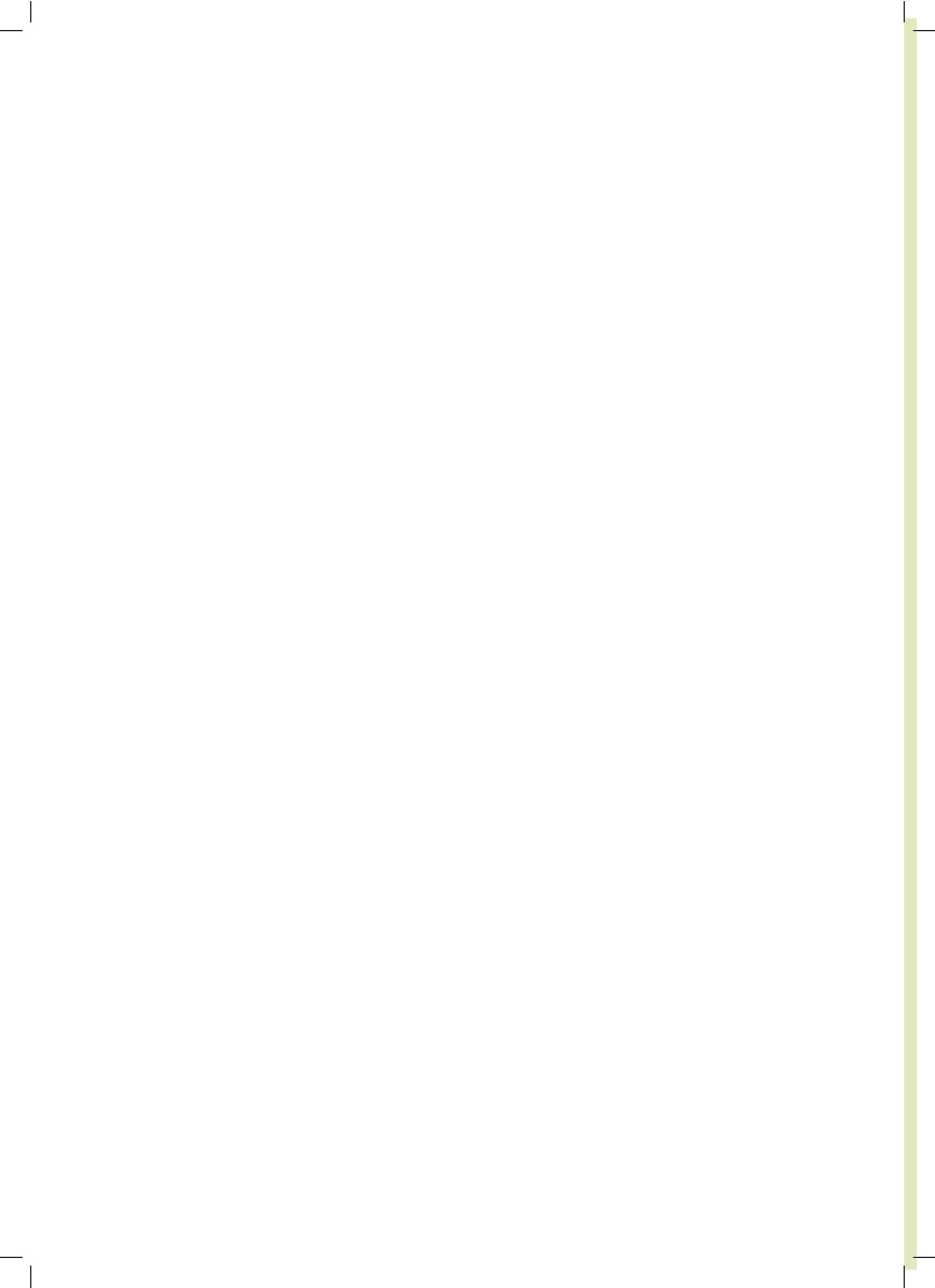


BUILDING from the **GROUND UP**

How the foundations of a post-2015
framework should translate into
change for people in poverty



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➤ Executive Summary

It is a truth universally acknowledged that securing agreement on a new post-2015 framework is an ambitious task. For some time CAFOD, amongst others, has argued that we cannot dive straight into what is likely to be highly contentious negotiations on the relative merit of various goals, without first building consensus on the vision, purpose and values of a new framework. Or as one government delegate put it, 'we cannot have the ingredients without a recipe.' CAFOD has also argued that the voices of people in poverty must be central to creating the content of the post-2015 framework. This paper sets out our most comprehensive thinking on the 'recipe' for the framework and demonstrates how our shared values can be translated into goals, targets and indicators. We hope this will provide a valuable contribution to both the High Level Panel's deliberations and the intergovernmental negotiations.

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We want a post-2015 framework to support a vision of the world whereby poor women and men have dignity and are able to flourish through participating in enabling societies and equitable economies that operate within safe ecological boundaries nationally and globally.

The purpose of the framework in reaching that vision is to:

- Prioritise global issues that support and facilitate transformational change
- Keep issues that matter most to people in poverty on the international agenda
- Secure national action that drives progress on the ground
- Enable better accountability, data collection, and monitoring and evaluation

The post-2015 framework should inspire action by governments at local, national, regional and international levels by addressing common, shared and 'bigger than one' problems over a sustained timeframe. It is important for transnational companies to also fulfil their responsibilities as increasingly influential actors.

A lack of shared values and commitment within the international community has arguably been one of the main reasons the multilateral system has been unable to reach agreement on issues ranging from trade to climate change in recent years. Whilst some may argue that short-term geopolitical and economic interests will always win the day, we believe that it is worthwhile to go back

to first principles and build consensus around the values we all share: solidarity, universality, equality, environmental stewardship, holism, participation, and accountability. When we look at the framework, we should be able to see the values reflected in its architecture and content.

Through its experience of working with people living in the greatest poverty and marginalization, CAFOD has identified three areas for action:

- > **empowering governance** which enables people to participate in the decision-making which affects their lives;
- > the need for poor women and men to be able to participate in **equitable economies** and get a fair return for their contribution; and,
- > **resilient livelihoods**, so that people's dignity and flourishing are not undermined by environmental shocks and stresses, and development pathways are within ecological limits.

These have the potential to transform the lives of people in poverty through addressing the underlying causes of poverty that prevent people from achieving their own aspirations. We use these three areas to demonstrate how the framework can move us closer to a shared vision for global development and embody the values of the international community.

> Introduction

The agreement to halve world poverty by 2015, encapsulated in the Millennium Development Goals (MDGs) demonstrated strong consensus that the international community has a shared responsibility to end global poverty and meeting the MDGs must remain a priority up to this point. CAFOD's report '100 Voices'¹ demonstrates that a successor global development framework is important to people and organisations working with poor communities across the world, and that it should build on the gains of the MDGs.

CAFOD believes the post-2015 framework should have a common vision of development, built on human dignity and flourishing for all with clear actions and impacts to improve the lives of people in poverty. The international community must understand both the strengths and limitations of a global development framework, working coherently across the policy spheres which impact on the lives of the poor.

CAFOD believes that the international community is much more likely to reach agreement on a successor framework if we are able to build consensus on the underlying assumptions and questions that will frame the debate and negotiations. This report is intended to contribute answers to the wider questions on the vision, purpose, principles and values, and to demonstrate through example goals how these ideas can be realised in practice.

CAFOD's 'COMPASS'

From the beginning of CAFOD's work on post-2015, we have argued that the voices of poor and marginalised people need to be central to the decision-making process. Our participatory research project – COMPASS 2015 – will show what people experiencing poverty and marginalization in Bolivia, the Philippines, Uganda and Zimbabwe want for their own development, with implications for the post-2015 development framework. As part of the global initiative, Participate, it will provide in-depth knowledge of how change happens for people and communities living in poverty; people's strengths and contributions to the common good; barriers and obstacles to change; and which actors influence or block change.

Participatory methodologies improve on the process through which the MDGs were formed, which was elite-driven, exclusive and top-down, by including the people the framework is intended to benefit. Participatory research not only creates a more accurate picture of poverty, it can also be an empowering process in itself. For this reason, participation, as both a principle and methodology, should be integral to the post-2015 framework in its creation, implementation and monitoring.

CAFOD will wait for the results of COMPASS in the summer of 2013 to develop its final position on the content of a successor framework and we would strongly encourage the international community to commit to waiting on and listening to the voices of poor people, including through Participate.

1 Vision and purpose



All humans are intrinsically creative and productive; all have the potential to contribute to our common good; all are relational, formed and fulfilled by a complex web of relationships; all are moral, with an ineradicable responsibility for one another; and that all have a vocation to cultivate the natural world conscientiously and sustainably.

(CAFOD, Tearfund, Theos. *Wholly Living: a new perspective on international development*, 2010 p.12)

For CAFOD, human flourishing is a vision of development that moves beyond current ideas (often around income and a narrow definition of freedom and choice) to incorporate multi-dimensional social, cultural and environmental relationships, based on ideas of equality, creativity, responsibility and generosity. Human flourishing is not simply a theoretical concept but a tool to direct policies and approaches to economic, environmental and governance issues.

1.1 How do we understand poverty?

Increasing people's income through creating wealth is vital, but acute poverty is about more than income poverty. Acute poverty is a multidimensional concept of deprivation, referring to all women and men who do not enjoy the basic conditions for humans to flourish. Income is one element of this but it also incorporates a wide range of political rights, cultural freedoms, social capacities and environmental factors, related to education, health, housing, empowerment, hope, employment, personal security and access to natural resources, among others. Acute poverty is a long-term condition, the product of systemic barriers to, for example, social services, education and training, employment, financial services, among others. Systemic barriers are cultural, political and social biases which benefit those with power and undermine those who are vulnerable and marginalized; they are often invisible, even to those experiencing them, and result from the way in which institutions and societies are organized, and the values and perspectives which they cultivate, resulting in patterns of marginalization and exclusion. They are often prevalent in conflict-affected and fragile states.²

1.2 Our vision and purpose for a post 2015 framework

Based on these defining concepts, CAFOD's vision for a post-2015 framework is:

Poor women and men have dignity and are able to flourish through participating in enabling societies and equitable economies that operate within safe ecological boundaries nationally and globally.

A global framework requires endorsement and action by all, but the impact should be focused on the most marginalized, most vulnerable and in greatest poverty. CAFOD believes that the purpose of the post-2015 development framework is to support and facilitate transformational change in the lives of people living in acute poverty. Without addressing global inequality – where the consumption of some far exceeds the carrying capacity of the planet, while others

Despite the high profile and international support the MDGs garnered, the successor framework cannot be expected to respond to every issue in international development, but needs to prioritise the actions that can have the most impact. A framework that addresses all issues but is impossible to implement will be as much of a failure as one that lacks ambition.

are denied access to both resources and political, cultural and social rights – the post-2015 development framework will only address the symptoms of poverty and fail to deliver long-lasting change.

The purpose of the post-2015 development framework is to:

- Prioritise global issues that support and facilitate transformational change
- Keep issues that matter most to people in poverty on the international agenda
- Secure national action that drives progress on the ground
- Enable better accountability, data collection and monitoring and evaluation

While poverty, political action, progress and accountability should anchor the post-2015 debate, prioritisation is essential to effective interventions. Despite the high profile and international support the MDGs garnered, the successor framework cannot be expected to respond to every issue in international development, but needs to prioritise the actions that can have the most impact. A framework that addresses all issues but is impossible to implement will be as much of a failure as one that lacks ambition.

While the remit of a post-2015 development framework will not extend into the territory of other multilateral fora, it can send signals to negotiations, treaties and agreements that address the underlying causes of poverty. For example, an agreed vision of development that places dignity at its centre will signal to trade negotiations that the economy exists as a means of underpinning human flourishing and achieving the common good for all, rather than the sake of growth as an end in itself; similarly, strong messaging on climate change will give impetus to negotiations under the UNFCCC. Policy coherence for development (PCD) should underpin the framework.

2 Theory of change

A global development framework is a roadmap to achieve our shared vision, through highlighting priorities and signposting significant areas where coherent action can contribute to global progress. The framework alone cannot deliver the vision, but it can play a critical role in shaping global development strategies and policies to help achieve dignity and human flourishing for poor women and men.

Impacting on poverty requires change at many levels, and a global framework has the added value of being able to positively impact from multiple angles.

2.1 National action

A global development framework should set international priorities which strengthen the hands of advocates working at the local and national level and create accountability mechanisms which enable governments to be held to account. While the MDGs were valuable advocacy tools because they were levers to lobby for domestic action, national governments often failed to translate them into strategies and plans for local government, resulting in an implementation gap.

2.2 Regional action

At the regional level, action is inspired through positive intra-regional competition. This effect has been particularly notable in the context of the African Union, which created regional MDG targets, enabling civil society to support positive competition between governments and urge governments to improve. This effect can also happen within other groupings, such as economic groups or nations with common characteristics, such as the Small Island Developing States. A global framework has the potential to drive better coordination between other regional bodies, such as development banks and international financial institutions.

2.3 International action

An international framework can inspire and impact across borders. One positive effect of the MDGs was that they provided a platform from which member states could be galvanized to take action. When one country leads on meeting international commitments, it enhances the credibility of that government and incentivises other countries to do the same. Under MDG 8, for instance, the UK government committed to deliver 0.7% GNI to ODA and is on track to meet its promise even in a time of fiscal austerity. This demonstrates how a global development framework can stimulate commitment and leadership by an individual country or group of countries.

Internationally agreed goals and global monitoring can help with coordination and support for countries that are lagging behind in priority areas. For example, Malawi has made progress against five of the eight MDGs but is unlikely to meet MDG 5 on maternal health. The UK Department for International Development, a large bilateral donor, has focused attention on this area through a framework of action for maternal health.



Figure 1: The added value of a global development framework.

A global development framework can tackle problems which fall into three categories:

- > **Shared problems**, where both impact and solution is outside the remit of a single country. Many relate to environmental sustainability and its impact on human development; for example, climate change and biodiversity loss affect all countries, threatening gains in development and jeopardizing future generations.
- > **Common problems** that have been agreed by the international community as priority areas because of their impact on people in poverty but apply in varying degrees to different countries. These include access to energy, healthcare, education and maternal mortality, among many others.
- > Problems that are **bigger than a single country** and need to be addressed by a unified global approach. While they do not necessarily affect all countries, a concerted response is needed as one country alone lacks the ability to tackle them. Tax havens, estimated to result in revenue losses for developing

countries of at least \$50bn a year, an amount roughly equal to half the total annual aid that flows to developing countries, is one such example.

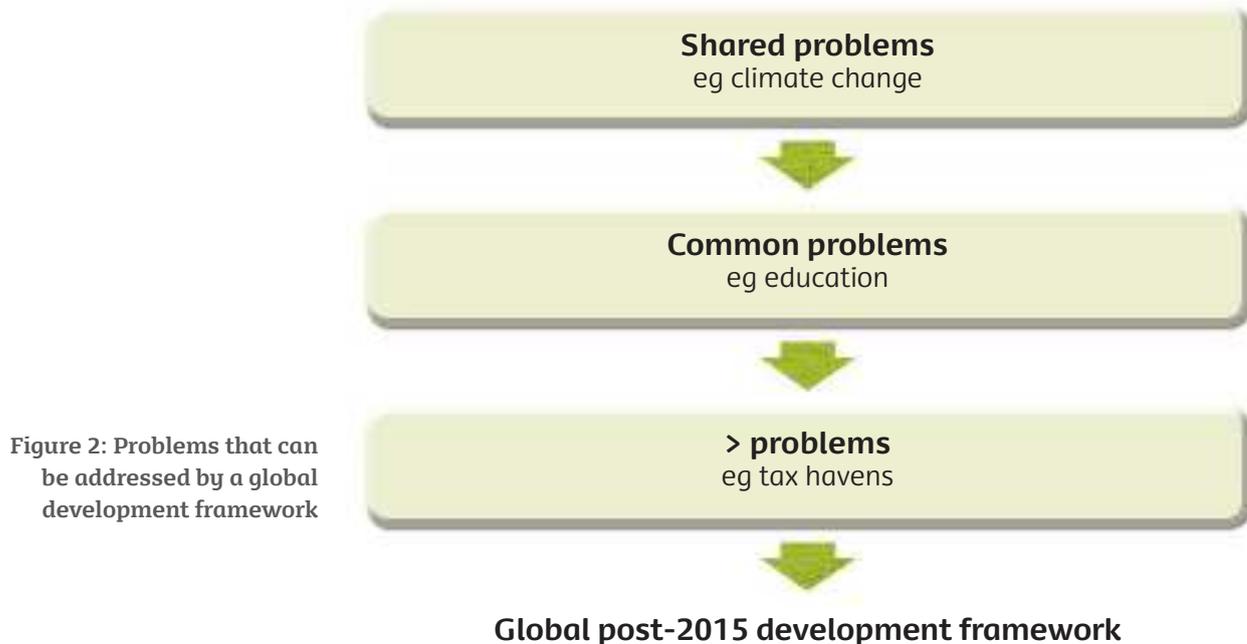


Figure 2: Problems that can be addressed by a global development framework

These are substantial problems, and achieving human flourishing for all is an ambitious aim that will only be delivered through sustained long-term political commitment from developing country and donor governments and civil society. A global development framework allows the international community to work on a longer timeframe than short-term political cycles.

2.4 The role of the private sector

Crucially, to meet its objectives, any international framework also needs support and compatible action from actors, other than states, who impact, often significantly, on development outcomes. For example, transnational corporations (TNCs) impact on the lives of people living in poverty, including their human rights, livelihoods and environment, through their economic activities, use of natural resources, global supply chains, job creation, sourcing practices, impact on financial flows, and so on. A global development framework should ensure that poor women and men are given fair return for their economic contributions. The increase in TNCs from approximately 60,000 globally in the era when the MDGs were created to over 100,000 today make this essential to the post-2015 development agenda. As the influence of the private sector grows, businesses need to be accountable to society for social and environmental impacts as well as financial ones, and to recognise their responsibilities as moral agents.

3 Values

Values are important because they shape the environment in which the framework operates. CAFOD has identified the following values that should underpin each goal and be embodied in the targets and indicators. The full example goals follow in part 2.

3.1 Solidarity

For CAFOD, solidarity in the post-2015 context is “a firm and persevering determination to commit oneself to the common good, to the good of all and each individual.”³ Solidarity must be the foundation of effective multilateralism in the 21st century. Whilst we have taken enormous strides forward in reducing poverty and human suffering, CAFOD is concerned that at the same time inequality, environmental degradation and economic instability has increased; putting those gains at great risk and failing to tackle the long standing roots of poverty. This change must be achieved for our common humanity. Solidarity is the basis of coherent and coordinated action needed to tackle the global challenges of increasing resource scarcity, environmental degradation, economic instability and rising inequalities. Unified action that takes into account the different responsibilities and capabilities of countries can also begin to address the mistrust created by the failure of some parties to meet their international commitments, which has delayed action and lowered ambition for all.

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Across the framework:

- > All countries adopt a sustainable development approach that targets improvements in the lives of the poorest
- > Agreement and commitment from all parties to uphold the post-2015 development framework
- > The framework is negotiated in a legitimate, consensus-oriented process at the UN

Example Goal 1: Empowering Governance

- > Ensuring that all citizens, and especially the poorest, influence decision-making
- > States work together to tackle shared problems, such as transfer pricing
- > Moving the powerful and the powerless towards greater parity

Example Goal 2: Equitable Economies

- > All countries work together to support countries at different stages towards fair and equitable economies
- > Cross-country coherence and collaboration for regulation of TNCs

Example Goal 3: Resilient Livelihoods

- > Resilience is a shared obligation for the global community
- > Target 2 ‘Universal Energy Access’ ensures nobody is left behind

3.2 Universality

Universal action will be required for poor people to move out of poverty. This means that all countries should take action, but not necessarily the same action, based on the principle of common but differentiated responsibilities and respective capacities (CBDR). For example, changes in production and consumption patterns to ensure they are sustainable require some to live within their means in order for others to have the means to live. The goals should be universal in application with the greatest positive impact on people experiencing acute poverty and marginalization.

In the framework:

- Adopt global goals, national targets and global indicators (see below)
- All goals are global and include responsibilities for all countries, with different states having different actions and responsibilities, depending on capacities and context

Example Goal 1: Empowering Governance

- Different countries at different levels of citizen engagement require differentiated approaches
- Different actions are required from governments, donors, TNC host- and home- countries and private sector actors

Example Goal 2: Equitable Economies

- Differentiated action is required to ensure that investment agreements, e.g. between states or with TNCs, are not restricting a country's ability to protect and improve environmental and human rights standards
- TNC home and host countries need to take different actions and ensure due diligence assessments and appropriate reporting on social, environmental and human rights impacts, including supply chains
- Countries will need to take differentiated actions on enabling policies for MSEs, depending on the current status of their national policies

Example Goal 3: Resilient Livelihoods

- Differentiated actions specifically for industrialised countries:
 - addressing climate change by implementing agreed CO2 emission targets
 - adopting changes to ensure sustainable production and consumption
 - refraining from investing in environmentally harmful technologies,

- ensuring TNCs undertake environmental and social impact assessments and human rights due diligence
- engage in two-way technical knowledge sharing

The MDGs focused on poverty but often failed to deliver positive change in the lives of the very poorest and most excluded; this must be addressed through a focus on the poorest and most marginalized in the post-2015 development framework.

	Rationale
Global goals	Contributes to united vision of development; maintains simplicity of headline goals.
National targets	Allow countries to make goals relevant to specific contexts and to address challenges within respective capabilities.
Global indicators	Universal metrics enables comparison across countries.

3.3 Equality

The MDGs focused on poverty but often failed to deliver positive change in the lives of the very poorest and most excluded; this must be addressed through a focus on the poorest and most marginalized in the post-2015 development framework. This calls for an approach that has equity hardwired into its structure by seeking to eradicate poverty, not reduce it. Women disproportionately bear the burden of global poverty, calling for a focus on gender equality⁴ within the framework both as a discrete goal and integrated across all goals and targets. People have intersecting identities that relate them to multiple demographics and this should be taken into consideration within the framework, particularly when it results in or contributes to marginalization, exclusion, discrimination and poverty, such as gender, disability, age, caste, ethnicity, and so on.

In the framework:

- > Indicators are disaggregated by quintiles and measure the differential between the top and bottom quintile to ensure nobody is left behind
- > Indicators are disaggregated by gender to prioritise gender equality
- > Implementation takes different realities of women and men into account

Example Goal 1: Empowering Governance

- > Ensuring all citizens can participate in and influence decisions, with a special focus on the inclusion of women and marginalised and vulnerable groups

Example Goal 2: Equitable Economies

- Addressing inequalities and ensuring fair participation in economies

Example Goal 3: Resilient Livelihoods

- Implementation needs to take into account the different situations of women and men and the way they are affected by disasters, environmental shocks and stresses

3.4 Environmental Stewardship

Sustainable development rests on ensuring social and economic progress occurs within safe ecological limits, by improving human wellbeing and social equity while significantly reducing environmental risks and ecological scarcities.⁵ Current economic patterns and development pathways do not achieve this. On the contrary, gains in poverty reduction are being undermined by preventable natural disasters and unsustainable use of natural resources and global public goods. The result is environmental degradation, biodiversity loss and dangerous climate change that affect the poorest and most marginalized first and hardest. We have a responsibility to future generations, which calls for long-term development thinking.

The prerequisite for environmental stewardship: appropriate valuation of ecosystem services and biodiversity

Protecting and enhancing the lives and livelihoods of people living in poverty means protecting and enhancing the ecosystem services and biodiversity essential for their wellbeing. Decision-makers will only take this seriously if the direct and indirect benefits to communities of environmental assets are accounted for in a country's overall wealth by moving beyond GDP; equally, ways must be found to account for the environmental costs of economic activities.

However, any approach must not lead to natural resources and ecosystem services being valued only as economic assets, as this contradicts our belief that nature should be cherished as a gift. It would ignore the benefits they provide and could potentially undermine the rights, access and ownership of local communities.

In the framework:

- Development anchored within safe ecological limits that ensures all women and men, including the poorest, can flourish

- A prerequisite for responsible environmental stewardship is appropriate valuation of environmental goods and services

Example Goal 1: Empowering Governance

- The right information as outlined needs to include all relevant environmental data for prior informed consent and participation in, and influencing of, decision-making

Example Goal 2: Equitable Economies

- Environmental stewardship requires tackling inequalities as part of equitable economies: without targeting the poorest vast growth and resources will be required to bring a few people out of poverty
- TNCs must undertake environmental and social impact assessments and human rights due diligence
- Appropriate valuation of natural resources, ecosystems and biodiversity as a prerequisite for environmental stewardship will provide the parameters within which equitable economies can safely operate

Example Goal 3: Resilient Livelihoods

- Building the resilience of poor women and men to current and future environmental shocks and stresses
- Industrialized countries implementing agreed CO2 emission targets and adopting sustainable production and consumption patterns
- Prioritising low-carbon development pathways that deliver energy access to people living in poverty and will increase the share of renewables in the global mix

3.5 Holism

The framework needs to move us towards a sustainable development pathway but focus on people living in the greatest poverty and exclusion. This means integrating poverty eradication into sustainable development and responding to the multi-dimensional nature of poverty through assimilating elements essential for human development, such as gender equality, environmental protection and enabling governance. The framework must respond to the social, environmental and economic dimensions of sustainable development. A holistic approach can make the framework more politically accessible through prioritising issues and promoting interventions that have multiple benefits. Using 'proxy' indicators that depend on progress being made across multiple areas reduces the need for a crosscutting approach; one such example is child malnutrition.

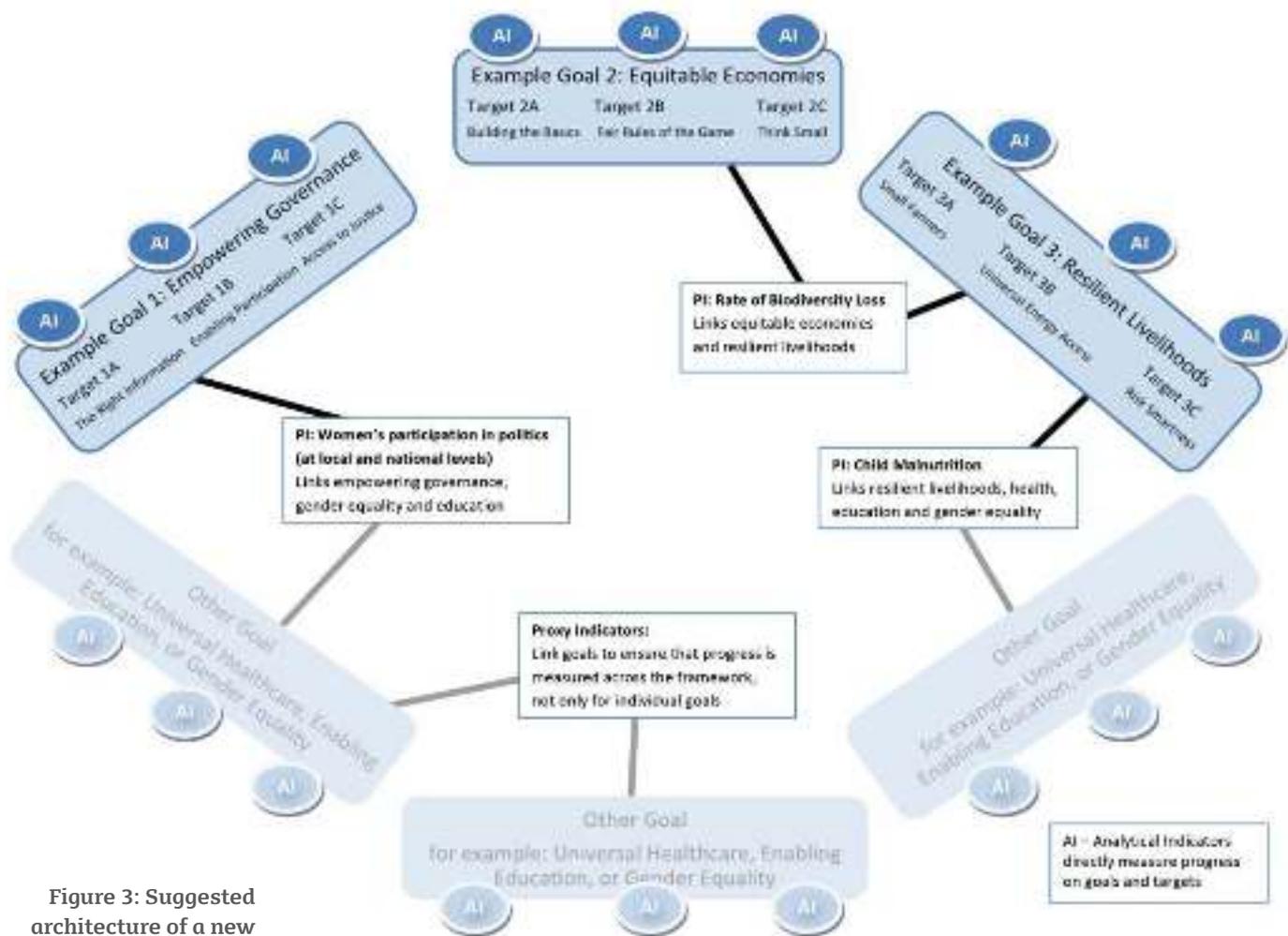


Figure 3: Suggested architecture of a new framework which would support a holistic approach

The MDGs saw progress on some goals and targets while others stagnated or even regressed. To avoid this disjointed approach, the 'architecture' of the framework needs to change. CAFOD suggests analytical indicators to measure each goal and their respective targets, and proxy indicators which link two or more goals together to ensure progress is tracked across the framework. Proxy indicators should be related to the root causes of poverty, responding to several dimensions of acute poverty – see Figure 3. The Human Development Index is a composite indicator, which does not serve the same purpose, as it only combines analytical indicators without linking them together to monitor systemic causes of poverty and marginalization.

In keeping with this approach, the process to design the post-2015 development framework should be holistic. The UNGA special session in September 2013 is the moment to launch a single process to create a single set of goals, drawing on both the sustainable development and post-MDG debates.

Participation is crucial to ensure that people living in poverty, their priorities, perspectives and capabilities, are included when designing and implementing the MDG successor framework, and that their agency is recognised and valued.

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In the framework:

- > Proxy and analytical indicators ensure that one goal cannot be forgotten while the others make progress
- > Acute poverty as the basis for the framework
- > Support policy coherence for development throughout

Example Goal 1: Empowering Governance

- > Empowering governance addresses acute poverty at the root cause

Example Goal 2: Equitable Economies

- > Social protection systems addresses poverty holistically by providing not only a minimum income but also access to basic services such as education, health care and financial services
- > Focusing on two levels – transnational corporations and micro and small enterprises – tackles the problem from both sides

Example Goal 3: Resilient Livelihoods

- > Building resilience to environmental shocks and stresses and climate change is a holistic approach to poverty eradication, as is the focus on sustainable access to water, food and energy

3.6 Participation

CAFOD believes that participation is crucial to ensure that people living in poverty, their priorities, perspectives and capabilities, are included when designing and implementing the MDG successor framework, and that their agency is recognised and valued. CAFOD has undertaken participatory research to understand how people experience and realize their own development.

In the framework:

- > Indicators across all goals that are measured through participatory methodologies
- > Participatory methodologies used in global policy creation, implementation and monitoring and evaluation

Example Goal 1: Empowering Governance

- > Participatory indicator on perceived difference that poor people make in decisions that affect their lives

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Goals, targets and indicators must be set up to better enable accountability through granular data that is disaggregated by gender and age.

Example Goal 2: Equitable Economies

- Participatory indicator on positive reported impact on livelihoods of poor women and men

Example Goal 3: Resilient Livelihoods

- Participatory indicator on participatory development planning

3.7 Accountability

One benefit of the MDGs is that they were a tool to improve national-level accountability; the successor framework should build on this through enhancing democratic participation through a frame of ‘universal values’ based on the freely expressed will of people to determine their own political, economic, social and cultural systems. But while the MDGs enabled overall advances in poverty reduction, they obscured the lack of progress experience by marginalized groups through focusing on national averages. Goals, targets and indicators must be set up to better enable accountability through granular data that is disaggregated by gender and age, and funding needs to be allocated to improve data gathering and availability. This data must be transparent including how it was gathered and processed before being made available.

Accountability, transparency and participation are important tools to improve governance and ensure proper oversight of both public institutions and the activities of the private sector, and to enable people to participate in decision-making processes that affect all aspects of their lives.

In the framework:

- States hold ultimate responsibility for delivery of global development goals
- Five year staging posts to raise ambition and monitor progress
- Year 2000 baseline to reduce time lag in data
- All goals have a 15 year deadline
- Adequate financing for disaggregated data collection and processing
- Data transparency prioritized
- Framework enables people living in acute poverty to hold governments to account
- Example goals have specific indicators on national and global policy commitments

4 Example Goals

This section of the paper outlines CAFOD’s example goals and for each one, explains why it has been identified as a priority area, and suggests potential targets and indicators.

4.1 Example Goal 1: Empowering governance – Poor men and women participate in and influence the decisions that affect their lives

The current situation

MDG implementation showed that good governance and empowerment contributes to sustained progress, while their absence can hamper success.⁶ However, good governance, including participation and access to information, are not covered by the MDGs. Some countries, like Albania, Iraq and Mongolia, have filled this gap by adding additional goals on governance to their national MDG implementation plans.⁷

Participation and access to information are fundamental to the UN Millennium Declaration, where member states resolved to ‘work collectively for more inclusive processes, allowing genuine participation by all citizens in all our countries’ and to ensure the ‘right of the public to have access to information.’⁸ ‘The Future We Want’, another basis for post-2015 discussions, highlights participation, access to information and providing an enabling environment as ‘fundamental for sustainable development.’⁹ Participation in political processes and the freedom to seek, receive and impart information are enshrined in human rights treaties and conventions.¹⁰ These affirm the political will to deliver participation and access to information to citizens globally.

Why is this goal relevant for people living in poverty?

Marginalized people are often most deprived of access to critical information and with the least opportunities to take decisions which influence their own development. Weak institutions and inadequate regulation of the private sector result in the greatest harm to the poor and vulnerable. The goal encourages governments to focus on concrete areas in the public and private sectors, which can contribute to lasting improvements in poor people’s lives.

Good governance and accountability should underpin the entire framework but there is a case for including access to information, participation in decision-making and access to justice as a goal because they are not only a means to achieve development outcomes but an end in their own right. A global goal standardises outcomes and ensures measurement at the international level. Publishing results will enable countries to compare progress with other countries. This

Marginalized people are often most deprived of access to critical information and with the least opportunities to take decisions which influence their own development.

creates international pressure that reinforces political motivation to make progress at the national level.

Participation and access to information enable people affected by acute poverty to address issues related to their development at the local and national level. Improving access to information and participation is a common agenda for all countries, with room for differentiation to respond to the different country contexts of political processes, institutional mechanisms and legislative frameworks. Furthermore, the impact of global investors and TNCs beyond national boundaries can create problems that exceed the remit of a single country, warranting internationally coordinated action in a global framework. Many countries already use approaches that cross national boundaries, for example, to protect the environment, ensure consumer rights or prevent money laundering and bribery.¹¹

For CAFOD, the components of empowering governance are access to information, access to justice, an enabling environment for participation and access to justice.

Case studies:

Participation in decision-making and access to justice improve people's lives. In Bolivia, local CAFOD partners successfully influenced the municipal government in the Guaqui region to adopt an animal health policy, which resulted in an increased family income from approximately 180 GBP annually in 1999 to 450 GBP in 2007. After learning of the Guaqui experience, Aymara farmer organizations in neighbouring areas also convinced seven local governments to adopt universal animal health policies and commit funds for implementation.

In Honduras, Caritas Tegucigalpa has been working with communities in the Siria Valley affected by the Entremares-operated San Martin gold mine, and officials from the Honduran government, to bring evidence of environmental contamination and health impacts to the local population from the mine's operations and closure plan. Their findings formed the basis for a legal case against Entremares for environmental crimes and against the Honduran state body responsible for the regulation and promotion of mining for concealing information.

<p>Example Goal 1: Empowering Governance – Poor women and men participate in and influence decisions that affect their lives</p>	<p>Participatory indicator: Qualitative participatory research on whether people feel their participation is impacting on decision-making</p>
<p>Target 1A: The right information: governments ensure transparent access to information from the private and public sector to enable accountability of decision-making and use of resources</p>	<ul style="list-style-type: none"> > Governments releasing relevant and timely data on spending > Donors releasing data to IATI standards > Funding for improved data collection and availability is provided > Private sector transparency indicators set by governments that highlight transfer pricing and how natural resources, revenues and ownership are allocated at a country and project basis with a link to contract transparency
<p>Target 1B: Enabling participation: Governments create an enabling environment so that women and men can participate in and influence decisions by the private and public sectors that affect their lives</p>	<ul style="list-style-type: none"> > Participation of civil society, especially vulnerable and marginalized groups, in policy making at different levels. > Free, prior and informed consent of indigenous peoples and communities directly affected by natural resource projects. > Freedom of expression and information > Freedom of association and assembly
<p>Target 1C: Access to justice: poor women and men have meaningful redress if things go wrong</p>	<ul style="list-style-type: none"> > Poor women and men can use the legal system > Poor women and men can overcome practical and legal barriers > Recourse to genuine appeal mechanisms to challenge decisions

Target 1A: The right information: governments ensure transparent access to information from the private and public sector to enable accountability of decision-making and use of resources

Accessible and relevant information is a prerequisite to informed participation. People must be able to easily find, understand and use the information provided by governments and the private sector. Governments need to ensure that clear distinctions are made between governmental and private sector responsibilities and activities.

Releasing data into the public domain is not enough; it needs to be contextualised and explained. Data must be published in an accessible format, with reasonable efforts made to ensure that it is understandable to citizens with no prior data analysis training. It should come in an open format that allows it to be reshaped for different purposes and be published to specified standards and timeframes.

Information and Communication Technology (ICT) offer potential tools to improve access to information, but to make a difference in the lives of the poorest, lack of access to technology must be addressed. Ensuring access to ICTs alone is not a good indicator for access to information; further provision by government, including data presentation, is necessary.

Target 1B: Enabling participation: Governments create an enabling environment so that women and men can participate in and influence decisions by the private and public sectors that affect their lives

An enabling environment is needed for citizens to participate in decision-making. This includes space for citizens to come together and access to policy processes, preferably through dialogue with decision-makers. It should further include guaranteed freedom of expression, freedom of assembly and political space for a range of civil society groups.

Governments need to provide this enabling environment for citizens to interact with both public and private sectors. Given the far-reaching impacts of many private sector actors, governments have a duty to ensure that businesses respect these rights as well. An example of this is the right to collective bargaining for workers to negotiate with employers. Civil society organizations play a crucial role as intermediaries and enablers to ensure that citizens' views are taken into account, and also need to adhere to accountability rules. Members of the public must be able to contribute to, monitor and evaluate activities in the public, private and third sector using accessible, transparent information.

Governments should focus on particularly vulnerable groups, for example women, children and youth, people with disabilities, communities directly affected by infrastructure projects, and indigenous peoples, to ensure they can participate. The threshold for participation must be kept low, with the understanding that different approaches are appropriate for different groups. This means resources and energy are focused on enabling people living in acute poverty to influence decision-making.

Target 1C: Access to justice: poor women and men have meaningful redress if things go wrong

The final element to complete this goal is that the poorest within society have access to justice and redress through legal systems, and that there is a process of appeal to challenge unfair decisions. Alongside ensuring powerful actors are aware that they cannot act with impunity, it will support genuine participation in decision-making. Access to justice requires the obstacles facing the poorest in

The threshold for participation must be kept low, with the understanding that different approaches are appropriate for different groups so resources and energy are focused on enabling people living in acute poverty to influence decision-making.

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society to be removed. As well as national legal systems, this should include appeals to international bodies. Progress on access to justice strengthens the rule of law and deters harmful and illegal behaviours.

4.2 Example Goal 2: Equitable Economies – Poor women and men are able to participate on fair terms in the economy

The current situation

Income poverty was included in the MDGs as an important but incomplete attempt to end economic poverty. Progress on this target has largely been a result of economic growth and rising incomes in China and India, not as a consequence of the MDGs. In other regions, reducing income poverty has stagnated or even reversed; even against a backdrop of record levels of growth in some countries in sub-Saharan Africa, poverty remains high. Unemployment and rising inequality are becoming global concerns and should be central to the post-2015 framework.

Why is this goal relevant for people living in poverty?

This goal focuses on economic inclusion to comprehensively address economic aspects of poverty, including income inequality. Instead of merely pushing people above the poverty line, it tackles the barriers to poor men and women's participation in the economy, and ensures them a fairer return for their contribution. Without targeting the poorest, vast growth and resources will be needed to even bring a small proportion of people out of poverty. The goal needs to be based on an understanding of the dynamics and causes of economic marginalisation, inequality and deprivation.

Tackling inequality is vital to environmental sustainability. Poor women and men must be considered in the transition to green economies, as they tend to be employed in environmentally sensitive sectors, which rely more heavily on natural resources, and have a vital role to play in that shift. Future generations are integral to discussions on equity, and it is therefore essential that environmental sustainability be integrated into the post-2015 framework.

CAFOD recommends focusing on two levels in the economic sector: micro and small businesses (MSEs) and transnational corporations (TNCs). These groups have different roles to play and are differently affected by policies and regulatory frameworks. Most poor people rely on their labour to participate in and benefit from economic life, and small businesses provide up to 90 per cent of jobs in developing countries, providing an important route out of poverty. MSEs need both a supportive international regulatory framework and an enabling domestic environment.

TNCs control significant natural resources and intellectual property rights, and often have global supply chains. TNCs can directly impact on poverty through providing jobs that pay a living wage, investing in skills and infrastructure, or indirectly via taxes, supporting the local economies and good environmental management. TNCs have responsibilities for their development impacts, and both home- and host-states have an obligation to provide a regulatory framework that integrates those responsibilities into economic policies and company laws.

Based on our work with poor small-scale entrepreneurs and on improving the development impact of TNCs, CAFOD has identified three key areas that need to be addressed to ensure that poor women and men can participate in the economy on fair terms. Firstly, poor women and men need to be provided with the basic conditions to participate by the provision of social protection systems that guarantee a minimum level of income and access to essential services. Secondly, it is necessary to ensure that the structure of the economy and the 'rules of the game' guarantee real opportunities to participate and that people in poverty can benefit from this participation. Thirdly, most poor women and men are either waged labourers or small business owners (including farmers), and ensuring good conditions and returns for these two groups should be central to equitable economic policies.

These targets are by no means all that is needed to end economic aspects of poverty but they cover areas that a global development framework could and should address.

Making a real difference: focusing on MSEs

"I used to fish and farm for a living. Today I am a skilled furniture maker. Who could believe it? I still have a lot to learn but I work fast! It is heavy work but I am a strong woman. I have the capabilities to do this job as well as any man. My life has changed in the maximum way. It's like I am a new person. I don't have the same money needs, I have work companions, I have friends. I have trust in people."
(Amparo, Colombia)

In 2007 Amparo took part in the AIPODE project supported by CAFOD and Secretariado Nacional de Pastoral Social/Caritas Colombia with funding from the European Union. This project supports displaced and vulnerable communities with basic services, legal aid and support to set up small cooperatives. As a result, participants have set up 25 small businesses for 256 families, including a coffee-growing cooperative, a bag-making business, and the furniture-making business where Amparo works.



My life has changed in the maximum way. It's like I am a new person. I don't have the same money needs, I have work companions, I have friends. I have trust in people.

(Amparo, Colombia)



Social protection systems which guarantee income security and access to essential services to all groups across the lifecycle can do much to support poor women and men's economic activity.

<p>Example Goal 2: Equitable economies – Poor women and men are able to participate on fair terms in the economy</p>	<ul style="list-style-type: none"> > Inequality indicator on income distribution that focuses on the poorest > Indicator on decent jobs created drawing on Decent Work concepts
<p>Target 2A: Building the basics: Establishing social protection systems as a precondition for economic participation</p>	<ul style="list-style-type: none"> > Existence of minimum income guarantee and access to basic services > Sufficient global funds for start-up costs of social protection systems for LICs > Participatory indicator: Positive reported impact on livelihoods of poor women and men
<p>Target 2B: Fair rules of the game: responsibilities of transnational corporations (TNCs), and home/host state obligations</p>	<ul style="list-style-type: none"> > Investment agreements that are more balanced and developmental. > Improved tax cooperation and transparent disclosure of profits, payments and beneficial ownership
<p>Target 2C: Think small: foster micro and small enterprises (MSEs) in a fair business environment</p>	<ul style="list-style-type: none"> > Spending on support to small business sector increases > Evidence of the poorest accessing markets > Small businesses consulted on domestic policy changes and economic strategies as well as international regulatory framework

Target 2A: Building the basics: Establishing social protection systems as a precondition for economic participation

Creating opportunities is not sufficient to ensure economic inclusion; there are other significant barriers, such as lack of access to essential services, excessive risk and vulnerability and dysfunctional local markets. Social protection systems which guarantee income security and access to essential services to all groups across the lifecycle can do much to support poor women and men's economic activity. As well as injecting cash into the local economy, they provide predictable income that allows small entrepreneurs to invest; they can buffer against downturns and risk, reducing behaviours that jeopardise future profitability; and improve social capital and participation of women in the economy.

Many governments committed to establishing such systems at the ILO conference in June 2012, again endorsed at Rio+20. National governments now need to implement these systems in a way that supports poor people's livelihoods, and the international community needs to assist in financing start-up costs of these national systems in low-income countries.

Target 2B: Fair rules of the game: responsibilities of transnational corporations (TNCs) and home/host state obligations

The impacts of TNCs on poverty reduction have been mixed. Foreign direct investment (FDI) in oil, gas and extractive sectors has contributed significantly to the GDP of developing countries but the development benefits for the broader populations have been disappointing. While there is evidence that some TNCs have contributed to development outcomes through their production and distribution supply chains, in other instances local businesses have been competitors and had their economic activities restricted. Many jobs created within global supply chains have been temporary and of poor quality. The global structure of TNCs and business models based on externalising environmental and social costs can reduce the benefits of foreign investment to developing countries. Many TNCs can avoid paying fair taxes, consequently increasing the tax burden on workers and local firms, and depriving governments of revenue for public spending.

International cooperation between home and host governments is essential for successfully improving the development impact of TNCs and includes obligations for both. Such obligations include not only promoting effective reporting and monitoring of TNC behaviours and impacts but should also facilitate state enforcement of anti-corruption. This is necessary to prevent a 'race to the bottom' on tax policies, labour standards and investment conditions.

Responsibilities of TNCs include meaningful and accessible due diligence assessments and appropriate reporting on social, environmental and human rights impacts, including supply chains. It is also vital to consult with local small businesses in host countries. Given that TNCs already play a role in development and will seek to shape the business environment to their advantage, an important part of establishing equitable economic structures is making sure that there is clear public data on business models, company ownership, profits and payments.

If businesses carry out genuine human rights due diligence in accordance with the UN Framework and Guiding Principles on Business and Human Rights, this could have significant positive impacts. States need to do much more to ensure that businesses know what is expected of them, for effective regulation and to ensure effective redress is available to victims of human rights abuses caused by business operations, both to act as a deterrent and to provide effective remedy when necessary.

Target 2C: Think small: Foster micro and small enterprises (MSEs) in a fair business environment

Current international regulatory frameworks do not support small businesses, who can find it hard to compete in globalised markets because international tax, trade and investment rules do not work well for them. Small businesses are rarely considered or consulted on international regulatory frameworks.

Despite composing the vast majority of domestic economies, small businesses are also generally neglected in favour of export industries and foreign direct investment. This bias needs to be addressed, with much greater focus put on supporting small businesses, especially in low-income countries where 70-80 per cent of MSEs are run by women. The assumption that regulations that benefit TNCs will also benefit MSEs is incorrect.

CAFOD believes that three things need to change:

- > Correcting the spending bias to better resource programmes to support MSEs
- > Correcting the policy blind spot to better reflect the needs of small businesses
- > Improve voice and representation through consultation with small businesses

4.3 Example Goal 3: Resilient Livelihoods – poor women and men are resilient to environmental shocks and stresses and have sustainable sources of food, water and energy

The current situation

Progress on MDG 7 on environmental sustainability lags far behind the others, with only 10 per cent of sub-indicators met or on track for 2015, illustrating the failure of the international community to halt biodiversity loss, environmental degradation and intensifying resource scarcity. Other environmental issues directly impacting on poor people, most notably climate change, have not been adequately addressed, even though the right to protection and relief from disasters, including climate-related ones, is clearly implied in international law.

Climate change is perhaps both the greatest threat to poverty reduction and a symptom of the fundamental crisis of development. Urgent action is needed to cut the greenhouse gas emissions causing global warming, especially through reducing our



I have never seen anything like this before – three years without rain...in this place we are suffering...we are afraid that people are going to die.

(Peter Musa, Maasai community Torosei, Kenya)



For us, development is keeping our land healthy and allowing our children to live healthily in a place bursting with life.

(Hutukara Associacao Yanomani
– CAFOD partner in Brazil)

use of fossil fuels. To keep average temperature increases within the UN-agreed ‘safe’ limit of 2°C¹², global emissions must peak before 2020. According to recent analysis by the World Bank, we are currently on track for around 4°C of warming by 2100, ‘triggering a cascade of cataclysmic changes.’¹³ The window of opportunity to prevent potentially unmanageable global warming is rapidly closing.

Why is this goal relevant for people living in poverty?

People living in poverty have contributed least to the global scale of environmental damage but are most affected by its impacts. Not only are they hardest hit by weather-related and other natural disasters, they also have the fewest resources to recover and build resilience to future impacts. In addition, poor women and men often depend more directly on healthy ecosystems for their livelihoods.

Climate change amplifies existing social, political, and resource stresses and inequalities. It is already placing strains on water resources and food production, and undermining the livelihoods and health of poor communities. All resilience-building efforts such as Disaster Risk Reduction (DRR), climate change adaptation and protection of ecosystems services, along with improving the long-term food, water and security of those living in poverty speak to a shared concern: reducing poor people’s vulnerability to short and long-term environmental shocks and stresses, and protecting the environment as the basis for sustainable development.

Equitable access to natural resources and to sustainable sources of food, water and energy – which in turn depend on secure access to land and territory, and secure systems of tenure – is crucial to lifting people out of acute poverty and enabling them to flourish. Smallholder agriculture is a crucial livelihood of poor women and men. In least developed countries, it continues to be the primary source of economic activity. Supporting smallholder agriculture also promotes gender equality, as women comprise 43 per cent of the agricultural labour force on average in developing countries.¹⁴ Yet they control less land and livestock, have lower education levels, have less access to improved seed varieties and inputs such as fertilizers, and are much less likely to use credit or insurance than their male counterparts.

Increasing smallholder farmers’ resilience to environmental shocks and stresses should not mean simply ‘holding the line’, by preventing their food, water and energy security situation from worsening. It should also mean poverty reduction and transforming livelihoods over the longer-term through building access to sustainable and secure resources.

There is a growing recognition that universal access to energy is crucial for achieving the MDGs and reducing acute poverty and hunger. This will require the expansion of decentralized, small-scale energy services from renewable sources, bringing co-benefits such as decreased reliance on fossil fuels and increased environmental protection through less use of biomass. Access to sustainable energy is a building block of greater resilience and transformative low-carbon development.

Ultimately, the only real way to build resilience to environmental shocks and stresses is to address the economic activities and underlying social and political behaviours causing the problem. This

<p>Example Goal 3: Resilient Livelihoods - Poor women and men are resilient to environmental shocks and stresses, and have access to sustainable sources of food, water and energy</p>	<ul style="list-style-type: none"> > Industrialized countries implement internationally agreed emissions cuts. > Industrialized countries adopt sustainable consumption and production patterns > Number of people with enhanced resilience to environmental shocks including climate change. > Level of integration of protection of ecosystems services in development planning > Participatory indicator: participation of people living in acute poverty in national development and adaptation planning
<p>Target 3A: Small farmers to the fore: promoting sustainable rural development</p>	<ul style="list-style-type: none"> > Percentage of new investment in sustainable smallholder agriculture (SHA) > Number of smallholder farmers (SHF) with enhanced resilience to climate change > Number of SHF with enhanced food, water & energy security
<p>Target 3B: Universal energy access: sustainable, secure, safe and affordable energy services for poor women and men</p>	<ul style="list-style-type: none"> > Number of people with access to sustainable energy services ("total energy access") > Number of women and men living in energy poverty and number of CSOs and CBOs participating in the design and delivery of energy services at national & local level > Percentage of decentralized projects as a share of new electricity investment
<p>Target 3C: Risk smartness: Integrate Disaster Risk Reduction (DRR) and climate change adaptation in development planning</p>	<ul style="list-style-type: none"> > Country percentage agreement for Hyogo Framework for Action part 2 > Number of national, regional and local land use plans incorporating hazards and risk through participatory development and land use planning > Level of integration of CC adaptation in national development planning

means that developed countries must live up to their international commitments to cut the greenhouse gas emissions causing climate change and provide financing to help poorer countries adapt, whilst also changing unsustainable patterns of production and consumption. Better stewardship of the environment requires appropriate holistic means of valuing and accounting for the direct and indirect benefits of ecosystem goods and services in economic and development planning.

Pragmatically, in an era with a high risk of climatic variability development must be 'proofed' against current and future climate-related impacts. For the post-2015 framework to be sustainable, it must prioritize disaster risk reduction and building the adaptive capacity of poor women and men to short- and long-term climate impacts at local and national levels.

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Target 3A: Small farmers to the fore: promoting sustainable rural development

Smallholder farmers grow 50 per cent of the world's food, yet they also account for over half of the world's hungry people.¹⁶ Globally, agricultural activities are responsible for one third of total greenhouse gas emissions (including the indirect impacts of land use change and deforestation) yet the sector is itself particularly affected by climate change impacts such as desertification, land degradation, drought, floods and decreasing water availability. Many smallholder farmers in developing countries are dependent on rain-fed irrigation. Declining food production as a result of climate change could lead to 11-24 million more children being undernourished by 2050.¹⁷ Building the resilience of smallholder farmers to intensifying environmental threats and investing in making them more food secure should be core complementary priorities for the post-2015 framework.

With the right investment and policy framework, low-input agricultural production can both protect natural ecosystems and contribute to building sustainable livelihoods for the world's majority food producers. Investment in agro-ecological approaches combined with interventions to promote rural development can bring multiple dividends: increased production, improved food and income security, and enhanced resilience to environmental and climate-related shocks and stresses.¹⁸

The future development framework should prioritize eradicating energy poverty, using sustainable energy sources to achieve this.

Target 3B: Universal Energy Access: sustainable, secure, safe and affordable energy for poor women and men

Across the world, 1.3 billion people still lack access to electricity and 2.7 billion people cook with traditional biomass. This gives rise to health impacts from smoke inhalation, including exposure to chronic respiratory and cardiovascular diseases, which disproportionately impact women and children. More than 95 per cent live in sub-Saharan Africa or Asia, with 84 per cent in rural areas. Universal access to energy has been called the ‘missing’ MDG and renewed political focus on tackling energy poverty is now emerging, with the UN-led Sustainable Energy for All Initiative.

Extending grid electricity to rural areas is often expensive and inefficient, so micro- and off-grid energy from wind, solar and micro-hydro sources, along with provision of clean cooking facilities, can be a cost effective ‘win-win’ to deliver energy to the rural poor. It also brings health and education co-benefits, enhances productive activities and promotes environmental protection. Decentralized approaches can also promote local ownership of delivery systems, and contribute to local job creation.

The future development framework should prioritize eradicating energy poverty, using sustainable energy sources to achieve this. Universal energy access requires:

- A clear definition of ‘energy access’ that addresses the complete range of energy needs of poor women and men.
- A clear implementation plan with targets, indicators, and appropriate financing and monitoring to ensure that energy services are reaching the poor.
- The inclusion of poor women and men and independent civil society in design and delivery of energy services at local, national and international levels.
- The exclusion of socially and environmentally harmful technologies such as coal, nuclear and industrial bio-fuels from the definition of sustainable energy.

Target 3C: Risk Smartness: Integrate Disaster Risk Reduction (DRR) and adaptation in development planning

Natural disasters are both a cause and outcome of poverty. Since the 1980s, weather-related disasters have become more frequent and intense, and the number of people affected has doubled. Risk

reduction enables communities to prepare for and recover from natural and manmade hazards. However, current DRR frameworks are designed in isolation from development planning and have failed to address systemic long-term factors. In addition, the post-2015 should incorporate a gender focus as women and girls have different exposure and vulnerability to disaster and climate change than men and boys.

DRR and climate change adaptation need to be integrated into all development planning. CAFOD supports an integrated approach to reducing vulnerability, food insecurity and promoting sustainable livelihoods. In Bangladesh, our partners are trialling flood and drought-tolerant practices, such as raised gardens, special rice varieties and alternative livelihoods. In Kenya, we are supporting decentralized solar energy for health, education and livelihoods benefits and to reduce. In the Philippines, our partners work with local governments to implement participatory risk assessments and land use planning. Adaptation must take into account both fast and slow onset climate impacts, prioritizing the needs of the poorest and most vulnerable. Successful integration also requires the genuine participation of affected communities and civil society in development decision-making, along with appropriate technology transfer and knowledge sharing. A new Hyogo Framework for Action should provide the operational framework for resilience objectives.

5 Conclusion

As the debate around post-2015 gathers momentum, it is increasingly important that a shared understanding on the purpose and values of a global development framework is generated. CAFOD believes that a global development framework can deliver sustainable positive change in the lives of people living in the greatest poverty and marginalization through implementing the highest aspirations found in the UN Millennium Declaration. What matters is how the goals embody the values and how those goals move us closer to a common vision of development. For CAFOD, this means example goals on empowering governance, equitable economies, and resilient development are built on the values of solidarity, universality, environmental stewardship, equality, holism, participation and accountability.

CAFOD argues that the purpose of the new framework is to make a positive difference in the realities of people on the ground. It is therefore essential that people living in poverty and marginalization are central to this global policy process and the implementation of the outcome. CAFOD will continue to develop its thinking on the content of the post-2015 development framework when COMPASS 2015 and the global initiative Participate deliver in-depth qualitative participatory research with people from around the world.

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- > women and men have equal access and control over resources and decision making processes
 - > they enjoy equality under the law
 - > they have autonomy to make life choices free of violence
 - > and the systems and structures perpetuating inequality, disempowerment and gender stereotyping are challenged.
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