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THE MILLENNIUM DEVELOPMENT GOALS AND POST-2015: SQUARING THE CIRCLE

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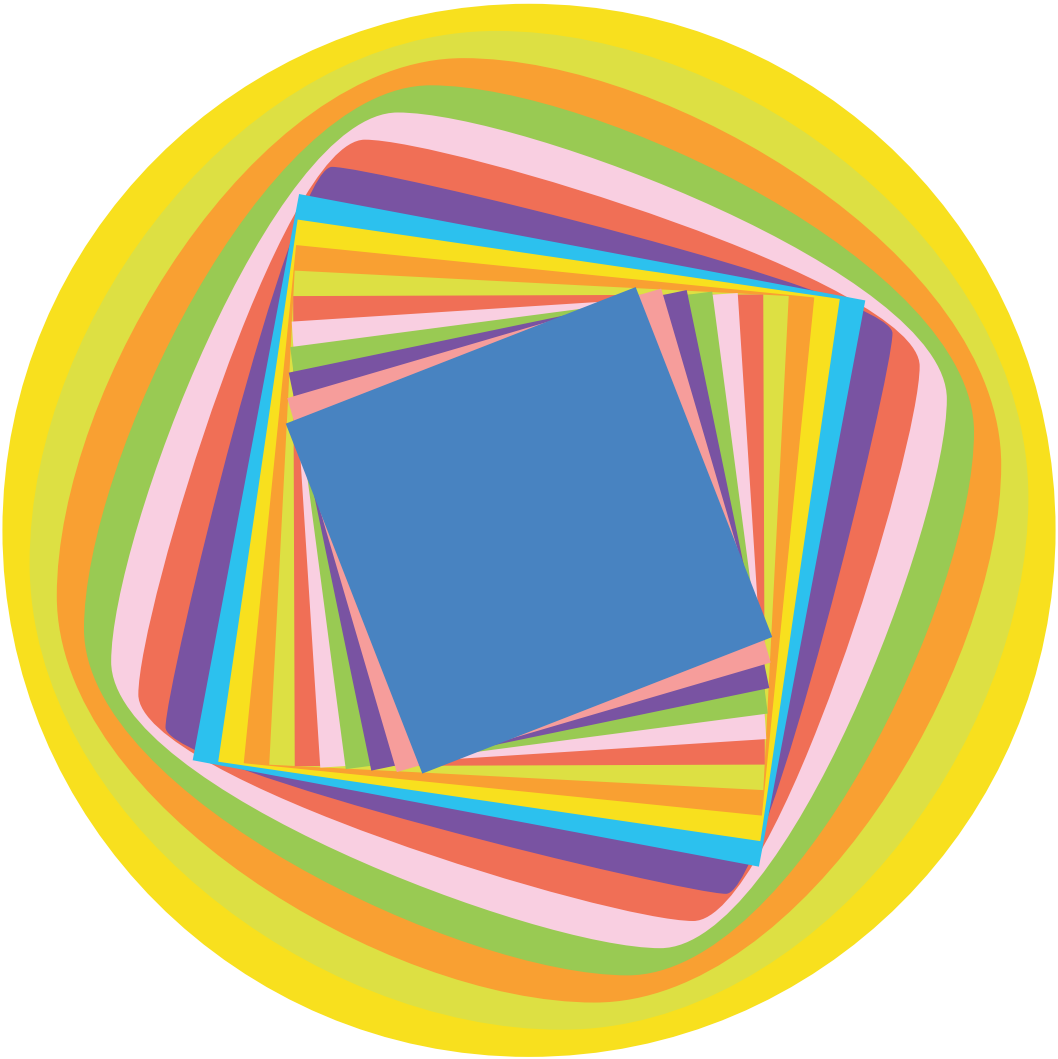

THE MILLENNIUM DEVELOPMENT GOALS AND POST-2015: SQUARING THE CIRCLE

Barry Carin and Nicole Bates-Eamer

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ACRONYMS

BMI	body mass index
DALYs	Disability-Adjusted Life Years
HALE	Healthy Life Expectancy
ICT	information and communications technology
ILO	International Labour Organization
KDI	Korea Development Institute
MDGs	Millennium Development Goals
OECD	Organisation for Economic Co-operation and Development
PISA	Programme for International Student Assessment
WHO	World Health Organization
WTO	World Trade Organization
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction

EXECUTIVE SUMMARY

The Centre for International Governance Innovation (CIGI) and the Korea Development Institute (KDI) organized a consortium including the International Federation of Red Cross and Red Crescent Societies, the International Poverty Reduction Center in China, the Tata Institute of Social Sciences, the University of Pretoria, the University of Manchester and the Getulio Vargas Foundation. The purpose of the consortium was to gather advice from a broad range of voices on what should succeed the Millennium Development Goals (MDGs) in 2015. Conferences were organized in Geneva and Bellagio (Italy) in 2011 and at the Organisation for Economic Co-operation and Development (OECD) in 2012, with consultations in 2012 in Beijing, Seoul, Pretoria, Mumbai, Rio de Janeiro, New York and Washington, concluding with a conference in February 2013 in Bellagio.

In September 2000, world leaders produced the Millennium Declaration, recognizing a collective responsibility to work toward "a more peaceful, prosperous and just world." The MDGs reaffirmed this vision and launched an ambitious global partnership for development. The MDGs set specific targets for 2015 and use numerical indicators to measure progress.

Goals matter. The MDGs are a big success, particularly as a public communications device. The MDGs focussed attention and mobilized resources to reduce poverty, achieve basic education and health, and promote gender equality. By 2015, the world will have met two of the key targets (halving the poverty rate and universal primary education); individual countries will have met several more. Despite substantial progress since 2000, more needs to be done. The MDGs were criticized for omitting enabling factors and for being one-size-fits-all, imposed top-down. Shortcomings included ignoring economic growth, inequality, secondary and tertiary education, security, disaster resilience and governance.

During the course of the project, we received sage advice: "goals must be simple to understand, relevant everywhere"; "base goals on already agreed language"; "start with an empowering vision"; "stress the key elements of development"; "include the drivers of change"; "focus on rules to allow mobilization of own resources"; "emphasize interconnections and inter linkages"; "mainstream accountability"; "make the goals rights-based"; "underscore democracy"; "highlight corruption"; "recognize planetary boundaries"; integrate with the Sustainability Goals; avoid a "Christmas tree" wish list; "disregard ideological values"; and "ignore cost estimates to achieve the goals."

Purely aspirational goals are not enough. Measurement is essential — goals should be included in a post-2015 framework if, and only if, there are plausible indicators to track progress and make comparisons. Indicators are critical to measure starting points and what needs to be done. People and organizations respond to the incentives embodied in the indicators that measure their performance. We provided an inventory of the relevant indicators and indices available from administrative data and surveys. The post-2015 debate provides the impetus to improve development data and statistics.

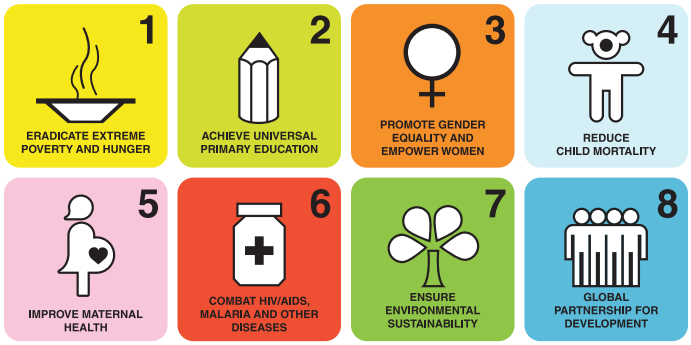
Selecting the post-2015 goals is an overconstrained exercise. Universal "one-world goals," applicable to all countries should drive the post-2015 agenda. A three-part empowering structure should focus on: essential individual endowments; collective human capital; and enabling environments and institutions.

After considering first seven, then 12, followed by 11 goals for a post-2015 framework, we decided how to square the circle. We recommend 10 goals, each with a series of indicators: inclusive growth; sufficient food and water; education and skills; health; gender equality; connectivity; good governance and rule of law; sustainable management of the biosphere; resilient communities; and equitable global rules. Targets and indicators should be locally adapted to ensure country ownership and development effectiveness.

INTRODUCTION

This paper is based on a series of reports and discussions on the post-2015 development agenda that took place over the past two-and-a-half years during an innovative project co-hosted by CIGI and KDI.[1] There were conferences in Geneva and Bellagio (Italy) in 2011 and one in Paris in 2012. Consultations took place in 2012 in Beijing, Seoul, Pretoria, Mumbai, Rio de Janeiro, New York and Washington. The project concluded with a conference in February 2013 in Bellagio. The paper reviews the history of the MDGs, describes the current context and lists our premises and starting points. It then provides a brief summary of the evolution of our view. We conclude with some observations on each of our 10 recommended goals.

Figure 1: The Eight MDGs



In September 2000, world leaders produced the Millennium Declaration, recognizing a collective responsibility to work toward "a more peaceful, prosperous and just world." The MDGs reaffirmed this vision and launched an ambitious global partnership for development. The MDGs set specific targets for 2015 and use numerical indicators to measure progress. The MDGs galvanized support to reduce poverty, achieve basic education and health, and promote gender equality and environmental sustainability. By 2015, the world will have met, or nearly met, some targets (halving the poverty rate and achieving primary education for all). Despite the substantial progress Africa has made since 2000, it still lags behind. While the MDGs have been successful, focussing attention and mobilizing resources, more needs to be done.

The MDGs focussed on the "bottom billion," aiming to achieve a basic level of income, education, gender equality and health (MDGs 1–6). The MDGs paid some attention to environmental sustainability, but not enough to the economic and social dimensions of sustainable development (MDG 7). The current MDGs give only an afterthought to global public goods (MDG 8), and do not provide specific numerical targets for this goal. While some argue that the focus should be kept on the current MDGs, there is a persuasive rationale for why new challenges should be addressed, given the dramatic changes in the international development landscape over the past two decades.

There has been a shift in where the world's poor live. In 2010, only 10 percent of the poor lived in stable low-income countries — it was 80 percent in 1990. In 2010, 66 percent of the world's poor resided in middle-income countries (most were in China and India), while 24 percent lived in fragile low-income countries, which must improve basic security and governance if they are to make progress in poverty reduction. There are several other trends transforming development and development discourse. By 2000, 40 percent of the world's population lived in cities and there were less than 100 million international migrants. By 2050, 70 percent of the world population will reside in cities, with more than 400 million migrants. Globally, the aging population presents a complex set of challenges with respect to the labour market, health care and pensions. The concept of poverty reduction is being replaced by the more ambitious and challenging notion of inclusive growth, the result of the phenomenon of increasing inequality amid declining poverty. On the environmental front, the consequences of climate change are becoming more acute with each passing year. In recent years, natural and man-made disasters have brought the issue of disaster risk reduction and resilience to the forefront of the discourse.

The current MDGs leave out governance (participation, transparency and accountability) and security (freedom from violence and vulnerability), overlook income inequality and access to opportunity (including access to infrastructure) and remain silent on *how* to meet basic human needs through self-sustaining growth and development. Other topics suggested for post-2015 goals were anti-corruption, social protection and global public goods.

To respond to emerging global and national challenges, the post-2015 development agenda should be based on a comprehensive and holistic notion of development. Goals, targets and indicators should follow from Amartya Sen's (1999) notion of "development as freedom." Surveys show that, even for the poorest, meeting basic needs is not enough. The World Bank's Voices of the Poor exercise, for instance, concluded that the priorities of the poor were employment, better connections to the rest of the world, reduced threats of violence and an end to humiliation and disrespect. The post-2015 goals should not only provide for basic human needs, but also ensure essential human rights and create enabling conditions to help individuals realize their potential. They should also be comprehensive enough to incorporate the Sustainable Development Goals, whose formulation is under discussion following the Rio+20 Summit, to avoid two different sets of goals for the post-2015 period. Future goals must become sustainable one-world goals that apply to poor and rich countries alike.

1 See the resources listed at: www.cigionline.org/project/toward-post-2015-development-paradigm.

OUR JOURNEY

Hosted by the International Federation of the Red Cross and Red Crescent Societies in Geneva in February 2011, our initial meeting convened a diverse group of experts. Based on an intensive review of the strengths and weaknesses of the MDGs at that meeting, we proposed a new group of eight candidate goals to succeed the MDGs (Carin and Kapila, 2011). They included eliminating extreme poverty and hunger, achieving universal literacy, increasing life expectancy, limiting CO_2, improving human security, ensuring universal connectivity, promoting empowerment and a "wild card" that individual countries could select based on their national circumstances. Universal literacy was selected given the criticism of primary enrollment as the MDG education goal — enrollment represents an input rather than an output or outcome. Universal connectivity was included to enable infrastructure beyond information and communications technology (ICT), that is, access to electricity, sanitation and transportation. Given the pressure to not expand the number of goals ("If everything is a priority, then nothing is a priority."), but to include other issues like security, infrastructure and governance, we decided to make room by consolidating the three health MDGs into one health goal. Again, to limit the number of goals, we thought it prudent to omit population dynamics, given the heated controversy involved in any intimation of population control. We also omitted urbanization and migration, because these are trends, rather than ends.

At Bellagio in June 2011, our consortium reviewed these eight prospective goals. We proposed a three-part empowering structure focussed on: essential individual endowments; collective human capital; and enabling environments and institutions.

For individuals to fulfill their potential, the post-2015 goals should do more than tackle extreme poverty and hunger and achieve basic education and health. The post-2015 goals should seek to deliver better living standards through inclusive growth by accelerating increases in income and employment, and by providing the essential endowments for individuals to achieve their potential, especially for the poorest 20 percent. Social inclusion and protection should be an integral part of this goal. The education goal should move beyond primary schooling toward universal literacy and numeracy and improved job skills, measured with result-based indicators. The health goal should focus on productive life expectancy in all countries.

For collective human capital, the post-2015 goals should promote and protect gender equality, connections between people and communities, and individuals' security and rights. The gender equality goal should include economic autonomy. Infrastructure is important for access to opportunity, as it allows people to be connected with one another and realize mutual gains. Universal access to ICT, transportation and energy is necessary. Without being overly prescriptive, the security and rights goal should promote public participation, accountability and transparency, and reduce violence and vulnerability.

For creating enabling environments and institutions, the post-2015 goals should emphasize safe, sustainable and resilient communities and environments, and equitable rules for cooperative partnerships. The global community should promote research and development collaboration, and price greenhouse gases for environmental sustainability. For disaster resilience, the new goal should emphasize disaster-resistant designs and early warning and rapid response systems. The goals should focus on improving the capability to prepare for, live through and bounce back from the effects of a natural or man-made hazard or shock. For global governance and equitable economic rules, the new goal should seek to improve the representativeness and effectiveness of international organizations and set the "rules of the game" for trade, finance, investment and labour mobility to ensure equal access to opportunities.

At Bellagio, the number of goals was relaxed, with a view to presenting "candidate goals" to feed into the forthcoming debate at the United Nations. Originally, we believed that we should keep our number of goals to eight or less for communication purposes. But we ended up with 12 "candidate" goals. We split "eradicating extreme poverty" into two goals — "jobs and income" and "food security and safe water." This was at the insistence that we needed an increased focus on jobs and livelihoods, and hunger needed to be addressed independently to avoid being overshadowed by poverty. We replaced universal literacy with skills and education. We decided that empowerment was unsatisfactory as a candidate goal — its definition was contested and it was difficult to measure. Instead, the MDG "gender equality" should be retained, and empowerment can also be addressed through a goal on rights. At Bellagio, we rejected using reducing CO_2 emissions as the proxy for environmental sustainability, despite the clarity of the consensus around restraining global temperature rise to two degrees above pre-industrial levels. We added candidate goals for disaster resilience, civil and political rights, equitable economic rules and global governance. The final three goals were a result of the evolution of our discussions on empowerment to enabling conditions for development.

We proposed a two-track structure of global and country targets under universally agreed principles. Universal goals should provide a sense of direction for global development, but targets and indicators should be locally adapted to ensure country ownership and development effectiveness.

Our next stage was based on the observation that purely aspirational goals would be ineffective. Measurement was essential — goals should be included in a post-2015

framework if, and only if, there were plausible indicators to track progress and make comparisons. Indicators are critical.[2] Furthermore, indicators should be able to display results disaggregated by gender, age, urban/rural, vulnerable groups and so on. The United Nations intended to disaggregate data for the MDGs but this did not happen. So, our research effort focussed on arraying the potential indicators for each candidate goal. This resulted in a report that we presented at a meeting hosted by the OECD in Paris in April 2012.[3] The report was a survey of the potential indicators and data sources that could underpin the proposed goals and included strengths and weaknesses of various approaches.

Following Paris, we held a series of consultations around the world so we could then provide informed advice to the UN process. These five regional consultations reviewed our proposal, and assessed the appetite in the region for post-2015 development goals. Participants were invited by our host partners and included members of civil society, academia, governments and international organizations. The product of these efforts was the special report, *Post-2015 Development Agenda: Goals, Targets and Indicators*, which we presented in November 2012 in New York and Washington. The major change driven by our extensive consultations was to decrease the number of candidate goals to 11, incorporating "equitable economic rules" in global governance. This decision was driven by the paucity of credible indicators for economic rules and the differences of opinion concerning the definition of "equitable." To deal with the widespread contention that post-2015 goals should deal with inequality, we changed the "jobs and income" goal to "inclusive growth." The special report was presented to the UN as a menu of candidate goals and as a resource for their decision making.

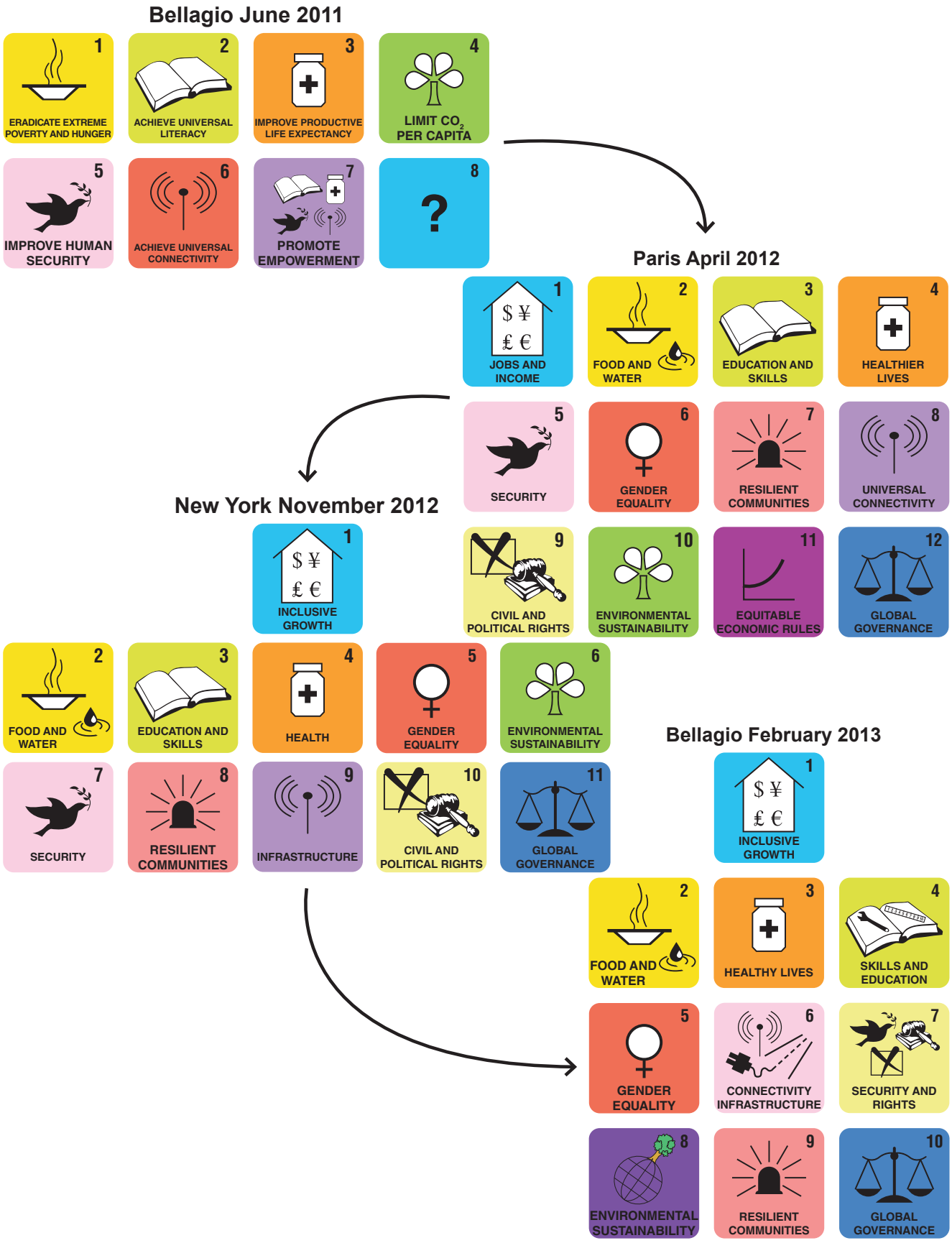
For our final meeting in Bellagio in February 2013, however, we went one step further. With the UN consultation process (74 country consultations, 11 thematic conferences, a high-level panel and a special adviser) eliciting a cacophony of dissonant voices, at our final conference we posed the question on what we would recommend if given the unenviable task of having to decide. Goals must be few in number (so some sector goals will have to be omitted entirely or consolidated with others — lowering their visibility and disappointing interest groups). We concluded that 11 goals were indeed too many; but that the limit of eight was insufficient. There is a strong desire and need to include critical enabling factors, which were omitted from the MDGs. These include security, governance and connectivity. We decided that "resilience" had to be included to cover the humanitarian dimension.

Goals must be simple to understand, relevant everywhere, measurable and enabling. They must avoid the calculated ambiguity of most negotiated documents, which leads to an "agreement all despise." Most important, post-2015 goals must galvanize widespread endorsement and action. We received a lot of passionate advice: "base goals on already agreed language"; "start with an empowering vision"; "stress the key elements of development"; "include the drivers of change"; "focus on rules to allow mobilization of own resources"; "emphasize interconnections and inter linkages"; "mainstream accountability"; "make the goals rights-based"; "underscore democracy"; "highlight corruption"; and "recognize planetary boundaries". We were advised to avoid a "Christmas tree" wish list, disregard ideological values and ignore estimating costs of achieving the goals.

2 "Tell me what you're going to measure; and I'll tell you how I'm going to behave." "[W]ithout solid information we cannot measure where we are and what needs to be done... If the world cannot get the right numbers, it cannot come out with the right solutions." "It is better to use imprecise measures of what is wanted, rather than precise measures of what is not." We must be careful with goals or targets phrased as ratios or percentages — targets stated as proportional reductions in outcomes ignore the scale effects of population growth, which can lead to greater impoverishment in absolute numbers being masked by improvement in proportions.

3 Available at: www.cigionline.org/sites/default/files/Post-2015%20Goals,%20Targets%20and%20Indicators%20background%20paper_WEB.pdf.

Figure 2: CIGI's Post-2015 Development Agenda Project



CONCLUSION

The simplicity of the MDGs should be retained. The fact that the MDGs were easily understood made them a powerful and effective tool at the country level. Tough decisions have to be made. Keeping the number of goals, targets and indicators to a manageable number, while providing coverage that is as comprehensive as possible, requires trade-offs. Some important issues will have to slip away. Access to equal opportunities to enable individual potential is at the core of inclusive development. This view is consistent with the objectives set by World Bank President Jim Yong Kim: end poverty, empower the people and boost prosperity for all.

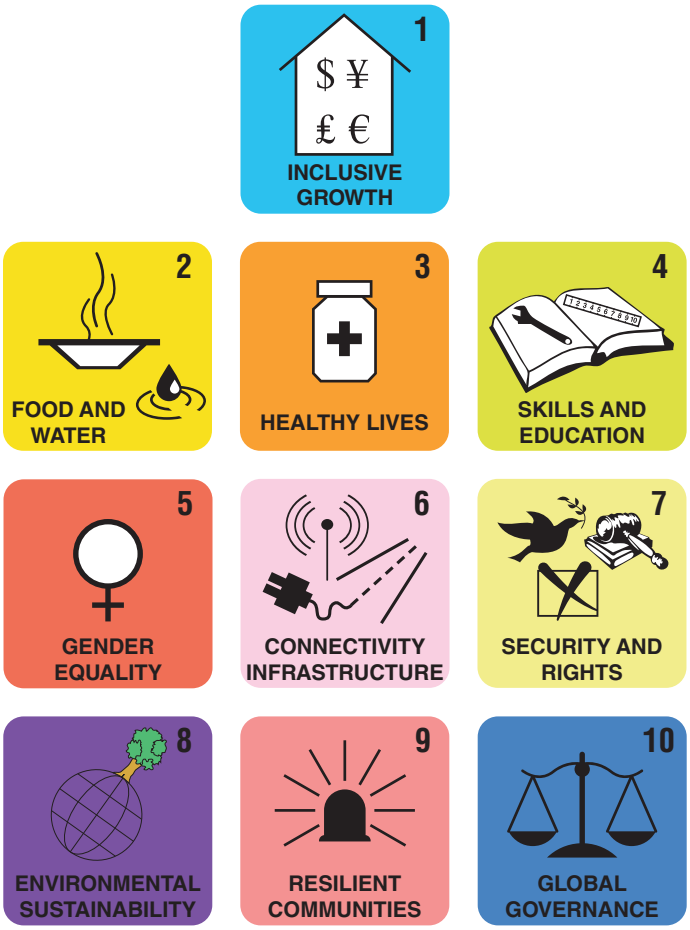
The current MDGs are comprised of eight goals — 21 targets with 60 indicators. Our prescription is to limit the number of goals to 10. Goals focussed on acupuncture points — the "energy meridians" with multiplicative impact on other dimensions — should be chosen. Goals should be selected if and only if one can envisage existing or future provision of indicators sufficiently reliable to track progress. Goals should embody the tools to unleash potential. For example, goals on connectivity are the most effective dimension to assist the poorest and least developed. Goals should be formulated for new issues such as economic growth, inequality, secondary and tertiary education, security and disaster resilience.

The new agenda of "one-world goals" should be applicable to all — both developing and developed economies, as well as the emerging economies that have succeeded in bringing the majority of their population out of extreme poverty since 2000. All countries should be responsible for addressing poverty, inequality and unsustainability — both within their own borders and beyond. All countries are on a continuum of development that does not end with a certain income level. A one-world approach fundamentally reframes the development paradigm.

We must relax our ambition to find the perfect indicators for each goal. Like a thermometer that tells you someone's temperature but not *why* they have a fever, an indicator does not diagnose the problem, it just measures the trend. Indicators are a way to track improvements or failures in certain areas. They cannot tell you what policies to change or why things are happening. We must remember that the purpose of an indicator is simply to indicate.

We must ease up on the requirement that measurable indicators currently exist for future goals. Future special surveys can substitute for administrative data. The post-2015 debate does provide an opportunity to take stock of and reinvigorate data collection and availability. Ambitious goals and technological advancement will improve international statistical capacity to address challenges in data collection. We should retreat from a prejudice against complex indices,[4] like the Food Consumption Score, the Healthy Life Expectancy Index,[5] the Global Footprint and the Multidimensional Poverty Index.

Figure 3: 10 Recommended Post-2015 Goals



4 Indices must be interpreted with care. Statistics are not value-free; indeed, as the adage goes, "statistics are like sausages — you like them better if you do not know what is in them."

5 This index has been criticized for not capturing the range of impacts of risks due to sex and reproduction within health and for deficiencies related to age, discounting and disability weights. Composite indices suffer from arbitrary measurements and the impenetrability of sensitivity calculations. The Multidimensional Poverty Index seems relatively robust.

ONE-WORLD GOALS

Selecting the post-2015 goals is an overconstrained exercise. To square this circle, we recommend the following 10 goals:[6]

1. Inclusive growth for dignified livelihoods and adequate standards of living.
2. Sufficient food and water for active living.
3. Appropriate education and skills for full participation in society.
4. Good health for physical, mental and social well-being.
5. Gender equality for enabling women and men to participate and benefit equally in society.
6. Connectivity for access to energy, transportation and communications.
7. Good governance and rule of law for citizen participation and personal and community security.
8. Sustainable management of the biosphere for people and planet to thrive together.
9. Resilient communities for reduced disaster impact from natural and man-made hazards.
10. Equitable rules for the governance of global institutions and co-operative partnerships.

6 Nationally determined targets would provide political space for each country.

ANNEX 1: COMMENTS ON THE PROPOSED POST-2015 GOALS

INCLUSIVE GROWTH FOR DIGNIFIED LIVELIHOODS AND ADEQUATE STANDARDS OF LIVING

Growth is the most important factor in reducing poverty, dealing with social exclusion, rising inequality amid declining poverty and addressing social protection issues. There are five dimensions: inclusive growth, income poverty, inequality, dignified livelihoods and employment (Asian Development Bank, 2011).

Economic growth may impact poverty reduction in different ways in different countries (Bergh and Melamed, 2012) and growth is a necessary, if not sufficient,[7] condition for broader development (Commission on Growth and Development, 2008). Sustained growth is essential to mobilize domestic resources for governments to provide access to education, health, social security and physical infrastructure, and resources that facilitate equal opportunities.

The World Bank's Voices of the Poor study (2000) identified having a job as one of the four main priorities of poor people. Having a job enables choices, provides dignity and contributes to a person's self-respect and confidence. The International Labour Organization (ILO) estimates that, globally, 200 million people were unemployed in 2011 (including 75 million youth). More than 400 million new productive jobs will be needed over the next decade to avoid a further increase in unemployment. This will still leave 900 million workers and their families living below the US$2 a day poverty line, largely in developing countries. In 2011, nearly 456 million workers were living in extreme poverty (below the US$1.25 a day poverty line) (ILO, 2012a). Underemployment and vulnerable employment remain predominant features in developing countries. While women's participation in labour markets has been improving, they still lag behind and have lesser job security in many regions. In weakening economies, there is increasing youth unemployment, accompanied by social unrest. Long-term unemployment is also worrying. For instance, 29 percent of the unemployed in the United States have been looking for jobs for over one year (ILO, 2012b).

National poverty measures could be based on absolute as well as relative poverty measures, depending on a country's aspirations. The next big challenge is to reduce the large proportion of the population living on less than

7 Growth is not a sufficient condition — as the saying goes, a rising tide raises all boats, but what if your boat has a hole in it, or worse, if you have no boat.

US$2/day.[8] The ratio of income/consumption of the top 20 percent to the bottom 20 percent (or inter-quintile ratio) can provide a measure of inequalities at both ends of the income distribution. "No one indicator, such as income, is uniquely able to capture the multiple aspects that contribute to poverty" (Oxford Poverty and Human Development Initiative). In 2010, the Multidimensional Poverty Index[9] measured the joint distribution of the outcomes related to several goals aside from income and employment.

In 2008, the UN introduced the target to "achieve full and productive employment and decent work for all, including women and young people" (ILO, 2009). In developing economies, the challenge is the informality of jobs, which fail to provide a decent livelihood; in developed countries, long-term unemployment and part-time involuntary work, among others, are significant issues, as is underemployment.

SUFFICIENT FOOD AND WATER FOR ACTIVE LIVING

The MDG targets and indicators on poverty obscured those for hunger; progress on reducing hunger has been marginal. As basic needs, food and nutrition are too important to risk being eclipsed by poverty. Ending hunger and malnutrition is a critical prerequisite for inclusive economic growth. Safe drinking water, also required for basic survival, is intrinsically linked to food and, therefore, we group water together with food. We also include sanitation in food and water.[10] Food and energy markets are interdependent. Careful monitoring of the destination of agricultural resources into alternative uses can raise alarms. A further complication is that the impacts of climate change will be felt through various dimensions of the water cycle.

Consensus seems to have been reached on the definition of food security: "food security exists when all people, at all time, have physical, social and economic access to sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life" (World Food Summit, 1996, cited in Shaw, 2007).[11] Food security includes several dimensions, from physical adequacy, to nutritional value and safety, to taste, which must be addressed against standards that may be highly subjective (such as food preferences and dietary requirements).

If post-2015 goals are to apply to all countries, an indicator must address the one billion people who are "overnourished" or overweight; this is an expensive public health problem.

The multidimensional nature of food security and nutrition poses many challenges for measurement. There are challenges in the cross-country comparability of data, the reliability of data and the quality, consistency and periodicity of the information being collected. Problems exist with respect to current coverage and timeliness of data collection. Either we have anecdotal, occasional evidence gathered through ad hoc projects, usually over such a limited scale that it cannot be deemed representative, or we have survey-based evidence of broadly defined food expenditures and acquisitions at the household level. Survey data is aggregated at a level that — simply put — does not allow for analysis on nutritional adequacy and gender disparity. An indicator on body mass index (BMI) could measure obesity and diet problems in developed countries (and emerging economies) and hunger and undernutrition in developing countries. We noted arguments for process indicators, such as identifying a national nutrition focal point, establishing national nutrition plans and the percentage of national GDP devoted to food and nutrition security.

The MDG indicator on improved drinking water was reached in 2010, five years ahead of schedule; however, over 700 million people still rely on unimproved sources for drinking water, and 2.5 billion people lack access to improved sanitation facilities. As recommended by the WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation (Hutton, 2012), a post-2015 framework should drop the "improved" and "unimproved" terminology and adopt a basic global minimum or threshold for everyone.

8 It may also be noted that US$2 is the median of the national poverty lines of all developing countries and better represents the developing world poverty threshold than US$1.25, which is the mean of the national poverty lines of the poorest 15 countries in the world (in terms of per capita consumption) (World Bank, 2008).

9 See: www.ophi.org.uk/research/multidimensional-poverty/.

10 Throughout our consultations, we received different advice. Some said water should be here, others argued it should be linked with goals on health, or infrastructure, or environmental sustainability or omitted completely. Grey and Sadoff (2007) define water security as the "reliable availability of an acceptable quantity and quality of water for health, livelihoods and production, coupled with [an] acceptable level of water-related risks." The World Health Organization (WHO)/United Nations Children's Fund (UNICEF) Joint Monitoring Programme's Post-2015 Sanitation Working Group presentation proposed an overall sanitation goal with the objective of "universal use of sustainable sanitation services that protect public health and dignity" (Hutton, 2012: 14). The working group defines "adequate" sanitation as: "separates excreta from human contact and ensures that excreta does not re-enter the immediate household environment; is safe and durable; has a household or shared toilet within or nearby the plot, shared by no more than 5 families or 30 people, whichever is fewer, and used by people who know each other; is accessible at all times to all members of household, including those with disabilities; and protects users from culturally-inappropriate exposure or invasion of privacy."

11 The concept of food security has "evolved, developed, multiplied and diversified" (Shaw, 2007: 383). One count put the number of definitions of "food security" at close to 200 (Smith et al., 1993).

Water could include indicators that address both a narrow definition, focussing on households, and a broader definition, focussing on water for livelihoods and safety from water-related disasters such as floods and droughts. The narrow definition's objective would be to ensure that households have safe and reliable sources of water, close enough to the dwelling to be accessed in adequate quantities and in secure conditions at an affordable cost. The desired outcomes for the broader definition would be the adequate and reliable supply of water to meet food and livelihood needs and reduced vulnerability or greater resilience to drought and flood. Conceptually, for the candidate goal on food and water, water will be limited to the narrow definition — this may receive strong criticism from those arguing that different components of water resource management cannot be practically divided.

GOOD HEALTH FOR PHYSICAL, MENTAL AND SOCIAL WELL-BEING

The scope of this goal is based on the WHO's definition of health: "a state of complete physical, mental and social wellbeing, and not merely the absence of disease or infirmity, is a fundamental human right and that the attainment of the highest possible level of health is a most important world-wide social goal whose realization requires the action of many other social and economic sectors in addition to the health sector" (WHO, 1978, para. I). Good health is shaped by individual genetic endowments, behavioural choices, multisectoral public policies and access to health services.

The three MDG goals on health should be consolidated into one. The three health goals mobilized resources and action on children's health, maternal health and major infectious diseases (HIV/AIDs, malaria and tuberculosis). Great progress has been made. In a new framework of one-world goals, however, in which we want to address several global challenges, it is not practical to have health occupy three goals. In any case, the incidence of disease is changing, and non-communicable diseases must be included in a future framework. We moved health up the numerical list, moving it from goal four to goal three, and ahead of education. We did this because, logically, health comes before education as a basic need. The significance of health for development is well documented.

We originally proposed the WHO Disability-Adjusted Life Years (DALYs) index to frame the health goal. DALYs are the sum of years of potential life lost due to premature mortality and the years of productive life lost due to disability. In Paris, we were convinced to replace DALYs with the WHO's Healthy Life Expectancy (HALE). HALE is a metric that has the advantages of the DALYs, in that it reflects both fatal and non-fatal health outcomes. Calculating HALE, like DALYs, however, requires detailed information on mortality and morbidity that is not widely available in many countries; HALE is often based on estimates, is relatively slow to change from year to year and is a measure with little in the way of disaggregation. Furthermore it "does not capture the range of impacts of risks due to sex and reproduction within health and, most certainly, as related to other development objectives."[12] Nonetheless, on balance, we settled on HALE.

A conceptual framework of health for development must "go beyond targeting individual diseases to address health across multiple dimensions…while also addressing emerging health problems, particularly in relation to non-communicable diseases" (AbouZahr, 2013: 59). The framework must address the "health transition" with changing demographic structures, patterns of disease, and risks in high-income and middle-income countries. The framework must simultaneously address the continuation of infectious diseases being the major cause for mortality in Africa and low-income countries. Nationally set targets can tailor the focus to the health challenges most prominent in the country. AbouZahr (2013: 67) proposes a structure for the targets and indicators on this goal. Her three targets include increased life expectancy, better health status and improved health systems. Indicators then measure health status (illness, disability, death and injury), risk factors (personal, environmental and occupational) and performance of the health system (service utilization, accessibility, costs and quality).

There will be major challenges with measurement no matter what indicators are selected to serve the nationally set targets. Vital registration systems to provide accurate birth and death records are weak in several countries. HALE and DALYs require sound mortality data disaggregated by sex, age and cause, and data on the incidence or prevalence of major disease conditions. Data on health care coverage is complicated and varies over time and among populations. Household surveys provide self-reported data for health and are influenced by expectations and culture, and are difficult to compare.

APPROPRIATE EDUCATION AND SKILLS FOR FULL PARTICIPATION IN SOCIETY

The core of the education issue is quality. Quality education creates opportunities and provides a means for achieving all

12 Hermann Feldmeier, personal correspondence with the authors, 2012.

the other goals.[13] Participation is not enough. A focus on enrollment — an input —ignores progress on learning and achievement. A post-2015 goal on education must measure quality and student achievement. There should be indicators of outputs, quality, access, investment and equity. At the very least, there can be global minimums for universal primary education and a literate and numerate population, principles agreed at the Education for All Conference in 1990.

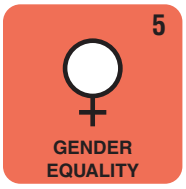
In the early stages of this project, we were warned to avoid focussing on "bums in seats"; Ghana achieved universal enrollment by splitting the school day into two sessions so students attended in shifts, but for half the time. We were advised to pay "attention to education quality or student competence measures regarding literacy, numeracy, entrepreneurial skills, other life and relationship skills (e.g., knowledge, attitude and practices in sexual and reproductive health, etc.)."[14]

Internationally comparable student assessments are important. The OECD's Programme for International Student Assessment (PISA) tests 15-year-olds' knowledge and skills in reading, math and science in 64 countries. In 2009, nine additional developing countries participated in PISA 2009+. Something comparable to PISA 2009+ could be used to measure school achievement in a post-2015 framework. The true value of a test is whether success is an indicator for better jobs, incomes and economic outcomes. The challenge with student assessments is that they create a perverse incentive for teachers to just teach those students who have the ability to pass. Although difficult to compare internationally, household surveys can provide data on literacy rates at the household level.

The post-2015 framework must acknowledge that different levels of education and skills are required in different countries. Everyone, regardless of nationality, is entitled to primary education and to be literate and numerate. Nationally set targets and nationally selected indicators should tailor the goal to address countries' specific conditions, realities and challenges.

Disaggregated data would reveal huge discrepancies in access for rural dwellers, children with disabilities and other vulnerable groups. Only 76 percent of children have access to primary education in Africa. Post-2015 goals should retain access to education as an indicator, but be supported by quality and equity considerations, for example, teachers' qualifications and experience. The most difficult to count often counts the most. Quality measures are much more difficult to collect than data on access, especially for international comparisons. Special surveys (such as PISA) are expensive, difficult to implement and unlikely to be monitored annually. Literacy and numeracy are too important to be dropped from the indicators, despite the difficulty in measuring them on a regular basis. Employment rates of younger people would be an outcome measure of skills and education.

Regarding political commitment to the system, Lee (2013: 56) warns that how money is spent is far more important than how *much* money is spent: "Amid a dramatic increase in absolute size of public and private spending on education that led to a significant accomplishment in enrolling more children in schools, the ultimate objective of learning was lost." Regardless, measuring governments' commitment to education is recommended. There are concerns about equity in education of access based on gender, disability, ethnic minorities, children caught in conflict, children of migrants or orphaned children.



GENDER EQUALITY FOR ENABLING WOMEN AND MEN TO PARTICIPATE AND BENEFIT EQUALLY IN SOCIETY

Gender should be both a stand-alone goal and a crosscutting issue mainstreamed across all goals; wherever possible, all indicators should be reported disaggregated by gender.[15] Gender equality is about both women and men. Structural gender equality implies seeking "equivalence in life outcomes" for women and men, recognizing their different needs, preferences and interests. This means ensuring equality under the law, equality of opportunity (including equality of rewards for equal work and equality in access to human capital and other productive resources that enable opportunity), and equality of voice (ability to participate, influence and contribute to decision making that affects society).

Initially, we replaced the gender goal with "empowerment," defined as "the process and the result of the process whereby the powerless or less powerful members of the society gain greater access and control over material and knowledge, sources, challenges and ideologies of discrimination and subordination and transform the institutions and structures through which unequal access and control over resources is sustained and perpetuated" (Batliwa, 1995, in Olakulehin and Ojo, 2006: para 3). But we concluded it is politically inadvisable to omit gender. So gender was framed as, "Promote gender equality: eliminating discrimination against women and

13 See United Nations Educational Scientific and Cultural Organization (UNESCO), *Education Counts: Towards the Millennium Development Goals*. Paris: UNESCO, 2011 for quantified estimates of the effect of education on other MDGs.

14 Feldmeier, personal correspondence with the authors, 2013.

15 Corner (2008) reframed the existing MDGs — targets and indicators — to include a gender- and rights-based approach. Such an approach could also be used for mainstreaming gender post 2015.

girls."[16] During our extensive research on indicators and measurement for the Paris meeting, we decided to reframe the goal: "Gender equality for enabling women and men to participate and benefit equally in society."

Lively debates characterized the gender discussions in our regional consultations. Some articulated support for expanding the gender goal to a "discrimination" goal that would include vulnerable groups and people with disabilities; while others rallied for a stand-alone goal plus mainstreaming. We were advised of the importance of including gender-based violence and that gender equality should address discrimination against both men and women.

Social institutions and social norms perpetuate discrimination. A major challenge to monitoring gender equality is limitations in data. The United Nations Development Programme's Human Development Report (2010) identifies several difficulties with data collection.

Corresponding to the Gender Inequality Index and the work of Pauline Stockins (2011: slide 17), the gender goal can include the following considerations:

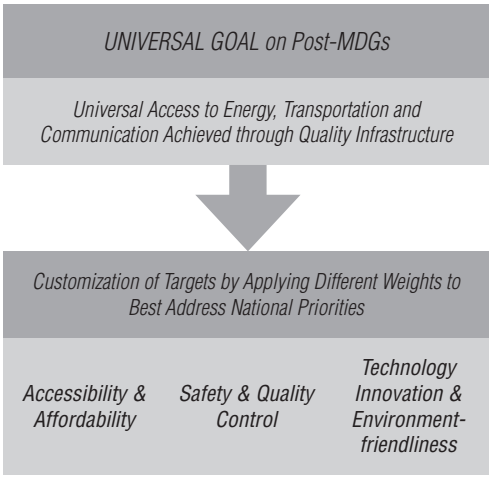
- Physical autonomy: targets on reproductive rights and violence against women.
- Economic autonomy: targets on the capacity for women to earn their own income.
- Decision-making autonomy: Do women have full participation in decisions that affect their lives and communities?

CONNECTIVITY FOR ACCESS TO ENERGY, TRANSPORTATION AND COMMUNICATIONS

Sufficient infrastructure for universal access to energy, transportation and communication is at the very heart of economic and social development. Recent research shows that under the right conditions, infrastructure building can play a major role in promoting growth and equity and, through both channels, achieving poverty reduction (Ariyo and Jerome, 2004; Calderon and Serven, 2008; Estache and Wodon, 2010; Ogun, 2010). In fact, weak infrastructure has been identified as a major constraint to growth, and to achieving the MDGs.

Infrastructure is closely connected with multi-faceted poverty reduction, with improvements in transportation, energy and information networks delivering significant gains in education, health and other MDGs.[17] First, roads and other transportation networks contribute to lowering transaction costs and, thus, promote economic activities, improve accessibility to all public goods (schools, hospitals and government) and enhance local connectivity. Second, because the poor predominantly live and work in rural areas, electrification and irrigation of the agricultural areas has direct effects on the lives of the poor — leading to improved agricultural productivity, reduced vulnerability to drought and stabilized yields.

Apart from being such a crucial *means* for development, infrastructure has become an *end* itself, in the sense of providing equal opportunity and promoting inclusive growth — for example, laying the national backbone for accessing information and knowledge. Indeed, the poor themselves defined powerlessness and voicelessness as key aspects of their poverty — connectivity for open participation is a significant attribute for social well-being (Narayan et al., 2000).



Source: Wonhyuk Lim, "Candidate Goal 8: Quality Infrastructure for universal access to energy, transportation and communication." PowerPoint presentation, KDI.

The design and management of such comprehensive goals and country-specific targets, however, impose a number of challenges. From a technical perspective, data sets are imperfect — statistical data for ICTs is still under

16 Our previous publications provide a brief overview of the international work that can be used to frame a more comprehensive goal than the MDG on gender equality for the post-2015 framework. Several experts voiced their opposition to reopening international debates on gender equality; there was a general consensus that it would be difficult to improve upon the international statutes currently agreed upon, and reopening the Beijing Platform for Action, for example, may reverse previous progress made — "We couldn't get agreement on this now."

17 According to the World Bank (2001) "poverty is pronounced deprivation in well-being," where well-being can be measured by an individual's possession of income, health, nutrition, education, assets, housing and certain rights in a society, such as freedom of speech. Poverty is also viewed as a lack of opportunities, powerlessness and vulnerability. Poverty further entails lack of representation and freedom.

construction or only available at the national level.[18] It will be difficult to construct a cohesive set of indicators that encompass the conceptually similar, but practically disparate, elements of the goal. Ideally, indicators should cover three categories: affordable and reliable energy systems, accessible and safe transport networks, and innovation-driven, secure and ubiquitous ICT systems.

GOOD GOVERNANCE AND RULE OF LAW FOR CITIZEN PARTICIPATION AND PERSONAL AND COMMUNITY SECURITY

To reduce the number of goals, we consolidated the security for ensuring freedom from violence goal with the civil and political rights goal. Regarding civil and political rights, we concluded that there were four key dimensions worthy of targets: rule of law, human rights, anti-corruption and electoral accountability. We asked: "Should the focus be on the security of the state, or on personal security? What constitutes peace and security? Whose security matters? How should we best provide security?" (Hendricts, 2013). It would be prudent not to bring in the issues of interstate conflict under the post-2015 umbrella, which is already perhaps too broad.

The relevant international frameworks included the 2005 Report of the UN Secretary-General, "In Larger Freedom: Towards Development, Security and Human Rights for All"; the Geneva Declaration on Armed Violence and Development (2006); the December 2011 Busan Declaration; the African Charter on Human and People's Rights (and on the Rights of Women); and the African Charter on Democracy, Elections and Governance. One expert's suggestion was that the overall outcome of the post-2015 goal on security should be a 50 percent improvement in basic safety and security by 2040.

Security targets could focus on the management and resolution of conflicts and conflict-related violence in national states, increasing the professionalization and capacity of the security sector, reducing organized crime and criminality in national states and/or reducing sexual and gender-based violence. This goal should highlight individual security and crime. Gender-based violence should be approached under the gender equality goal. Special considerations for fragile states, however, may be needed. "The New Deal for Engagement in Fragile States" provides a framework for dealing with people affected by conflict and fragility.

For the rights elements of the goal, the rule of law could be characterized by two dimensions — freedom from wrongful arrest and equality before the law. Human rights could be represented by freedom of expression. Anti-corruption could be highlighted by a survey of respondents' personal experience of corruption. Electoral accountability could be characterized by accessibility of parliament and political party freedom and security. Indicators for these dimensions of rights could be derived from special surveys.[19] Surveys such as the Afro Barometer could be the basis for indicators.

SUSTAINABLE MANAGEMENT OF THE BIOSPHERE FOR PEOPLE AND PLANET TO THRIVE TOGETHER

The MDGs characterized environmental sustainability with targets for reversing the loss of environmental resources and biodiversity. There were indicators for forest cover, CO_2 emissions, ozone-depleting substances, fish stocks, use of water resources, protected species and the proportion of species threatened with extinction. We dismissed the option to mainstream environmental sustainability across all goals (income, jobs and growth must be "green"; food and water considerations and infrastructure must be sustainable).

There is no globally agreed definition of critical terms such as sustainable environment, resource security, overconsumption, shared burden, waste management or global warming. Goodland's (1995) definition of the concept of environmental sustainability fits best:

1. *Output Rule:*

Waste emissions from a project or action being considered should be kept within the assimilative capacity of the local environment services without unacceptable degradation of its future waste absorptive capacity or other important services.

2. *Input Rule:*

(a) *Renewables:* harvest rates of renewable source inputs should be within regenerative capacities of the natural system that generates them.

(b) *Non-renewables:* depletion rates of non-renewable resource inputs should be set below the rate at which renewable substitutes are developed by human invention and investment.

18 The Core ICT indicators, endorsed at the UN Statistical Committee in 2007, and the World Bank East Asia and Pacific Infrastructure Flagship Study are not yet available.

19 See Orkin (2013) for a review of the literature on potential indicators.

3. *Operational Principles:*

(a) The scale of the human economic subsystem should be limited to level which is at least within the carrying capacity of the environment.

(b) Technological progress should be efficiency-increasing rather than throughput-increasing. Renewable resources should be exploited on profit-optimising, sustained yield basis.

The break from "business as usual" will require technological and institutional breakthroughs leading to new ways of doing business; until then, political commitments to prevent slipping further are the key.

Targets are required both for the use of renewable and non-renewable resources as well as for pollution and waste assimilation. We would retain the MDG indicators on forest cover and CO_2. The Aichi Biodiversity Targets[20] include halving the rate of loss of all natural habitats, including forests, and, where feasible, bringing it close to zero. The Global Footprint Network methodology is the preferred approach to address planetary boundaries. The Global Footprint Network (2009) "measures the amount of biologically productive land and sea area an individual, a region, all of humanity, or a human activity requires to produce the resources it consumes and absorb the carbon dioxide emissions, and compares this measurement to how much land and sea area is available" (para 2). Current Ecological Footprint Standards use global hectares as a measurement unit.

Another approach is to argue that energy is a central, if not "the" central, variable in achieving environmental sustainability. The Sustainable Energy for All initiative launched by UN Secretary-General Ban Ki-moon has three interlinked objectives that address access, efficiency and renewable energy. An extensive list of energy indicators is contained in *Energy Indicators for Sustainable Development: Guidelines and Methodologies* (International Atomic Energy Agency et al., 2005).

RESILIENT COMMUNITIES FOR REDUCED DISASTER IMPACT FROM NATURAL AND MAN-MADE HAZARDS

Resilience refers to the capability to prepare for, live through and bounce back from the effects of a hazard or shock (cf. Hyogo Framework). When dealing with hazards and risks reduction, improving the capacity to deal with natural and technological disasters should be the goal. There are linkages between poverty and disasters. Losses from disasters and extreme climatic events are increasing. A stand-alone goal will draw attention to the humanitarian dimension of development.

The literal definition of resilience — the duration of the normalization process and the attainment of original status — is difficult to quantify, especially for international comparison. The United Nations International Strategy for Disaster Reduction (UNISDR) defines resilience as "the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions" (UNISDR, 2009: 24). A resilient community is one that is able to prepare for, adapt to and live through such shocks, while preserving its basic assets.

The criteria that make communities resilient differ from place to place. The meaning of resilience has to be adapted at local levels and translated into concrete, specific indicators for each community. Targets for risk reduction can be based on the measurement and estimation of either mortality or economic loss suffered because of the impact of natural hazards on vulnerable populations and assets. Assessing risk requires considering hazards, such as droughts, floods, cyclones and earthquakes and estimating human exposure. Human vulnerability can be measured by comparing exposure with selected socio-economic parameters.

The UNISDR has been working on ways to measure implementation of the Hyogo Framework and progress towards disaster risk reduction, with a target date of 2015.[21] It identified five priority areas in which to develop indicators: policy and institutional aspects; understanding risk; knowledge management and education; reducing underlying risks; and strengthening response.

EQUITABLE RULES FOR THE GOVERNANCE OF GLOBAL INSTITUTIONS AND CO-OPERATIVE PARTNERSHIPS

Global governance arrangements include the structure and functions of individual international organizations and the other arrangements that make the "rules of the global game" and manage global public goods. The formal institutions and informal arrangements shaping these rules include the World Trade Organization (WTO), the International Monetary Fund, the World Intellectual Property Organization, the Food and Agriculture Organization and the WHO. The goal deals with the fairness of the

20 See: www.cbd.int/sp/targets/.

21 For key documents in this discussion, see www.unisdr.org/2005/HFdialogue/backdocs.htm.

deliberative and decision-making processes of these institutions and the substantive outcome of their decisions.

Equitable rules create conditions enabling economic growth, maximize the potential for countries to participate in the global economy (by ensuring fair trade rules and equal access to markets) and redress imbalances in the world economy. Rules come in many forms — restrictions on subsidies, exports and imports, foreign investments, intellectual property, concessional finance, competition, procurement, capital requirements and health and product safety. The purpose of the WTO, for example, was to get an agreed set of rules, a "level playing field," for economic transactions within the global economy.

It will be difficult to achieve consensus on a goal for global governance and equitable rules. Concerns for national sovereignty plague the sharing of global public goods. There are no globally agreed definitions for "equity," "fairness," "inclusiveness," "governance," "fair competition," "just redistribution," and "favourable treatment." There are no globally agreed sets of industry- and sector-specific "equitable" rules to adopt as target baselines. Complications to establishing fairness include the reality of very unequal endowments, dramatically different states of economic development and diverse national systems and points of view.

The governance dimension could be characterized by the institutional quality of international organizations, measured in terms of their representativeness, transparency and effectiveness. Global partnership could be portrayed by resource commitments or perhaps by arrangements for affordable medicine or access to intellectual property. Equitable rules can be characterized by indicators measuring access to the global economy in the areas of trade, cross-border business (finance and investment) and labour market regulation. Despite the challenges in the framing and measurement of this goal, our original premise at the beginning of the project was that future global arrangements could better enable and facilitate development and progress on the other goals.

In formal international institutions, characteristics suggested for the definition of good governance include participation, transparency and accountability; consensus-oriented; follows the rule of law, efficiency and effectiveness; responsiveness and equity (United Nations Economic and Social Commission for Asia and the Pacific). Major concerns range from voting rights to leadership selection. Indicators must assess the effectiveness with which each organization and forum is able to produce "good" global governance as well as the collective performance of these arrangements. The One World Trust's Global Accountability Framework assesses the accountability of policy- and decision-making processes in global governance. It employs 65 qualitative indicators of five dimensions of good practice standards: transparency, participation, evaluation, complaint and response mechanisms and evidence of an organization's ability to exercise leadership on accountability.[22] For partnership and equitable rules, it will be difficult to improve on the indicators currently adopted for the MDGs.

22 See: http://oneworldtrust.org/climategovernance/sites/default/files/publications/testmanager/OWT%20128%20-%20The%20Global%20Accountability%20Framework%202011.pdf.

ANNEX 2: RECOMMENDED INDICATORS

1. INCLUSIVE GROWTH FOR DIGNIFIED LIVELIHOODS AND ADEQUATE STANDARDS OF LIVING

The recommended indicators for inclusive growth, income poverty and inequality are:

- the proportion of the population living below national poverty line;
- the proportion of the population below US$1.25 (purchasing power parity [PPP]) a day and US$2 (PPP) a day;
- the growth rate of GDP[23] per capita at PPP;
- the growth rate of average per capita income/consumption in 2005 PPP $ (lowest quintile, top quintile and total);
- the ratio of income/consumption of top 20 percent to bottom 20 percent; and
- the Multidimensional Poverty Index.

The recommended indicators for dignified livelihoods and employment are:

- the employment-to-population ratio (male-female and youth);
- GDP per person engaged (or labour productivity);
- the elasticity of total employment to total GDP;
- the number of own-account and contributing family workers per 100 wage and salaried workers (or vulnerable employment per 100 wage and salaried workers);
- the long-term unemployment rate;
- the share of the population aged 65 and above benefitting from a pension; and
- the percentage of unemployed receiving benefits.

2. SUFFICIENT FOOD AND WATER FOR ACTIVE LIVING

The recommended indicators are:

- the proportion of population below minimum level of dietary energy consumption;
- the Food Consumption Score;[24]
- the prevalence of underweight children under five years of age;
- the prevalence of stunting in children less than two years of age;[25]
- BMI measure of prevalence of overweight and obese children and adults;
- proportion of households that obtained a sufficient quantity of water from a "safe" source for *x* days a year;
- incidence rate of diarrheal disease in children under five years of age;
- percentage of population using an adequate sanitation facility;
- percentage of households in the lowest wealth quintile practising open defecation; and
- percentage of schools with separate and adequate facilities for boys and girls.

3. APPROPRIATE EDUCATION AND SKILLS FOR FULL PARTICIPATION IN SOCIETY

The recommended indicators are:

- enrollment rate of pre-primary, primary, secondary and tertiary (percentage of cohort);
- completion rate of pre-primary, primary, secondary and tertiary (percentage of cohort);
- trained-teacher to student ratio;
- literacy/numeracy rate of total adult population (of total population over 15 years);
- average points gained on international assessments (PISA, Trends in International Mathematics and Science Study, etc.) versus baseline year;

23 GDP, being a measure of economic performance of all institutional units in the country, is not a satisfactory measure of economic well-being of households and, as such, household net adjusted disposable income is a better measure that is available from the national accounts. However, data are available only for countries that regularly compile household sector accounts and are often not available for the developing countries.

24 See: http://documents.wfp.org/stellent/groups/public/documents/ena/wfp196627.pdf.

25 We were advised that the two-year-old child is the signal of the future and we are learning the vital importance of the 1,000-day window.

- percentage of students reading at grade level;
- percentage of GDP devoted to education;
- ratio of females to males by level of education;
- ratio of school attendance of vulnerable group by grade (children with disability, ethnic minority) (percentage of vulnerable cohort); and
- percentage of population with non-academic, informal or vocational training.

4. GOOD HEALTH FOR PHYSICAL, MENTAL AND SOCIAL WELL-BEING

The recommended indicator for the ultimate impact level is:

- Healthy Life Years of expectancy at ages 0, 50 and 65 years.

The recommended indicators for other impact are:

- maternal mortality rate;
- neonatal (<28 days), infant (<1 year) and child (<5 years) mortality rates;
- mortality rates for [10] highest causes of death; and
- incidence and prevalence of [10] most prevalent diseases of public health importance.

The recommended indicators for outcome level are:

- universal "health coverage";
- coverage of antenatal care and skilled birth attendance;
- Percentage of family planning needs satisfied and contraceptive prevalence rate;
- prevalence of low birth weight among newborns; and
- prevalence of risk factors of greatest importance (e.g., smoking, drugs, excess alcohol, risky sexual behaviour, seat belts not used).

5. GENDER EQUALITY FOR ENABLING WOMEN AND MEN TO PARTICIPATE AND BENEFIT EQUALLY IN SOCIETY

The recommended indicators are:

- percentage of women who have experienced physical or sexual violence during their lifetime;
- women with unmet need for family planning (those who are sexually active and who report not wanting any more children or wanting to delay the next child, but are not using any method of contraception);
- women's wage/income as a proportion of men's for equal work;
- employment rates of females as proportion of men for those seeking formal non-agricultural employment;
- proportion of women who make decisions about or control the household income;
- proportion of seats held by women in national parliament, at regional or local level; and
- numbers of laws and statutory regulations that apply unequally to women and men.

6. CONNECTIVITY FOR ACCESS TO ENERGY, TRANSPORTATION, AND COMMUNICATIONS[26]

The recommended indicators are:

- access to electricity (percentage of population);
- average household spending on electricity (percentage of income);
- average household spending on water (percentage of income);
- hours of power outages from public grid;
- hours of water cut from public grid;
- transmission and distribution losses (percentage of output);
- number of rural people living within 2 km of an all-season road;
- paved road (percentage of total road);
- ICT subscriptions (telephone, mobile, Internet, as percentage of population); and
- percentage of localities with ICT network.

26 See: www.cigionline.org/sites/default/files/MDG_Post_2015v3.pdf. Table 11 on p. 47–53 provides a complete list of potential indicators.

7. GOOD GOVERNANCE AND RULE OF LAW FOR CITIZEN PARTICIPATION AND PERSONAL AND COMMUNITY SECURITY[27]

The recommended indicators for rule of law are:

- freedom from wrongful arrest ("How likely do you think it is that people can be punished by government officials if they make complaints about poor quality services or misuse of funds?");
- equality before the law ("In your opinion, how often, in this country are people treated unequally under the law?"); and
- executive restraint ("In your opinion, how often, in this country does the President ignore the laws of this country?").

The recommended indicators for human rights are:

- freedom of expression ("In this country, how free are you to say what you want?"); and
- personal safety ("During election campaigns in this country, how much do you personally fear becoming a victim of political intimidation or violence?").

The recommended indicator for anti-corruption is:

- "In the past year, how often (if ever) have you had to pay a bribe, give a gift, or do a favour to government officials in order to get a document?"

The recommended indicator for electoral accountability is:

- accessibility of parliament ("How well do elections ensure that elected representatives reflect the view of the voters?").

The recommended indicators for security are:

- number of physical assaults;
- number of robberies;
- number of arrests resulting in convictions of the above activities; and
- number of people who feel safe to walk on the streets at night.

8. SUSTAINABLE MANAGEMENT OF THE BIOSPHERE FOR PEOPLE AND PLANET TO THRIVE TOGETHER

The recommended indicators for natural resources are:

- net loss in forest cover; and
- per capita CO_2 emissions and emissions intensity of GDP (PPP).

The recommended indicators for biodiversity are:

- the proportion of terrestrial and inland water, and of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, that are conserved through effectively and equitably managed, ecologically representative and well-connected systems of protected areas and other effective area-based conservation measures seascapes; and
- the proportion of degraded ecosystems restored, ecosystem resilience and the contribution of biodiversity to carbon stocks enhancement.

The recommended indicators for energy are:

- the share of households (or population) without electricity or commercial energy heavily dependent on non-commercial energy;
- renewable energy share in energy and electricity; and
- non-carbon energy share in energy and electricity.

9. RESILIENT COMMUNITIES FOR REDUCED DISASTER IMPACT FROM NATURAL AND MAN-MADE HAZARDS

The recommended indicators are:

- the percentage of the population below a particular flood line (100, 10 year);
- the percentage of schools meeting regional building standards for hazard resistance;
- the national disaster risk reduction plans adopted and referenced in national development plans;
- the percentage of communities with an early warning system;
- the percentage of area complying with by-laws on lands classified as high risk;
- disaster deaths per 1,000 inhabitants; number of persons missing and presumed dead;

27 See: www.cigionline.org/sites/default/files/MDG_Post_2015v3.pdf. Table 11 on p. 47–53 provides a complete list of potential indicators.

- the proportion of population below minimum level of dietary consumption does not increase in years following major hazard event;
- economic and infrastructure losses incurred as a result of the disaster; and
- share of poorest quintile in national consumption does not decline in years of extreme weather and hazard.

10. EQUITABLE RULES FOR THE GOVERNANCE OF GLOBAL INSTITUTIONS AND CO-OPERATIVE PARTNERSHIPS

The recommended indicators for market access are:

- proportion of total developed country imports (by value and excluding arms) from developing countries and least developed countries, admitted free of duty;
- average tariffs imposed by developed countries on agricultural products and textiles and clothing from developing countries; and
- agricultural support estimate for OECD countries as a percentage of their gross domestic product.

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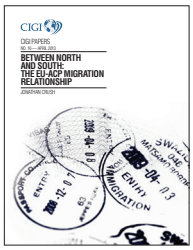

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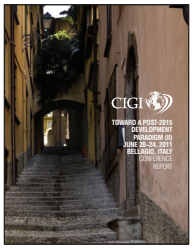

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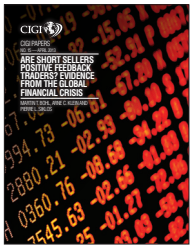

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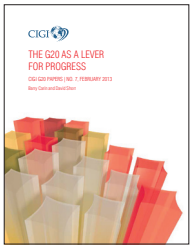

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