

(Source: Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda)

## ANNEX I: ILLUSTRATIVE GOALS AND TARGETS UNIVERSAL GOALS, NATIONAL TARGETS

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

**1. End Poverty** Bring the number of people living on less than \$1.25 a day to zero **and** reduce by x% the share of people living below their country's 2015 national poverty line <sup>1, 2</sup>

Increase by x% the share of women and men, communities, and businesses with secure rights to land, property, and other assets <sup>2, 3</sup>

Cover x% of people who are poor and vulnerable with social protection systems <sup>2, 3</sup>

Build resilience and reduce deaths from natural disasters by x% <sup>2</sup>

**2. Empower Girls and Women and Achieve Gender Equality** Prevent and eliminate all forms of violence against girls and women <sup>1, 2, 3</sup>

End child marriage <sup>1, 2</sup>

Ensure equal right of women to own and inherit property, sign a contract, register a business and open a bank account <sup>1, 2</sup>

Eliminate discrimination against women in political, economic, and public life <sup>1, 2, 3</sup>

**3. Provide Quality Education and Lifelong Learning** Increase by x% the proportion of children able to access and complete pre-primary education <sup>2</sup>

Ensure every child, regardless of circumstance, completes primary education able to read, write and count well enough to meet minimum learning standards <sup>1, 2</sup>

Ensure every child, regardless of circumstance, has access to lower secondary education and increase the proportion of adolescents who achieve recognised and measurable learning outcomes to x% <sup>1, 2</sup>

Increase the number of young and adult women and men with the skills, including technical and vocational, needed for work by x% <sup>2, 3</sup>

**4. Ensure Healthy Lives** 4a. End preventable infant and under-5 deaths <sup>1, 2</sup> 4b. Increase by x% the proportion of children, adolescents, at-risk adults and older people that are fully vaccinated <sup>1, 2</sup>

4c. Decrease the maternal mortality ratio to no more than x per 100,000 <sup>1, 2</sup>

4d. Ensure universal sexual and reproductive health and rights <sup>1, 2</sup>

4e. Reduce the burden of disease from HIV/AIDS, tuberculosis, malaria, neglected tropical diseases and priority non-communicable diseases <sup>2</sup>

**5. Ensure Food Security and Good Nutrition** 5a. End hunger and protect the right of everyone to have access to sufficient, safe, affordable, and nutritious food <sup>1, 2</sup>

5b. Reduce stunting by x%, wasting by y%, and anemia by z% for all children under five <sup>1, 2</sup>

5c. Increase agricultural productivity by x%, with a focus on sustainably increasing smallholder yields and access to irrigation <sup>3</sup> 5d. Adopt sustainable agricultural, ocean and freshwater fishery practices and rebuild designated fish stocks to sustainable levels <sup>1</sup>

5e. Reduce postharvest loss and food waste by x% <sup>3</sup>

**6. Achieve Universal Access to Water and Sanitation** Provide universal access to safe drinking water at home, and in schools, health centres, and refugee camps <sup>1, 2</sup>

End open defecation and ensure universal access to sanitation at school and work, and increase access to sanitation at home by x% <sup>1, 2</sup>

Bring freshwater withdrawals in line with supply and increase water efficiency in agriculture by x%, industry by y% and urban areas by z%

Recycle or treat all municipal and industrial wastewater prior to discharge 1,3

## **7. Secure Sustainable Energy** Double the share of renewable energy in the global energy mix

Ensure universal access to modern energy services 1, 2

Double the global rate of improvement in energy efficiency in buildings, industry, agriculture and transport

Phase out inefficient fossil fuel subsidies that encourage wasteful consumption 1,3

## **8. Create Jobs, Sustainable Livelihoods, and Equitable Growth** Increase the number of good and decent jobs and livelihoods by x 2

Decrease the number of young people not in education, employment or training by x% 2

Strengthen productive capacity by providing universal access to financial services and infrastructure such as transportation and ICT 1, 2, 3

Increase new start-ups by x and value added from new products by y through creating an enabling business environment and boosting entrepreneurship 2, 3

## **9. Manage Natural Resource Assets Sustainably** Publish and use economic, social and environmental accounts in all governments and major companies 1

Increase consideration of sustainability in x% of government procurements 3

Safeguard ecosystems, species and genetic diversity

Reduce deforestation by x% and increase reforestation by y%

Improve soil quality, reduce soil erosion by x tonnes and combat desertification

## **10. Ensure Good Governance and Effective Institutions** Provide free and universal legal identity, such as birth registrations 1,2

Ensure people enjoy freedom of speech, association, peaceful protest and access to independent media and information 1, 3

Increase public participation in political processes and civic engagement at all levels 2,3

Guarantee the public's right to information and access to government data 1

Reduce bribery and corruption and ensure officials can be held accountable 3

## **11. Ensure Stable and Peaceful Societies** Reduce violent deaths per 100,000 by x and eliminate all forms of violence against children 1, 2, 3

Ensure justice institutions are accessible, independent, well-resourced and respect due-process rights 1, 2, 3

Stem the external stressors that lead to conflict, including those related to organised crime 3

Enhance the capacity, professionalism and accountability of the security forces, police and judiciary 3

## **12. Create a Global Enabling Environment and Catalyse Long-Term Finance** 12a. Support an open, fair and development-friendly trading system, substantially reducing trade-distorting measures, including agricultural subsidies, while improving market access of developing country products 3

12b. Implement reforms to ensure stability of the global financial system and encourage stable, long-term private foreign investment 3

12c. Hold the increase in global average temperature below 2<sup>0</sup>C above pre-industrial levels, in line with international agreements

12d. Developed countries that have not done so to make concrete efforts towards the target of 0.7% of gross national product (GNP) as official development assistance to developing countries and 0.15 to 0.20% of GNP of developed countries to least developed countries; other countries should move toward voluntary targets for complementary financial assistance

12e Reduce illicit flows and tax evasion and increase stolen-asset recovery by \$x 3

12f. Promote collaboration on and access to science, technology, innovation, and development data 3

## From: Annex III: Goals, Targets and Indicators: Using a Common Terminology

Term	How it is Used in this Report	Example from MDGs
Goal	Expresses an ambitious, but specific, commitment. Always starts with a verb/action.	Reduce child mortality
Targets	Quantified sub-components that will contribute in a major way to achievement of goal. Should be an outcome variable.	Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate
Indicators	Precise metric from identified databases to assess if target is being met (often multiple indicators are used).	- Under-5 mortality rate - Infant mortality rate - Proportion of 1-year olds immunised against measles

A **goal** should be specific and relate to only one objective. By now, most of the proposals for post-2015 goals agree that they should be few in number in order to force choices and establish priorities. But there are different ways of doing this. In some proposals, each goal tackles several issues. For example, we have seen proposals to combine food and water into one goal, but these are distinct challenges, each with their own constituencies, resources, and issues. When they are combined into a single goal, it does not lead to more focus or prioritisation; it just obscures the reality of needing to do two things. It is important that goals be as specific as possible in laying out a single challenge and ambition. We believe that the focus of goals should be on issues with the greatest impact on sustainable development, measured in terms of the number of people affected, the contribution to social inclusion, and the need to move towards sustainable consumption and production patterns. Ideally each goal has 'knock on' effects in other areas so that the set of goals, taken together, is truly transformative. So for example, quality education is important in itself, but it also has an enormous impact on growth and jobs, gender equality, and improved health outcomes.

**Targets** translate the ambition of goals into practical outcomes. They may be outcomes for people, like access to safe drinking water or justice, or outcomes for countries or communities, like reforestation or the registration of criminal complaints. Targets should always be measurable although some may require further technical work to develop reliable and rigorous indicators. The target specifies the level of ambition of each country, by determining the speed with which a country pursues a goal. That speed can be a function of many things: the priorities of the country, its initial starting point, the technical and organisational possibilities for improvement, and the level of resources and number of partners that can be brought to bear on the problem. We believe that a process of allowing countries to set their own targets, in a highly visible way, will create a "race to the top", both internationally and within countries. Countries and sub-national regions should be applauded for setting ambitious targets and for promising to make large efforts. Likewise, if countries and sub-national regions are too conservative in their target setting, civil society and their peers can challenge them to move faster. Transparency and accountability are central to implementing a goals framework.

In some cases, there may be a case for having a global minimum standard for a target, where the international community commits itself to do everything possible to help a country reach a threshold

level. That applies to the eradication of extreme poverty by 2030, for example. This could be extended in several other areas, including ending gender discrimination, education, health, food, water, energy, personal safety, and access to justice. Such minimum standards can be set where this is a universal right that every person on the planet should expect to realise by 2030. The only global targets we kept were those that have already been set out as objectives by the Secretary-General's Sustainable Energy for All Initiative; and those that are truly global problems for which only a global target would work, such as reform of the international financial and trade systems.

In the report, we often talk about "universal access" or "eradicating extreme poverty". These terms need to be interpreted in each country context. Social issues are not like diseases. It is possible to be clear about eradicating small-pox, but it may be harder to demonstrate that extreme poverty has been eradicated. Someone, somewhere, may be excluded or still living in poverty, even if the proper social safety nets are in place. The intention is that such exceptions should be very rare; specialists in each area should be called upon to define when the target can be said to be reached. Targets should be easy to understand. This means one direction should be a clear 'better' outcome. For example, a reduction in child mortality is always a good thing; an increase in literacy rates is always a good thing. Some potential targets, however, are less clear-cut. Take rural jobs, for example, a target that was suggested at one point. It could be that more rural jobs are due to improved market access, infrastructure or participation in value chains; but it could just as easily be that there is an increase in rural jobs because there aren't enough jobs being created in cities and migrants are returning home. In the first case, more rural jobs are a sign of improvement. In the latter case, they are a signal of decline. Hence, the number of rural jobs is probably not a good candidate for a target. The interpretation of the direction of change depends too much on country context.

It is important to be clear that allowing countries to set the speed they want for each target is only one approach to the idea of national targets. The other suggestion considered by the Panel is to have a "menu", whereby a set of internationally agreed targets are established, and then countries can select the ones most applicable to their particular circumstances. For example, one country might choose to focus on obesity and another on non-communicable disease when thinking about their priorities for health.

In the terminology used in this report, national targets refer only to the national differences in the speed with which targets are to be achieved. As an example, every country should set a target to increase the number of good or decent jobs and livelihoods by  $x$  but every country could determine what  $x$  should be based upon the specific circumstances of that country or locality. Then these can be aggregated up so that you can compare achievements in job creation across countries and over time.

The **indicator** reflects the exact metric by which we will know if the target has been met. The Panel did not discuss specific indicators, but it does recommend that indicators be disaggregated to allow targets to be measured in various dimensions, by gender, geography, age, and ethnicity, for example. Averages conceal more than they reveal. The more disaggregated the indicator, the easier it is to identify trends and anomalies. If a target is universal, like access to basic drinking water at home, it is not enough just to measure the average trend and expect that will continue. For example, the national average trend on basic drinking water may be very good if a major urban project is being implemented, but rural homes may be left out completely. Universal access requires sufficient

disaggregation of the indicator to allow discrepancies from the average trend to be identified early on. We suggest that a target should only be considered achieved if it is met for relevant income and social groups.

The Panel reiterates the vital importance of building data systems to provide timely, disaggregated indicators to measure progress, in all countries, and at all levels (local, sub-national, and national).

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*(Source: Statistics and indicators for the post-2015 development agenda, UN system task team)*

### **Criteria for indicators**

- Indicators of progress towards targets may take various forms; changes in rates, ratios, percentages and differences are the most common.
- Indicators should be mainly “outcome” indicators to keep the focus on long-term results. They should be clearly linked to the targets, measurable over time using data collected in countries in a cost-effective and practical manner, helpful in informing policy, and clear and easy to communicate to the general public and civil society.
- Capacity or potential capacity for data collection and analysis to support the indicator must exist at both national and international levels.
- Time scales and benchmark dates for targets and indicators should take account of the rates of change currently observed and the present and potential availability of data to measure and compare levels and trends. When indicators are used to show which data coverage is still incomplete, the time and resources needed to implement new national and international statistical infrastructure should be specified.
- The number of indicators for global monitoring should be kept strictly limited. The development of indicators and indicators to support national monitoring should fit within and not distort countries’ own statistical development strategies. Indicators for national monitoring should also be limited in number and consistent with internationally agreed standards and, to the extent possible, with definitions used in each country.
- High priority must be given to continuity and consistency over time of statistics to be used for indicators and to their scientific and technical soundness, using international guidelines and standards and subject to peer review for indicators and data sources. Small-scale and ad hoc statistical sources which have not been tested over time cannot be relied on for trend analysis or representativeness.
- Innovation is critical in developing new topics and methods of data collection. Application of innovation must be based on adequate testing in countries, and necessary national and international support, time and resources must be allocated to develop new programmes.
- MDG indicators have been useful tools in analyzing the realization of the social and economic rights conveyed in the Universal Declaration of Human Rights. Methodologies and data have also been developed on issues of civil and political rights, such as personal security, political participation and administration of justice. Target-setting and the formulation of indicators in these fields should be consistent with norms set in international human rights treaties and other country-agreed instruments.

### **Numerical aspects of target-setting**

The targets of the Millennium Declaration and road map were based on political consensus developed over nearly three decades of global conferences on development and environment. In the background to these conferences there was considerable new statistical work to support policymaking and target selection. Among the earliest and most influential of these relative to formulation of the MDGs were: WHO International Conference on Primary Health Care (1978); WHO Assembly’s follow-up Global Strategy for Health for All by the Year 2000 (1980); UNESCO’s World Conference on Education for All (1990); UNICEF’s World Summit for Children (1990); world

conferences on women, held quinquennially from 1975 to 1995. Even earlier, in 1972, the United Nations Conference on the Human Environment called for targets to be established for access to safe water supply and hygienic waste disposal.

Sixteen MDG target indicators state or imply numerical targets of 100 per cent or 1 to 1 equality. The gender goal for example uses wording such as “universal access,” “boys and girls alike”. Only six target indicators give a numerical target on a numeric scale. Two of these date to the 1990 World Summit for Children (under-five mortality and maternal mortality), but there is no record of how the target numbers were arrived at. For the poverty target, the United Nations Summit for Social Development in 1995 called for “eradicating poverty by a target date to be specified by each country in its national context”. Later, 50 per cent reduction in poverty was specified in the OECD Development Assistance Committee report *Shaping the 21st Century* (OECD/ DAC 1996) and applied to the target of extreme poverty in the Millennium Declaration.

The concept of “access” in target setting puts a greater burden on the statistician to select appropriate indicators, as neither the target addressed nor numeric scale is clearly formulated. “Access” has been interpreted as “take-up”, or use of a service, with the implicit assumption that 100 per cent use is the aspirational target. This can lead to ambiguity as to the exact content of the indicator and what realistic time-bound targets might be. It has been difficult to operationalize, for example, the target “access to affordable essential drugs”.

In summary, for quantitative interpretation of a target the minimum criterion for target wording is to identify the desired direction of change. Targets described as “universal” or “equal” can be measured if a numeric scale is specified. Reversing a direction of change has also been an effective wording for several targets. Vaguer but still operational if a numeric scale is specified are targets described in terms such as “universal” or “equal”. While this latter approach runs the risk of being perceived as more aspirational than practical, ambitious targets which are numerically clear can set a high bar that inspires more highly focused and dedicated efforts to show some significant rate of progress.

### **Criteria for indicators and lessons learned**

In examining implementation of the MDG framework indicators, the following criteria for indicator selection have been identified:

- Indicators must be clearly linked to the target, be easy to understand and unambiguous for interpreting positive and negative change relative to the benchmark and target by policymakers, Governments, civil society and the public;
- Capacity or potential capacity for data collection and analysis to support the indicator must exist at national and international levels, with requisite levels of long-term support;
- Indicators for global monitoring must be strictly limited in number, following globally agreed priorities expressed in the goals and targets. From 50 to 75 indicators was considered a practical limit in establishing the MDG framework, to achieve maximum and sustained impact among governments, civil society, and the public;
- Most developing countries have limited internal resources, human or financial, to support compilation and analysis of indicators, or of innovative studies, but are keen to take advantage of innovations that have been proven effective, such as UNICEF’s DevInfo;

- Indicators where methods and data are at an early stage of development will require at least 3-4 years to implement for global monitoring, at least in most developing countries, and necessary resources must be available;
- Pilot projects are needed and must be supported with necessary resources to test new indicators and data collection methods and their methods and results fully documented;
- International organizations must fully support the development of indicators at national and international levels within their spheres of competence while recognizing the value and importance of indicators in their fields for cross-sector use and analysis of interconnections. Inter-agency monitoring groups to develop and reach agreement on methods and results in areas where several agencies have common concerns have been very effective in harmonizing and improving methods, availability and consistency of results and trend analysis for a number of targets and indicators;
- Indicators and data collection must be built using harmonized, recognized international recommendations and guidelines, where they exist, as benchmarks, and new recommendations and guidelines developed where needed, to ensure general harmonization and consistency among the indicators, international comparability and reliability over time to assess trends. These methodologies and best practices, comprising data sources, methods of computation, treatment of missing values, regional estimates, and so on, must be fully documented and readily available;
- Indicators should be “actionable,” that is, go beyond advocacy to policy, providing support for the debate, implementation and assessment of policy;
- Indicators of trends cannot be based on ad hoc data collection or data which are not statistically representative of an entire country;
- For global monitoring a competent agency or agencies must be agreed for each indicator and for drafting the related analysis, including the compilation of country-level data, regional aggregates, development and dissemination of concepts, methods and analyses used to assess progress made globally and in regions. In addition, the agency should provide guidance and assistance to concerned countries to strengthen their capacity to collect and compile data relevant to the indicator.

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