for the better forever. It is a key goal, and one from which many others follow. It is also the goal by which the success of the new development framework will most often be judged.

The first target of MDG 1 – to halve the proportion of people living in extreme income poverty – has been a success. According to the World Bank it has already been met¹ in all regions as well as at the global level. This does not mean it has been met in all countries, and progress has been much greater in some regions – such as East Asia – than in others, such as sub-Saharan Africa. Nevertheless, its success provides grounds for optimism. The targets to halve the proportion of people living in hunger, and to achieve full and productive employment and decent work for all, have not been met.

END ABSOLUTE POVERTY

The proposed successor headline goal – to eradicate absolute poverty within a generation – would truly be a historic achievement. It is now within our capabilities. Continuing on current trends, about 4% of people will be in absolute poverty by 2030, compared with 43.1% in 1990 and a forecast 16.1% in 2015; with slightly faster growth and attention to inequality we can get to zero.²

Moreover, we can potentially aim to eradicate absolute poverty at the level of \$2 a day, not just \$1.25 a day. New projections from World Bank experts suggest that current trends in poverty reduction, if continued, could result in 9% of people living on under \$1.25 by 2022; but that realistic reductions in inequality would make 3% an ambitious but achievable target for 2022.³ On this basis, a

zero target is potentially achievable by 2025. Other research has shown that if current trends persist, between 6% and 10% of the population will be living on under \$2 a day in 2030.⁴ Addressing inequality would again change the scale of the problem, and an ambitious zero target could be set for 2030, such that absolute poverty of under \$2 a day is eradicated.

But how will this be done?

INCLUSIVE AND SUSTAINABLE GROWTH – CLOSING THE GAPS

Economic growth is a powerful tool for reducing poverty in developing countries. It can generate more wealth to go round, and more potential to develop an adequate tax base to fund essential services like health clinics and schools. According to the World Bank, growth is responsible for between 40% and 80% of the poverty alleviation that has occurred worldwide since 1980.

However, economic growth is not the same thing as poverty reduction. It is often assumed that higher economic growth must be better for development – but this is not always the case. For example, child death rates vary for countries with similar per capita incomes: a relatively low rate can be achieved even with low average incomes, and further economic growth does not always result in further improvements.⁵ Furthermore, economic growth that is ill-divided can worsen inequality, undermine social cohesion and accelerate the decline of the natural resource base on which economic growth depends in the first place. Therefore, we should look at economic growth as one part of a comprehensive poverty reduction package, rather than as an end in itself, and we should pay attention to how the growth is generated, tackling inequality concurrently through inclusive and sustainable growth.

As we saw in the previous chapter, income inequality matters – because it slows development, it is unfair for children, and because gaps in themselves generate adverse outcomes.⁶ Therefore, we propose indicators, under an inclusive and sustainable growth target, to measure progress in reducing both income inequality and group inequalities affecting children, as a measure of inequality of opportunity.

DECENT WORK

The main way that people increase their income is through work. Therefore, one thing inclusive growth needs to do is create productive, safe, adequately paid and adequately supported jobs, across a range of skill levels.⁷ If this happens, the share of national income that is paid in wages will increase, reversing the recent trend.⁸

As with all the goals, there needs to be attention to equity in employment. This is an area where gender inequalities are rife. Women’s ability to work is limited by their domestic and caring responsibilities, inadequate affordable childcare, discrimination by employers, and sometimes by sociocultural norms. Then, once a woman does manage to get a job, she is likely to be paid less than a man doing the same job.⁹

“These days I see people graduate and not get a job for a long time. So maybe I will not find a job. Maybe I will be like my aunt. She is a housewife.”

Genet, 16, Addis Ababa, Ethiopia

Young people (aged 15–24 years) also need equal employment opportunities – as well as opportunities for good-quality education, vocational training and health information and services. Young people are at the forefront of global developments and are often social and economic entrepreneurs, yet in 2010, only 56% of young men and 41% of young women were in the labour force.¹⁰

Today, 115 million children are involved in hazardous work.¹¹ We must ensure that within the next generation no child is engaged in work that by its nature or circumstances is harmful to his or her health, safety and development or that interferes with the child’s education.

SOCIAL PROTECTION

If we are to eradicate poverty, people who have no work, or are unable to work, need a safety net. Those who do have work can also benefit from knowing that such a safety net exists. It reduces the uncertainty that comes from living on an income near the bread line; it gives people the opportunity to take a risk and start, or grow, a business; and it supports an escape route from destitution (for example, after a crisis such as a drought). At the same time, it must be clear that the presence of effective social protection does not ameliorate the human costs of being, and of becoming, unemployed; it does not lessen the importance of protecting jobs.

More attention needs to be paid to the potential contribution of social protection as an investment in reducing childhood poverty and vulnerability, by addressing the vicious trap of inter-generational transfer of poverty. Globally, social protection systems are at a fledgling stage in most developing countries – although countries such as Brazil and Mexico have led the way, and others such as Ethiopia and Bangladesh are now following suit. Many of the most effective examples have channelled resources and decision-making to women, with evidence that this both leads to more spending on items that benefit children and helps to strengthen women’s voices, within the home and community. We need to measure the birth and development of social protection systems, through measuring levels of investment and the establishment of a system to provide a minimum income for all – a social floor.

Govindh, who lives in India, is 17. His family is getting vital support from the employment guarantee scheme, which ensures a minimum number of paid days’ work, after they had paid a substantial sum of money to treat his mother’s illness. “Seeds did not grow in the first year and in the second year rains did not come... we did not have money to buy vegetables,” he said. “We borrowed money... then, through the employment guarantee scheme, we cleared the loans.”

TARGETS

1. Eradicate extreme income poverty
2. Pursue growth that is inclusive and sustainable, and provides opportunities for all
3. Provide decent work for all
4. Establish a global social protection floor

GOAL 2: BY 2030 WE WILL ERADICATE HUNGER, HALVE STUNTING, AND ENSURE UNIVERSAL ACCESS TO SUSTAINABLE FOOD, WATER AND SANITATION

“We don’t buy foods in large quantity as we used to do before. Now, we buy little by little because it is very expensive... There are days when we don’t have enough food. Sometimes we eat dinner and skip the next breakfast.”

Denbel, 16, Ethiopia

“We used to get water once a week, from the stream... but that water was dirty.”

Carmen, from Peru, has recently moved to a new area

Food and water are basic requirements for every human being. The world has made significant progress in reducing hunger. But nevertheless, one child in three in the developing world suffers restricted physical and cognitive development because they do not get enough nutritious food to eat. Moreover, the number of urban poor people – the most food insecure group – is increasing.

Related to both of these is nutrition. Children who do not receive adequate nutrition in the first 1,000 days between conception and age two have lower educational outcomes and lifelong earnings – which, in addition to the direct human impact, also reduces GDP by as much as 3%.¹² A diverse, appropriate diet and clean water are critical to achieving nutritional outcomes; but too often, governments and other development actors don’t make the linkages between these sectors. Agricultural strategies must be nutrition-sensitive so that they not only lead to higher household incomes, but better nutrition outcomes. Nutrition also requires more than food and water – it also requires behaviour education to advance practices such as exclusive breastfeeding, and sanitation services.

Since 2008, food prices have been particularly volatile. Food price fluctuations create economic chaos for poor families, who can spend over three-quarters of their income on food. The World Bank’s Food Price

index shows that the price of grains has risen from 100 on the index in 2005 to over 250 in 2012, pushing tens of millions of people into poverty.¹³ Continuing food price rises will increase further the numbers of adults and children who are hungry, malnourished and stunted.

The MDGs also include a target to halve the number of people without access to safe drinking water and sanitation. The world is on track to meet the drinking water target; however, these metrics do not evaluate water quality. The sanitation target is now out of reach. Progress on both safe drinking water and sanitation has been uneven between regions, and within countries, and progress has been far greater in urban than rural contexts. According to the UN, improvements in sanitation are “bypassing the poor”. Similarly, children in rural areas are twice as likely to be underweight as those in urban areas, and underweight children are very likely to be poor.

Reaching the zero targets will need some policy changes. Many poor women and men are small-scale farmers, producing much of their own food. They need access to land and other resources. Supporting smallholder farmers, particularly women, is also one way to increase the amount of nutrition obtained from every acre of land farmed. Nutrition education should be integrated into agricultural efforts. Linking smallholder farmers with the private sector, promoting and imposing quality standards, will make their products tradable, increasing the smallholder’s engagement with commercial activities. In particular, supporting women farmers and ensuring they have access to land is an effective strategy. Women do the vast bulk of agricultural labour in most countries, but the majority of women have no land tenure or riparian rights.¹⁴ The promulgation of land tenure and water access legislation will provide opportunities for poor people to redress resource allocation inequalities.

To overcome these inequalities, we propose ambitious targets (including a commitment to achieve zero hunger and universal access to food) in these most basic areas for the next framework. Eradicating hunger by 2030 must be an overarching goal, supported by changes in land tenure and riparian structures.

This will require ambitious policy changes.

Addressing food price volatility will require improved food supply, but also changes in trade terms, agricultural policy, producer support and social inclusion. Production systems must become ecologically sound, maintain agricultural biodiversity and have sustainable land management as a key goal, while distribution systems must be more efficient and effective.

TARGETS

1. Eradicate hunger; halve stunting and malnutrition rates among children
2. Directly link sustainable food production and distribution systems to nutrition targets
3. Ensure everybody in the world has access to adequate, safe¹⁵ and environmentally sustainable water facilities within 1 km of their home, and in all schools and health facilities, by 2030
4. Ensure everybody in the world has access to basic sanitation within 1 km of their home, along with sanitation in all schools and hospitals, by 2030

GOAL 3: BY 2030 WE WILL END PREVENTABLE CHILD AND MATERNAL MORTALITY AND PROVIDE HEALTHCARE FOR ALL

Fabrico from rural Peru is 9 and helps harvest potatoes on the family farm. Their crops have recently been damaged by heavy rains and hail. His mother has gastritis and his father has bronchial pneumonia but they do not have enough money to pay for healthcare. *“When he was not able to work, my father nearly cried,”* said Fabrico. *“The hail has killed people from flu.”* Fabrico asked his mother, *“Who will I live with if you die?”*

UNFINISHED BUSINESS

The world is making progress on health. In 1990, 33,000 children under five died of preventable diseases every single day; that figure has come down to 19,000, and progress in the last decade has been twice as fast as in the decade before. Fewer women die in childbirth. The spread of HIV has slowed.

Nevertheless, we are unlikely to meet the MDG targets in any of these areas – health has not improved as fast as we promised. We need to redouble efforts; 19,000 children too many still die every day.¹⁶

Inadequate access to, and use of, healthcare is one major factor in the slow progress towards MDGs 4, 5 and 6. Every year 48 million women give birth without the support of a person with midwifery skills,¹⁷ and 200 million women who want to manage their fertility lack access to family planning services.¹⁸ More than 20 million children worldwide lack access to routine immunisation against diphtheria, whooping cough and tetanus.

The next development agenda must build on the health MDGs, must accelerate progress to achieve the health targets, and must go further – to ensure healthy and productive lives for all. Keeping health as a priority within the new framework is crucial, as a human right and a global public good. Better and more equitable health outcomes increase household

productivity and resilience, reduce poverty, and are a key driver of sustainable development.

In the new framework, we propose a single health goal. The health community must align around an integrated and comprehensive framework. This must drive progress towards the universal provision of good-quality, essential healthcare, without financial hardship, and with improved country-level policies and strengthened health systems. This will require a trained, supported, equipped and motivated health worker within reach of every person.

ACHIEVING UNIVERSAL HEALTH COVERAGE THROUGH STRONG HEALTH SYSTEMS AND A FOCUS ON ADDRESSING INEQUALITIES

Health policy has suffered from fragmentation in recent times, with many health issues being tackled in silos. The post-2015 agenda has the opportunity to ensure that strong, integrated public health systems are built with sufficient domestic and donor investment to serve the health needs of populations – including health education – and particularly the poorest and most vulnerable people. As with the development agenda more broadly, inequalities in health must be addressed. The goals and targets should lead countries and development partners to focus on narrowing the gaps within populations, while increasing aggregate coverage. This should be done both through the health system, in its potential as an ‘equaliser’, and by addressing the social determinants of health, which has implications for other sectors.¹⁹

The social determinants of each development outcome are clearly important, and so it is necessary to tackle inequality in multiple dimensions. The social determinants of health have a particular prominence, however, because of the strength of evidence and the long-standing international policy processes (including the WHO’s establishment in 2005 of a Commission

on the Social Determinants of Health, and the subsequent Rio Political Declaration of 2011 that confirmed states' commitment).²⁰

Achieving universal health coverage requires countries to address the multiple barriers – financial, systemic, cultural or policy – to access and use of services and practices. Seizing the catalytic opportunities of the post-2015 agenda will require substantial investments to improve the quality and frequency of data – both routine, country-level health management information systems and survey data, including demographic and health surveys and multiple indicator cluster

surveys. An inclusive process must be undertaken with meaningful civil society participation in the development, implementation and monitoring of the goal to foster true country ownership and to strengthen accountability.

TARGETS

1. End preventable child and maternal mortality
2. Achieve universal health coverage
3. Tackle the social determinants of health

GOAL 4: BY 2030 WE WILL ENSURE ALL CHILDREN RECEIVE A GOOD-QUALITY EDUCATION AND HAVE GOOD LEARNING OUTCOMES

“Learning helps you think good things and that makes me happy. But I hate sitting in a classroom where there are so many students. It is hard for me to sit in a classroom for long hours.”

Bereket, eighth grade, Ethiopia

Education is a right and is the bedrock of development. Virtually all the countries that have developed rapidly over the last few decades had strong education systems.

There have been impressive increases in access to education. Just 10% of children of primary-school age are now out of school.²¹ But the challenge of ‘reaching zero’ remains enormous.

First, progress on access is stalling. Hopes are dimming that we will reach both the MDG of universal primary education by 2015 and other Education For All goals – including the goal of gender equality in enrolment. While the gap between boys and girls has narrowed, there are still 3.6 million fewer girls in primary school globally than would be the case if there was complete parity (cite EFA 2011 monitoring report).

And second, with the progress that has been achieved in access and attendance, new challenges have come to light – namely, learning outcomes and equity. Getting children to school is the beginning, not the end, of the job. Reaching zero in education must mean no children failing to learn.

Yet, current levels of learning are extremely low. Around 120 million children either never make it to school or drop out before their fourth year. Another 130 million children fail to acquire basic skills while they are in school.²² Literacy and numeracy are not the sum total of basic learning; among other things, critical thinking and context specific knowledge are vital. These important basic skills are necessary in

themselves; they also provide the foundation from which children go on to broader learning. Without improved learning, more years of schooling will not help children – or their countries – to prosper in the future.

This focus on learning must be combined with one on equity. The poorest and most marginalised children often have teachers with the least training, fewer learning materials and fewer opportunities to learn outside school. They are also less likely to benefit from good early childhood services, despite the strong evidence that support at a very young age helps ensure children can learn later in their lives. As a result, poor children are less likely to start school ready to learn.²³

The new development framework must focus on reducing the learning gap between the poorest and richest children. An explicit focus on equity requires the poorest 10% of children who are currently out of primary school to be both in school *and* learning. This will require targeted action, including targeting funding, to reach the poorest children, disabled children, girls, children from minority ethnic communities, and children who happen to live in conflict- or emergency-affected countries.

Lastly, education also needs to be linked to wider questions about how to ensure inclusive growth. Youth bulges make this a critical issue – education is especially important to help countries reap the potential demographic dividend. And addressing the large gender gap in secondary education in many countries is also a fundamental challenge; achieving inclusive growth will require all young people entering the labour market to have the skills necessary to find productive employment and be active citizens. That is why secondary education should include a

focus on the skills that young people need to make a successful transition to adult life.

Like all the goals, these proposals are initial suggestions for debate. Discussions about how to assess learning outcomes in a way that allows for valid global comparisons are complicated and part of a work in progress. There is also considerable merit in a framework with some core global learning measures that would be supplemented by ambitious national level targets – many countries will need to aim for more than a set of global floors and will need to focus on more than literacy and numeracy.

TARGETS

1. Ensure that all girls and boys are achieving good learning outcomes by the age of 12 with gaps between the poorest and the richest significantly reduced
2. Ensure that the poorest young children will be starting school ready to learn, having already reached good levels of child development
3. Ensure that all young people have basic literacy and numeracy, technical and life skills to give them the chance to become active citizens with decent employment

GOAL 5: BY 2030 WE WILL ENSURE ALL CHILDREN LIVE A LIFE FREE FROM ALL FORMS OF VIOLENCE, ARE PROTECTED IN CONFLICT AND THRIVE IN A SAFE FAMILY ENVIRONMENT

“All the children were frightened of going to the front, but they had no choice. They were sent forward while the adults stayed behind. If we refused, we’d be killed... In my battalion there were six girls. All of them were sexually violated.”

Christophe, 17, abducted by an armed group in eastern DRC²⁴

“I was 12 when I was raped for the first time. On my way back from the market, I walked across the school yard... The school warden took me inside the [class]room and raped me. He threatened to kill my mother and me if I told anyone.”

Catherine, 14, Kaduna state, Nigeria²⁵

Children in every country, culture and society face various forms of abuse, neglect, exploitation and violence. Violence takes place at home, in school, in institutions, at work and in the community. Children are uniquely vulnerable to violence and abuse, because of their life stage and dependence on adults. Humanitarian disasters make children especially vulnerable. 20 million girls and boys have been forced to flee their homes and more than one million children have been orphaned or separated from their families by an emergency. Many of those separated children end up in institutional care.

Just over 1 billion children live in countries or territories affected by armed conflict.²⁶ No low-income fragile or conflict-affected country has yet achieved a single Millennium Development Goal.²⁷ Indeed, the UN Post-2015 Task Team has recognised that “violence and fragility have become the largest obstacles to the MDGs.” It is an outrage that in at least 13 countries children are still being recruited into armed forces and groups, and that millions of children have experienced rape and other forms of sexual violence triggered by a conflict situation.²⁸

For example, in 2008 in the Democratic Republic of Congo, the United Nations Population Fund recorded nearly 16,000 cases of sexual violence against women and girls. Of those instances, 65% involved children, mostly adolescent girls. Meanwhile in 2006, the *Lancet* published research estimating that nearly one-fifth of girls were raped in the greater Port-au-Prince areas during the armed rebellion between February 2004 and December 2005.²⁹

However, violence against children takes place in all contexts and has serious consequences for child development. It is estimated that between 500 million and 1.5 billion children experience violence annually.³⁰ 150 million girls and 73 million boys worldwide are raped or subject to sexual violence each year.³¹ In many countries, violence against children such as corporal punishment remains legal and socially accepted. Three out of four children experience violent discipline at home.³² There are more than 17.5 million children under the age of 18 who have lost one or both parents to AIDS.³³ More than 2 million children around the world live in care institutions³⁴ where violence and abuse are often rife. Research highlights the negative impacts of exposure and experiences of violence on children’s development, in addition to the economic and social cost for society.

Yet, as the UN Secretary-General has pointed out, “no violence against children is justifiable, and all violence against children is preventable.”³⁵

And indeed, there has been some progress. Corporal punishment is now prohibited by law in 33 out of 193 states.³⁶ New international standards on child protection have been adopted and action plans agreed on violence against children, on sexual abuse and exploitation of children, and on the alternative care of children.³⁷

But progress has been too limited and too slow. This is partly because children's right to protection sometimes comes into conflict with deeply rooted social norms and behaviours. For example, children with disabilities or HIV often face stigma and are more vulnerable to abuse. Gender discrimination leads to early marriage for millions of girls, placing many at greater risk of violence and abuse. Violent 'discipline' against children in homes and schools is a norm in many countries around the world.

To protect the most marginalised and excluded children, attention to equity is crucial. There has recently been a shift in the developing world from addressing the problems of particular groups (such as street children, or those affected by sexual abuse) to a more comprehensive, holistic and cross-sectoral approach, able to address the different protection needs of all children and improve prevention. This involves building and strengthening community-based and national child protection systems. It also includes shifting investments from institutional care to safe, family-based care, based on the knowledge that children thrive in a secure family environment (whether it is with their birth family or another).

Legal reforms are needed in order to prohibit forms of violence. Children's participation in governance should be encouraged. And reliable national data collection systems on child protection constitute strong components of a systems-based approach and are required in all countries.

TARGETS

1. End child deaths from armed conflict and halve the number of non-conflict violent deaths of children (eg, intentional homicide)
2. Halve the number of children who are subject to sexual violence and abuse of any form
3. Halve the number of children subjected to violent discipline at home
4. Halve the number of children unnecessarily living outside family care³⁸ (including children affected by emergencies)

GOAL 6: BY 2030 GOVERNANCE WILL BE MORE OPEN, ACCOUNTABLE AND INCLUSIVE

“We have been equipped with leadership qualities that we need in the future, and we have been moulded into responsible citizens. I learnt to be positive in whatever I want to achieve in my life. There exist no more limits. Children are now being engaged in issues to do with the development of our town.”

Donovan, a youth delegate involved in the Zimbabwe Child and Youth Budget Network

A system of governance that is transparent, encourages participation, and delivers public goods and services effectively is essential to meet the needs of a country’s citizens in a sustainable way. According to Liberian President Ellen Johnson Sirleaf, “as the systems of democracy, transparency and accountability are strengthened, as their capacity improves, African nations will increasingly acquire the technical skills to take ownership of their development policies.”³⁹ Likewise, British Prime Minister David Cameron has emphasised the “golden thread” of conditions that enable open economies and open societies to thrive, including the rule of law, the absence of conflict and corruption, and the presence of property rights and strong institutions. These issues were notable in their absence from the MDGs.

More open, accountable and inclusive governance entails at least three things. First, **transparency**; information about policy-making and budgeting must be available to the public in an accessible format. Second, **participation**; the public (including marginalised and excluded groups) must have the information, freedom and power to engage in policy-making and budgeting processes. Third, **accountability**; the government ensures the effective and equitable provision of public goods and the public are able to hold governments and other actors to account.⁴⁰

Conflict-affected and fragile states present perhaps the most challenging conditions for open, accountable and inclusive governance – and for the realisation of development goals more broadly. Fragile states account for only one-fifth of the population of developing countries, but they contain a third of those living in extreme poverty, half of children who are not in primary school, and half of children who

die before their fifth birthday. A new framework needs to consider different governance contexts and make a commitment to the progressive realisation of development goals, even in the most difficult and testing situations.

At the same time, the mix of the goals selected for the post-2015 framework can have an important impact on preventing and reducing conflict and fragility. Of the seven priority issues identified by Saferworld as being important for the reduction of conflict and fragility, four are directly related to our proposed Goal 6 of more open, accountable and inclusive governance.⁴¹ The four are:

- All states are able to manage revenues and perform core functions effectively and accountably.
- All social groups can participate in the decisions that affect society.
- All social groups have equal access to justice.
- All social groups have access to fair, accountable social service delivery.

All countries – from the most fragile and conflict-affected to those with the most long-standing traditions of democracy – can make improvements in measures of transparency, participation and accountability. To recognise the importance of open government in and of itself and also for sustainable reductions in absolute poverty, several facets of open, accountable and inclusive governance should be included in the MDG successor framework.

TARGETS

1. Ensure all countries have **transparent governance**, with open budgeting, freedom of information and comprehensive corporate reporting
2. Ensure all countries have **participatory governance**, with greater freedom of speech, press and political choice
3. Ensure all countries have **accountable governance**, with commitment to the rule of law, more equitable and effective public services, and reduced corruption

3 CREATING SUPPORTIVE AND SUSTAINABLE ENVIRONMENTS

Save the Children's six priority goals were presented in Chapter 2. These goals are informed by extensive experience working on child development around the world. They are the building blocks of a healthy and productive life.

In this chapter we present four additional goals, which will help to create a supportive and sustainable environment for human development, encompassing resourcing and issues of environmental sustainability, disaster reduction and energy access. Our proposals are complemented by, and in places heavily draw on, the work of other specialist organisations, such as environmental agencies. They also build upon pre-existing initiatives and commitments, such as the United Nations Secretary-General's Energy for All initiative, and the Global Partnership for Effective Development Cooperation.

GOAL 7: BY 2030 WE WILL HAVE ROBUST GLOBAL PARTNERSHIPS FOR MORE AND EFFECTIVE USE OF FINANCIAL RESOURCES

Adequate resourcing is not sufficient in itself to ensure human development, but it is certainly necessary. Low-income countries by definition are working with an income of less than about \$1,000 per person per year, which generates massive challenges of a type largely forgotten in developed countries.

In 2005, additional funding necessary to meet the MDGs was calculated at \$50 billion per year. Through such calculations and related political pressure, the existence of the MDGs appears to have led to an uplift in funding, both from domestic sources and from donors.¹

For developed countries, finance here is most obviously about aid. At its best, aid comprises finance specifically targeted at human development. Developed countries committed in the 1970s to give 0.7% of their national wealth as aid. A handful of countries have passed this target – for example, Denmark, Luxembourg and Sweden – and a handful of others, including the UK, are on track to reach it soon.² It is vital that others follow suit. In some low-income countries aid provides a quarter of the education budget.³

The quality of aid is as important as its quantity. Ensuring quality is vital for making the most of the resources available. If all countries provided aid transparently the efficiency gains could be equivalent to an additional US\$3 billion. Untying aid can increase its value by 15–30%.

However, international finance for development is no longer solely about developed countries giving aid to developing countries. South–south financial co-operation, where southern countries negotiate financing deals for mutual benefit, is increasing rapidly. It was believed to be around \$12–14 billion in 2008, although a lack of available data makes the overall value of this activity hard to estimate.⁴ Foreign direct investment (FDI) is also a key driver of development – stimulating local economic growth, job creation and infrastructural development. In 2010 FDI overtook overseas development assistance as the primary source of international capital into Africa.⁵

The role of the private sector is clearly important, and questions remain over the nature and extent of the benefits of FDI in low-income countries in particular.⁶

Three steps to ensure a more positive development impact can be identified:

1. measures to ensure all firms apply a 'do no harm' approach to their core business (through evaluating and disclosing social impacts of their products, such as breast milk substitutes); to

practices (such as labour standards or tax strategies); and to indirect impacts (such as their environmental footprint)

2. shaping core business strategies to contribute to development goals
3. advocating for change at the national and global levels (Aviva's leadership on corporate transparency at the Rio+20 summit is one example).⁷

Nevertheless, in all countries the bedrock of finance for development is taxation. In 2009 domestic resources provided about two-thirds of public spending in low-income countries, compared with a little less than half in 2000; this figure is only likely to rise as countries grow and the tax effort increases.⁸ Increasing domestic resource mobilisation has a multitude of benefits.⁹ It raises public revenue. It helps generate a sense of citizenship, and conversely makes government more accountable to its citizens, so that revenues are likely to be better spent. If tax is raised progressively, it tackles inequality directly. And if there is a clampdown on tax evasion and avoidance, it helps foster a sense of fair play. The converse, of a loss of tax revenue and the associated services, and a potential weakening of the social contract, has obvious impacts. One estimate puts the potential benefit of challenging international tax abuse at a reduction in under-five mortality of 1,000 per day.¹⁰

This is not only a domestic issue. While aid may be the most obvious element of finance for development for people in rich countries, those same countries bear a large responsibility for the weaknesses of the international system that promote tax dodging and grand corruption. An international transparency commitment – in which countries notify each other about their citizens' bank accounts, companies or other vehicles – would shed powerful light on illicit financial flows, curbing the tax losses that are estimated to exceed aid receipts.¹¹

Finally, money is not the only global resource; others are inventiveness and technology. Trade agreements should maximise resources available for development, by facilitating a balance between the need to share know-how on crucial innovations underpinning development – such as information technology, nutritious products and drugs – and the need of originators to protect their intellectual property. In the health sector, for example, intellectual property rules should be implemented with full flexibility to

ensure that lower income countries facing health crises are able to license and procure alternative supplies of essential medicines, without infringing intellectual property rules in developed country markets.

GOAL 8: BY 2030 WE WILL BUILD DISASTER-RESILIENT SOCIETIES

Hung is 17 and lives in rural Vietnam. His family has recently experienced multiple crises. A severe hailstorm in 2006 damaged 500 kumquat trees, costing the family 14 million Vietnamese dong (VND). Floods in 2008 damaged their orange crop and cost 40m VND. Then foot and mouth disease killed their pigs at a loss of 100m VND. Next, Hung's brother needed surgery, costing 30m VND. As a result, Hung needed to work; he failed his secondary school exams.

Since 1992, disasters have affected 4.4 billion people.¹² Over the next 20 years, disaster risk will increase as more people and assets are located in areas exposed to risks, and as the changing climate unpredictably increases the severity and frequency of disasters such as crop failures, floods and changes in disease patterns.

Disasters can be sudden and unambiguous, but crisis can also creep up insidiously. A couple of years' drought and poor harvest may represent as much of a crisis as an earthquake.

Man-made and natural disasters often combine with other stresses, such as food price increases or breadwinner illness, to create 'multiple shocks' that can have irreversible consequences. In Ethiopia Save the Children's Young Lives research showed that, over a four-year period, 87% of households experienced at least one adverse event, and more than half reported three or more.

Crises also worsen inequality. For example, Save the Children research has found that in Ethiopia the poorest households were six times as likely to be affected by drought as the least poor.¹³ Women and children are 14 times more likely to die in disasters than men. As with the other goals, it is important to ensure resources to create disaster resilience are distributed equitably.

Disasters are a major constraint on global progress under a universal framework. They usually cannot be

prevented, but the devastating impact on people and development can. There have been some successes here. The number of people dying in disasters is going down, largely because of improved early warning systems. However, the number of people affected by disasters is still going up. We propose targets for all nations to:

- develop disaster plans
- halve disaster mortality rates and disaster-related economic loss
- eliminate the negative impact of disasters on absolute, multidimensional and relative poverty levels.

GOAL 9: BY 2030 WE WILL HAVE A SUSTAINABLE, HEALTHY AND RESILIENT ENVIRONMENT FOR ALL

“There was always reserve food in the barn. There were also good pasture lands for animals. But these days, shortage of rainfall has become frequent and there are only a few reliable rivers.”

A caregiver in rural Ethiopia

Since 2000 there have been huge improvements in human development indicators. Much less has been achieved in terms of improving the long-term sustainability of the natural resource base,¹⁴ despite the fact that human health and prosperity is dependent upon it.¹⁵ Furthermore, the benefits accrued from exploiting the earth’s resources have disproportionately benefited the wealthy at the expense of the world’s poor.¹⁶

Looking forward to 2030 it is difficult to see how, as environmental boundaries fast approach, a global population of between 8 and 9 billion¹⁷ can be sustainably and equitably fed, watered and powered without a significant shift in the way in which environmental resources are perceived, governed and managed.

Since the last development framework was agreed our understanding of the importance of natural systems in influencing human well-being and prosperity has vastly improved.¹⁸ It is now widely accepted that poverty reduction and strengthening community resilience rely, in part, on sustainable management of natural resources and of the ecosystems from which they are derived.¹⁹ People in poverty are not only more likely than other groups to be dependent on the environment for their immediate well-being; they are

more likely to be deprived of access to environmental resources, and to be more exposed to environmental risks²⁰ such as climate change and air pollution, thereby limiting income, health, and education outcomes. Environmental sustainability is therefore as central to the outcomes desired from the next development framework as the goals articulated in the earlier sections. Concerted action is also required to reduce environmental inequalities.

While we recognise the importance of these issues to human development, much of the detail underlying them is beyond the expertise of Save the Children. With that caveat we have proposed four targets – below – aimed at addressing the broad areas that we absolutely must make progress on as a global community, if we are to achieve sustainable human development over the longer term. We acknowledge, however, that other more environmentally focused organisations may be better placed to resolve the content of these.

ELIMINATING ENVIRONMENTAL INEQUALITIES – THE ENVIRONMENTAL BURDEN OF DISEASE

Pollution and environmental degradation remain a major source of health risk throughout the world. The World Health Organization estimates that, globally, nearly one-quarter of all deaths and of the total disease burden can be attributed to the environment; and that in children, environmental risk factors can account for nearly a third of the disease burden.²¹ Inequalities in exposure to environmental hazards and pollutants are growing in developing and developed countries.²² A framework that aims to reduce inequalities must therefore tackle the environmental causes of ill health. One way to do this is to include a target to significantly reduce impacts of environmental pollution on human health.²³

PROTECTING AGAINST CLIMATE CHANGE

Of the environmental threats to human health and well-being, climate change is perhaps the greatest. Already it is beginning to affect the poorest and most marginalised people first and worst.²⁴ Meanwhile, children are particularly vulnerable.²⁵ One estimate suggests that by 2050 the effects of climate change could lead to 25 million more malnourished children.²⁶ Yet global attempts to reduce greenhouse gas emissions are conspicuously failing. Climate change and the closely associated acidification of the world’s oceans threaten to worsen health and income inequalities, as already stressed environmental

systems and natural resources – including food and water – come under increased pressure, and as the dynamics and distribution of communicable diseases change.²⁷ Climate change therefore has the potential to reverse the progress achieved over recent years in poverty reduction, human health and environmental sustainability.²⁸ For this reason urgent action is needed to reduce emissions and to address the impacts already being felt.

Reducing emissions while also supporting the growth priorities of developing nations is an enormous but not insurmountable challenge. The next development framework has a critical role to play in preparing countries for the impact of climate change, in enabling countries to transition to development pathways that do not repeat the dirty mistakes of the past, and in reinforcing the emission reduction responsibilities of developed countries. We propose a target to capture progress on reducing emissions and climate impacts within the next two decades. Our ability to deliver on this target will be dependent on the actions taken by countries to prepare and implement ambitious national adaptation and mitigation strategies.

RESTORING AND SAFEGUARDING THE NATURAL RESOURCE BASE

Food, water, energy and land are core to human development. These (along with all other natural resources) are provided by ecosystems and biodiversity, which are in decline all over the world due to over-exploitation, conversion and pollution.²⁹ As ecosystems decline so do the services they provide: the climate regulating function of ecosystems, for example, is being compromised as carbon-rich habitats are degraded. A framework could address this by including a target based on the content of the Aichi targets, on the protection and restoration of ecosystems, such as coastal areas and forests, and taking into account the importance of biodiversity.³⁰

RESOURCE CONSUMPTION AND PRODUCTION

Staying within environmental boundaries will become increasingly difficult, as lifting the remaining 1.3 billion people out of poverty will necessarily require increasing consumption of natural resources. Ensuring that consumption levels stay within sustainable limits, while at the same time enabling developing countries to grow their economies and improve standards of living, is a huge challenge. Improving the sustainability of resource consumption and production is critical. And yet reaching this global agreement on sustainable

consumption and production (SCP) has been slow, and implementation even slower. As emphasised at Rio+20, governments, together with the private sector, have a major role to play in ensuring that the full value of natural systems are recognised and integrated into economic decision-making frameworks, including national accounts. They are also key to developing and implementing SCP strategies that reduce inequalities and environmental impacts, and which strengthen transparency and accountability mechanisms. The agreement on SCP reached at Rio+20 should be included within the new framework.³¹

GOAL 10: BY 2030 WE WILL DELIVER SUSTAINABLE ENERGY TO ALL

“We used a candle... that’s how we used to get light. My daughter was really affected as the smoke used to go up her nose,” says Carmen from Peru. The family has now moved. “My daughter feels much happier now. She says with electricity she has everything,” says Carmen.

Energy powers opportunity, yet it has been a grossly neglected development issue. About 70% of sub-Saharan Africa’s people do not have access to electricity.³² With electricity, people can study after dark. Water can be pumped. Food and medicines can be refrigerated. Even more of sub-Saharan Africa’s people – 80% – still cook on biomass or open fires, generating toxic smoke that leads to lung disease. This toxic smoke kills 2 million people a year globally, more than the people killed by malaria and TB combined.³³ With modern cooking and heating methods, women save hours of labour previously spent collecting fuel – time that can be spent earning money, caring or learning.

Modern energy also increases business opportunities. A farmer who can irrigate her fields may double the size of her crop. An electric sewing machine is an invaluable tool to earn money. And with an electric light more money can be earned after dark. According to the NGO Practical Action, “Universal energy access would create a step change in poverty reduction and would help billions out of the darkness and drudgery so many are forced to endure on a daily basis.”³⁴

A specific target on energy did not appear in the MDGs. However, advances in a range of energy-generating technologies mean a widespread roll-out

of modern energy is now feasible. Renewable energy is often the most cost-effective way to provide modern energy access in sub-Saharan Africa.³⁵

The UN initiative Sustainable Energy for All (SE4ALL), launched in 2012, has set goals of universal access to modern energy services by 2030, as well as the eradication of preventable deaths from cooking stoves and open fires, doubling the share of renewable energy sources in the global energy mix, and doubling the rate of improvements in energy efficiency. We propose these targets should be included in the next development framework. Indicators are currently being developed through the SE4All Global Tracking Framework, which includes the World Bank, the NGO Practical Action and other stakeholders. Indicators will need to cover households, community facilities and businesses.

Achieving universal access to modern energy will require considerable effort, however. On current trends the situation will be little better within a generation than it is now.³⁶ Having said that, some countries have made great progress, showing what is possible. In Thailand the share of the population with electricity went from 25% to almost 100% within a decade. Equity considerations will also be crucial. Investment in the developing country energy sector has increased considerably over recent decades, but the number of people with energy access has been slow to change – the investment has tended to benefit those who already have access.³⁷

4 INSTITUTIONAL SUPPORT AND ENABLING MECHANISMS

The ten development goals need to be embedded in global systems that will expedite their achievement. To make this sustainable, the MDG successor framework needs to encompass institutional support. We propose three areas for this kind of support: finance and policy coherence for development; accountability at the international level; and availability of data to monitor outcomes and support accountability.

These proposals are not, for the most part, purely original. Rather, they reflect the thinking of various experts, institutions and relevant processes.

FINANCING AND POLICY COHERENCE FOR DEVELOPMENT

To reinforce their commitment to the post-2015 framework, each country should provide an accompanying national implementation plan and financial strategy. In some countries this may be a core part of the national development plan or medium-term expenditure framework (MTEF). The financing plan should identify potential sources of funding for planned, costed progress on each goal; these are likely to include a mix of taxation, foreign and domestic private investment, and aid. As well as identifying finance sources, the strategy should mention other proposed policy changes to support the finance strategy, such as a growth strategy, or a proposed strengthening of transfer pricing rules.

Central to the financing strategy should be attention to equitable distribution of investment. Each country should identify the appropriate levels of investment per area, sector and target population. However, this must be done in such a way that does not encourage funding silos, but recognises that investments in one area can be critical to the achievement of outcomes in another, such as clean water and nutrition.

This kind of strategy will also support a greater degree of policy coherence for development. It will help to identify and eliminate all types of policies that might harm prospects for the poorest and most marginalised people – not only policies labelled as ‘development’ in richer countries, but policies pertaining to trade, finance, agriculture and investment. The European Union’s commitments to policy coherence for development (eg, the Council Conclusions of November 2009) provide a sound basis to build upon with a future global agreement.

Donor countries should also identify their planned aid contributions. These strategies should reach several years ahead, as do often-used MTEFs, in the context of a country’s long-term development vision for the next generation.

Potential national level commitments might include:

- a percentage of GDP to be spent on key sectors or population groups (including children)
- tax and domestic resource mobilisation targets such as the Abuja targets
- budget transparency and national-level donor targets (reaffirming Busan principles on effective development cooperation – eg, transparency/harmonisation) and triangular cooperation
- targets from the private sector relating to aligned spending and transparency.

ACCOUNTABILITY

To improve the incentive to implement the MDG successor framework, it needs to be accompanied by a formal global accountability and reporting mechanism, which provides a channel for accountability to poor and vulnerable people. This is closely linked with improved data availability on progress (see below) and with transparent reporting of this data.

There are a number of existing accountability mechanisms for the delivery of children’s rights

that can provide useful lessons for the post-2015 framework. These include the reporting procedures related to the Convention on the Rights of the Child and its associated Optional Protocols, the Committee on the Rights of the Child, the child-centred UN Special Procedures (such as Special Rapporteurs and Working Groups), and regional child-rights mechanisms (such as the African Committee on the Rights and Welfare of the Child). Lessons can also be learned from the safeguarding policies and accountability mechanisms of the international financial institutions, such as the World Bank, and the innovative sectoral accountability bodies, such as the Commission on Information and Accountability, related to the UN Secretary-General's Every Woman, Every Child initiative.

DATA AVAILABILITY

Reliable data on the state of human development – especially separate data for different groups such as women and men, or girls and boys – is shockingly inconsistent and therefore unreliable. Moreover, the data that exists may not be the most meaningful. For example, most countries only provide data on school enrolment and completion. One country that has gone beyond this is Ghana – the disaggregated data provided on learning outcomes cited earlier (see

page 8) reveals the crucial issue of failure to learn once in school.

Disaggregated data is also important to reveal pockets of poverty. For example, the Ugandan government and its donors have been criticised for investing in health and education only in the most stable areas, thereby ignoring the people living in the north of the country and suffering the effects of civil war, and in turn exacerbating the sense of exclusion among northerners, which has itself contributed to the war. This issue was revealed by disaggregated data.

In terms of accountability the most effective way forward will be if countries use similar data systems, in order to generate data that is comparable. Development data systems should be globally managed. And countries should commit to annual or bi-annual national level monitoring and data collection, based on common indicators and international agreed data collection standards.

It can be hard to generate enthusiasm for data, which sounds so much less immediate than saving the life of a child. However, to make equitable progress against child mortality, better data is essential. Data collection needs investment, and it is imperative that a global fund for this purpose should be set up. This fund would provide both grants and advisory services to national governments.

5 SAVE THE CHILDREN'S PROPOSAL FOR A POST-2015 FRAMEWORK

The following table sets out indicative targets and indicators in each of the priority goal areas we have discussed.

We see an important role for interim targets to ensure that overarching goals are reached in a progressive way (rather than leaving out the hardest to reach until the end, for example). In addition, we support a common approach to inequality across

different thematic areas, which is likely to involve targeting the ratio of most- and least-favoured groups, in various dimensions. However, with a technical group working on this issue as part of the global post-2015 consultation on inequality, we will not prejudge what we hope will be the emergence of a broad consensus on the appropriate form of inequality targets.

GOAL 1: BY 2030 WE WILL ERADICATE EXTREME POVERTY AND REDUCE RELATIVE POVERTY THROUGH INCLUSIVE GROWTH AND DECENT WORK

Indicative targets	Potential indicators
1. Eradicate extreme income poverty	1a Absolute poverty rate – at \$1.25 a day (by 2022) 1b Absolute poverty rate – at \$2 a day
2. Pursue growth that is inclusive and sustainable, and that provides opportunities for all	2a Relative poverty reduction as a percentage of GDP (per annum) 2b Child stunting, as an indicator of the inclusivity of growth 2c Eradication of relative child poverty (children living in households with less than 50% of median national income) ¹ 2d Reductions in income inequality (measured with 'Palma ratio' of incomes of top 10% to bottom 40%) ² 2e Nationally identified indicators for reducing major forms of horizontal inequality (eg, percentage reduction in spatial income inequalities/percentage improvements in women's economic and political participation)
3. Provide decent work for all	3a Wage share of GDP 3b Closing disparities in employment: youth and gender (employment rates and pay) 3c Percentage of children involved in hazardous work (as defined in ILO 182, art. 3d)
4. Establish a global social protection floor	4a Percentage of GDP allocated to social protection 4b Percentage change in social protection coverage rates (nationally defined)

GOAL 2: BY 2030 WE WILL ERADICATE HUNGER, HALVE STUNTING, AND ENSURE UNIVERSAL ACCESS TO SUSTAINABLE FOOD, WATER AND SANITATION

Indicative targets	Potential indicators
1. Eradicate hunger, halve stunting and halve lack of nutrition	<p>1a Prevalence of under five children stunting disaggregated by income inequality and by gender</p> <p>1b Exclusive breastfeeding for the first six months of life</p>
2. Directly link sustainable food production and distribution systems to nutrition targets	<p>2a Reduction in the number of people who are unable to afford the cost of a nutritious diet. Save the Children's Cost of Diet tool</p> <p>2b Food losses during the production, handling and processing of food, and retail and consumer food waste</p>
3. Ensure 100% of the population have access to adequate, safe and environmentally sustainable water facilities within 1km of their homestead, and in schools and health facilities by 2030	<p>3a Proportion of populations with access to safe drinking water services within 1km of households disaggregated by income, rural and urban location, gender and age</p> <p>3b Proportion of schools and health facilities with direct access to safe drinking water services</p> <p>3c Number of water-related illnesses and deaths reported annually (by income quintile, age and rural/urban location)</p> <p>3d Percentage of countries that have an integrated water resource management policy framework and legislation, which specifically reflects public health concerns</p>
4. Ensure 100% of the population have access to basic sanitation within 1km of their homestead, and in schools and hospitals by 2030	<p>4a Percentage of population that has access to climate resilient safe water sources and hygienic sanitation facilities</p> <p>4b Proportion of households, schools and health facilities with improved sanitation facilities</p> <p>4c Proportion of schools and health facilities with separate and hygienic facilities for children, men and women</p> <p>4d Proportion of poorest quintile with access to improved sanitation facilities</p> <p>4e Proportion of population with access to safe excreta storage, transport and disposal facilities</p> <p>4f Percentage of national spending on sanitation infrastructure provision and maintenance</p>

GOAL 3: BY 2030 WE WILL END PREVENTABLE CHILD AND MATERNAL MORTALITY AND PROVIDE HEALTHCARE FOR ALL

Indicative targets	Potential indicators
1. End preventable child and maternal mortality	<ul style="list-style-type: none"> 1a Maximum under-five mortality in every country of 20 per 1,000 live births, in national average rate and in the poorest two quintiles 1b Reduction in neonatal mortality rate, in national average and in the poorest two quintiles, by at least 50% 1c Reduction in maternal mortality rate, in national average and in the poorest two quintiles, by at least 50%
2. Achieve universal health coverage	<ul style="list-style-type: none"> 2a Percentage of births registered in every segment of society 2b Percentage of births attended by skilled health personnel (national average and in the two poorest quintiles) 2c Percentage of children under five with suspected pneumonia receiving antibiotics or confirmed free of pneumonia (national average and in the two poorest quintiles) 2d Percentage of postnatal visits within two days (national average and in the two poorest quintiles) 2e Percentage of children under five with diarrhoea receiving oral rehydration therapy and continued feeding (national average and in the two poorest quintiles) 2f Financial risk protection – eg, impoverishment head count with depth of poverty measure 2g Human resources for health – eg, ratio of health workers per 10,000 of the population 2h Health management information systems – percentage of districts submitting timely, accurate reports to national level 2i Investment in health – eg, total health expenditure by financing source, per capita and health as a percentage of total government expenditure 2j Percentage of infants aged 12–23 months who received three doses of diphtheria, pertussis and tetanus vaccine 2k Prevalence of modern contraception use among women 15–44
3. Tackle the social determinants of health	<ul style="list-style-type: none"> 3a Reduction in the percentage of health expenditure that is out-of-pocket so that it is below 20% (national average) in every country. 3b Percentage of children under five who are stunted (See Goal 2) 3c Percentage of the population with access to safe drinking water from sustainable sources and basic sanitation (See Goal 2) 3d Education (See Goal 4) 3e Legal frameworks on the right to health – eg, the State's constitution, bill of rights or other statute recognises the right to health

GOAL 4: BY 2030 WE WILL ENSURE ALL CHILDREN RECEIVE A GOOD-QUALITY EDUCATION AND HAVE GOOD LEARNING OUTCOMES

Indicative targets	Potential indicators
1. Ensure that girls and boys everywhere are achieving good learning outcomes by the age of 12 with gaps between the poorest and the richest significantly reduced	1a Proportion of all girls and boys who reach good learning levels in literacy and numeracy by the age of 12 1b Narrowing of the gap in literacy and numeracy learning outcomes achieved by aged 12 between the poorest and richest quintiles, and by gender 1c Ensuring that all the poorest quintile of children can read with measureable understanding to 'read to learn' by the end of their third year in primary school, and gender parity 1d Narrowing the gap in primary and secondary school completion rates between the students from the 20% poorest and richest quintiles by at least 50%, and gender parity 1e Ambitious country-specific targets (these could include more stretching objectives on core skills, but also targets for wider learning, such as life skills, science and ICT)
2. Ensure that the poorest young children will be starting school ready to learn, with good levels of child development	2a Proportion of the poorest children and of girls accessing early child development services 2b Proportion of the poorest young children and proportion of girls achieving minimum levels of child development (potentially assessed through a survey like UNICEF's MICS survey)
3. Ensure that young people everywhere have basic literacy and numeracy, technical and life skills to become active citizens with decent employment	3a Equal access to quality learning opportunities (proportion of young adults with good literacy and numeracy skills) 3b Rates of youth unemployment and underemployment 3c Young people with increased life skills (for example, social competencies, positive identity and values)

GOAL 5: BY 2030 WE WILL ENSURE ALL CHILDREN LIVE A LIFE FREE FROM ALL FORMS OF VIOLENCE, ARE PROTECTED IN CONFLICT AND THRIVE IN A SAFE FAMILY ENVIRONMENT

Indicative targets	Potential indicators
1. End the child deaths from armed conflict; halve the number of non-conflict violent deaths of children (eg, intentional homicide)	1a Number of direct child deaths from armed conflict per year per child population (disaggregated per age and sex) 1b Number of intentional homicides of children per year per child population
2. Halve the number of children who are subject to sexual violence and abuse of any form	2a Rate of girls and women, boys and men subject to physical/sexual violence in the last 12 months 2b Number of adults and children per 100,000 who report via self-reports experiencing sexual violence and abuse in conflict in the last 12 months (disaggregated per age and sex) (national surveys)
3. Halve the number of children subjected to violent discipline at home	3a Prevalence of violent discipline: percentage of children who experienced any violent discipline in the home in the last month (disaggregated per sex and age) (MICS surveys)
4. Halve the number of children unnecessarily living outside family care ³ (including children affected by emergencies)	4a Number and percentage of girls and boys living outside family care (disaggregated by type of living arrangement) (USG strategy, data from national governments) 4b Percentage of separated children being reunited with their family or placed in family-based care (disaggregated per age and sex)

GOAL 6: BY 2030 GOVERNANCE WILL BE MORE OPEN, ACCOUNTABLE AND INCLUSIVE

Indicative targets	Potential indicators
1. Ensure all countries have transparent governance, with open budgeting, freedom of information and holistic corporate reporting	1a Increase in Open Budget Index score (transparency and participation in public budgeting) ⁴ 1b Existence of Freedom of Information (FOI) Act 1c Existence of legislation on corporate reporting that requires companies to report on their social and environmental impact, including human rights impact and tax paid ⁵
2. Ensure all countries have participatory governance, with greater freedom of speech, press and political choice	2a Increase in CIRI indicator of freedoms of speech and press ⁶ 2b Increase in CIRI indicator of freedom of political choice ⁷ 2c Increase in Rule of Law index score on participation (including of marginalised and vulnerable groups) in governance ⁸
3. Ensure all countries have accountable governance, with commitment to the rule of law, more equitable and effective public services, and reduced corruption	3a Increase in overall Rule of Law index score ⁹ 3b Improvement in equity and effectiveness of public services (with access to services disaggregated by gender, region, ethnicity, etc.) ¹⁰ 3c Reduction in perception of corruption ¹¹

Targets and indicators listed below are examples of those being debated by sector experts – for example, by participants in the Global Partnership for Effective Development Cooperation or the UN's Energy For All Initiative.

GOAL 7: BY 2030 WE WILL HAVE ROBUST GLOBAL PARTNERSHIPS FOR MORE AND EFFECTIVE USE OF FINANCIAL RESOURCES

Indicative targets	Potential indicators
1. Increased and more effective use of resources for development	<ul style="list-style-type: none"> OECD DAC donors will uphold their commitment to allocate 0.7% of GNI to ODA Bilateral and multilateral development actors progress on the principles established through the Global Partnership for Effective Development cooperation (agreed at the Busan HLF4) (using their monitoring indicators) Increased transparency of financial flows through south–south cooperation¹² Progress on countries committing to and delivering automatic exchange of beneficial ownership information¹³ Tax to GDP ratio and the direct: indirect tax ratio¹⁴
2. International transparency to support domestic resource mobilisation	
3. Establish and enforce intellectual property rights that work for development	

GOAL 8: BY 2030 WE WILL BUILD DISASTER-RESILIENT SOCIETIES

Indicative targets	Potential indicators
1. Nations to halve disaster mortality rates by 2030	<ul style="list-style-type: none"> Crude mortality rate (disaster deaths by 1,000 inhabitants) Direct economic losses as percentage of GDP National disaster risk reduction and resilience plans adopted and referenced in national development plans
2. Nations to halve disaster related economic loss by 2030	
3. All nations to develop a national disaster risk reduction and resilience plan by 2020	

GOAL 9: BY 2030 WE WILL HAVE A SUSTAINABLE, HEALTHY AND RESILIENT ENVIRONMENT FOR ALL

Indicative targets	Potential indicators
1. Human health impacts due to environmental pollution are significantly reduced	<ul style="list-style-type: none"> • Total disease burden and premature mortality due to environmental factors and reported in poorest quintile populations¹⁶ • CO₂ emissions per capita, per \$1 GDP and total • Percentage of habitats, including forests, agriculture and aquaculture systems, protected or under environmentally sustainable management plans • Percentage of species at risk of extinction • Percentage of harvested species, including fish, within safe biological limits • Percentage of countries with SCP national programmes or action plans in place • Trends in carbon and water intensity of agriculture, forestry and energy sectors
2. Greenhouse gas emissions have peaked globally by 2030 and the number of people exposed to climate-related events is significantly reduced	
3. 30% of terrestrial, inland water and marine ecosystems are restored and safeguarded, and biodiversity protected	
4. Sustainable Production and Consumption principles ¹⁵ are embedded across all sectors within all countries	

GOAL 10: BY 2030 WE WILL DELIVER SUSTAINABLE ENERGY TO ALL

Indicative targets	Potential indicators
1. Universal access to modern energy services	<ul style="list-style-type: none"> • Number of households/premises with an electricity connection • Number of households/premises with a modern cookstove • Final consumption of different types of renewable energy • Policy measures supporting renewable energy • Investment in renewable energy • GDP energy intensity, measuring primary energy used to generate energy for consumption, broken down into residential, agriculture, industry, services and transport sectors, and also the electricity and gas supply sectors • Energy consumption of specific energy intensive products • Policy measures supporting energy efficiency
2. Eradicate preventable deaths from cook stoves and open fires	
3. Double the share of renewable energy sources in the global energy mix	
4. Double the rate of improvements in energy efficiency	

6 CONCLUSION – SAVE THE CHILDREN’S VISION

“Overcoming poverty is not a task of charity, it is an act of justice. Like slavery and apartheid, poverty is not natural. It is man-made and it can be overcome and eradicated by the actions of human beings. Sometimes it falls on a generation to be great. YOU can be that great generation. Let your greatness blossom.”

Nelson Mandela¹

Humans have struggled for millennia. With hunger, with disease, with want and squalor, and with ignorance. With natural disasters, with conflict, with the violence within our own natures and with governing ourselves.

But humans are incredible. Our hard work, ingenuity and contributions to the global commons mean we have reached an unprecedented turning point. It is within the reach of our technical ability and our political systems to eradicate absolute poverty, in all its dimensions, forever.

While we do this, we must remember that all our economic achievements depend absolutely on natural systems, which we must steward and support much better.

But we can, now, eradicate absolute poverty and extreme inequality.

We can create a world where everyone has enough to eat, everyone has enough schooling to flourish, everyone has sanitation to keep them healthy and clean water to drink, and everyone has access to a healthcare when they fall ill. A world where everyone is secure – that they have the means to a livelihood, that there is a safety net to see them through periods of economic hardship, and that their community is prepared for the worst nature can throw their way. A world where everyone looks their fellow human beings in the eye, for they know that all deserve the same respect, woman or man, child or adult, from south or from north.

The treatment of children is a barometer of a society. And in this world, children – our children – will not only survive, but thrive.

If governments north and south, businesses north and south, and people north and south, honour our MDG promises, and also go the next step to get to zero, we can create the enabling conditions for progressive human development, underpinned by environmental sustainability. Together, we can do this within a generation.

Now that would be a truly historic achievement, something to be proud of. It is possible. It is the right thing to do. It is surely a challenge the global community must embrace.

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1 FINISHING THE JOB: BETTER OUTCOMES, FASTER PROGRESS

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5 SAVE THE CHILDREN'S PROPOSAL FOR A POST-2015 FRAMEWORK

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6 CONCLUSION

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ENDING **POVERTY** IN OUR GENERATION

Save the Children's vision for
a post-2015 framework

The Millennium Development Goals – one of the most resonant and unifying agreements in political history – reach a turning point in 2015, the deadline for their realisation.

We must do everything in our power to achieve them. But we also need to find an agreed way forward on work that will remain to be accomplished.

This report sets out Save the Children's vision for a new development framework – consisting of ten goals, plus targets and indicators – that will support the creation of a world where all people everywhere realise their human rights within a generation.

Recognising that the global consultation is ongoing, and many voices are still to be heard, we do not present this as a final position. Rather, it is an indicator of our priorities and – we hope – a contribution to the process of crystallising the eventual solution.

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