



## GLOBAL THEMATIC CONSULTATION ON GOVERNANCE AND THE POST-2015 DEVELOPMENT FRAMEWORK

### Consultation report

*“Governance is no longer the prerogative of parliamentarians and legislators...[it is a right for all]”*

– Aruna Roy

*“Our direction in the post-2015 agenda must aim to create capability, invest in people and reverse inequality. With inclusive democratic governance, effective leadership and political will, this is possible.”*

– Archbishop Ndungane, African Monitor

*“Political freedom goes together with economic and social freedom.”*

- Geraldine Fraser Moleketi, UNDP

*“Governance is not just about whether administration functions smoothly, it’s about how people can review what those in power do, and how they can hold them to account.”*

- Marcia Kran, OHCHR

*“Inequality and poverty are not accidents of fate. They are results of policy decisions and power relationships which are discriminatory, exclusionary and unjust.”*

– CESR / Beyond 2015

## Disclaimer

The contents and recommendations of this report do not necessarily reflect the views and positions of the United Nations Office of the High Commissioner for Human Rights (OHCHR), the United Nations Development Programme (UNDP), the United Nations, or the Federal Republic of Germany. They are the outcomes of an extensive consultation process with key governance stakeholders and constituencies, which took place from September 2012 to March 2013.

## TABLE OF CONTENTS

Preface and acknowledgements.....	5
Overview and key messages .....	6
1. Background: the post-2015 development agenda.....	9
2. Lessons from the mdgs: the case for governance.....	10
2.1. Governance and accountable institutions in the millennium declaration .....	11
2.2. Growing advocacy around governance since the millennium declaration .....	12
2.3. A movement towards governance in the post-2015 framework .....	13
3. The governance consultation: engaging stakeholders towards a shared vision.....	15
3.1. The regional dialogues .....	16
3.2. Expert meeting on measurement .....	17
3.3. E-discussion on governance and accountability .....	17
3.4. Global thematic consultation on governance and the post-2015 agenda .....	18
4. Outcomes from the global thematic consultation on governance .....	19
4.1. The concept and role of governance in development.....	19
4.1.1. Governance is multi-dimensional and is both a means for, and an end of, development .....	19
4.1.2. Poor governance is intimately linked to inequalities and power imbalances.....	19
4.1.3. Governance needs to be based on effective accountability and grounded in human rights ...	20
4.2. Substantive elements of governance for the post-2015 framework ('what to integrate?') .....	21
4.2.1. As governance takes place at different levels a particular effort to ensure policy coherence is needed alongside stronger governance institutions.....	21
4.2.2. Institutional effectiveness and responsiveness is critical.....	22
4.2.3. Empowerment and participation are necessary, including to tackle inequality and promote social inclusion.....	23
4.2.4. Accountability and transparency, underpinned by a human rights approach, are essential for ensuring development is responsive to the needs of people .....	24
4.2.5. Combating corruption is essential to ensure better development outcomes .....	25
4.2.6. Gender responsive governance is crucial to any new development paradigm .....	26
4.2.7. The role and regulation of the private sector is pivotal in the delivery of public goods and services and in the management of natural resources.....	26
4.2.8. Governance and human rights are inextricably linked with peace and security at different levels	27
4.2.9. Access to justice and effective justice administration are enablers for development and human rights in themselves .....	28

4.3. Structural considerations when integrating governance in a post-2015 framework ('how to integrate?').....	28
4.3.1. Options for integrating governance into a post-2015 framework .....	28
4.3.2. Ensuring a solid measurement framework.....	30
4.3.3. Effective accountability mechanisms, systems and processes.....	32
5. Conclusion: leveraging new opportunities for a transformational agenda .....	34
6. References .....	36
7. Annexes .....	39
7.1. Members of the reference group for the global thematic consultation on governance and the post-2015 development framework .....	39
7.2. List of consultation documents .....	40
7.3. List of written submissions.....	42

## PREFACE AND ACKNOWLEDGEMENTS

This consultation report of the global thematic consultation on governance and the post-2015 framework is the outcome of a collaborative process which took place from September 2012 to March 2013.

The consultation process was co-led by UNDP and OHCHR in collaboration with representatives from civil society organizations and consisted of a series of regional dialogues, an expert meeting, moderated online e-Discussions and a multi-stakeholder meeting. The consultation was dedicated to elicit inputs from a wide range of individuals, including representatives from both local and international civil society, governments, the private sector, international multi-lateral institutions, academia and non-affiliated individuals from around the world to express their vision and observations on the importance of governance in the post-2015 development agenda.

The defining characteristic of the governance consultation is its wide-ranging and extensive consultative approach, which sought to solicit the viewpoints of a broad cross-section of society, particularly historically excluded communities and constituencies and was further bolstered by the participation and intellectual contribution of a reference group of representatives from civil society who met frequently to provide input and analysis throughout the consultation process. The overarching goal of the consultation was to develop a shared vision on, and ownership over, key issues in governance and accountability, as well as to develop suggestions on how global, regional, national and sub-national governance and accountability can be integrated in the post-2015 development agenda. In particular, the governance consultation placed an emphasis on fostering broad-based and inclusive discussion and participation.

Our sincere thanks go to the Federal Republic of Germany and to the Pan-African Parliament for their support.

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## OVERVIEW AND KEY MESSAGES

- 1. Responsive and effective governance is multi-dimensional and a critical means to achieve development goals, but it is also important as an end in itself and for people to interact and exercise their rights:** Progress towards achieving the Millennium Development Goals (MDGs) has been underpinned by democratic governance, with strong vision and leadership at the political level backed by the delivery of high quality public services, in addition to empowered civic participation. Robust and well-capacitated institutions are required in both the private and the public sectors to be responsive to the real needs of people and communities. Such institutions situate democratic governance and human rights as the lynchpin of sustainable development. This necessitates strengthening electoral, legislative, justice and anti-corruption systems and enhancing public administration and service delivery, particularly for those living in poverty and the most marginalized communities.
- 2. Governance is an enabler for socio-economic transformation and the improvement of lives through the eradication of structural inequality:** Since the causes of poverty are often deeply rooted in unjust political and economic systems, the post-2015 framework needs to analyse not only the systems that generate inequality but also those that promote inclusiveness and equality. This is a prerequisite for social cohesion and responsive and effective governance.
- 3. Coherence among policies within and across governance levels, including national ownership of an international framework, is imperative:** A new global framework must be aligned with national policies, budgets, and local delivery. Without such vertical alignment, it is likely that a new framework will remain aspirational and unachievable. This entails targets and indicators tailored to the national context. Also, the new global framework needs to ensure coherence and consistency across issues, processes and systems. While global governance targets can be important drivers of social service delivery and policy implementation, they must be sufficiently flexible to prioritize and address context-specific challenges at the local, national and regional levels.
- 4. Policy and democratic space is required for social service delivery and policy implementation:** The global development framework must provide the space and the opportunity for the emergence of democratic developmental states, imbued with the necessary capacity to drive a transformative and sustainable human development agenda. Such an agenda should be based on the principles of human security, equality and the eradication of poverty.
- 5. Accountability and transparency, underpinned by international human rights standards and principles, are essential for ensuring that development is sustainable and responsive to the needs of people:** Transparency and accountability are important elements for ensuring that development is responsive to the aspirations of key constituents and stakeholders and is based on effective mobilization, distribution and utilization of public resources. The international human rights framework can help identify who is responsible and accountable for specific processes and outcomes of development, and provide mechanisms of accountability and redress as needed.
- 6. Combating corruption is essential to safeguard and promote better development outcomes:** As a cross-cutting development challenge, corruption contributes to poverty, impedes economic growth and reduces the capacity of governments to respond to the needs of the people, resulting in growing inequalities and low human development outcomes. To address this challenge, the post-2015 agenda must decisively address corruption and promote greater transparency through, for example integrating corruption risk assessments as a preventative tool to ensure funds are not siphoned off.

7. **The empowerment and meaningful participation of individuals and civil society in governance systems are necessary to tackle inequality and promote social inclusion:** A key building block of good governance is empowerment, with enhanced and meaningful participation in decision-making processes. In seeking to foster active participation from the ground up, the post-2015 agenda should ensure that meaningful civil society participation is facilitated via a rights-driven framework, which protects and promotes freedom of information, expression, movement, association and assembly, while limiting trends towards increased state securitization.
8. **Strengthening local governments and local development is critical for ensuring empowerment, civic participation and better service delivery:** Local-level indicators must be included in any future development framework, because local governments are the primary point of institutional contact for the majority of individuals. From service delivery to wider programmes for citizen empowerment and civic participation, policies need to focus on individuals and communities rather than merely on geographic areas.
9. **Power relationships between public and private actors, as well as communities need realignment:** There is a need to realign the power relationships between corporations, states and communities at the country level and to shift the power dynamics at the multilateral level so that the rich and the strong are no longer privileged at the expense of the poor and the marginalized. Institutions must be strengthened so as to change the relationships between actors, thus realigning power-dynamics for inclusive consultation and participatory monitoring.
10. **Youth concerns are critical for the post-2015 agenda:** Given that young people are the leaders of the future and the primary beneficiaries and inheritors of ongoing inter-generational challenges, they must be involved in the design and ownership of a new development agenda. They need to be involved in policy shifts towards green technologies and environmentally-efficient modes of development, as well as in a growing focus on opportunities for employment, innovation and shared wealth-creation for the next and successive generations.
11. **Gender responsive and rights-based governance systems are central for enabling the realization of women's rights and implementation of gender equality goals which must address structural issues of discrimination:** Persistent gender inequality is a governance failure. Integral in effective and responsive governance is how it achieves gender equality and women's empowerment and advances human rights. Gender inequality is both structural and systemic; hence specific gender and development priorities are required to ensure that other public policies do not undermine gender-related goals.
12. **The role and regulation of the private sector is pivotal and businesses need to be accountable to the public, especially for the management of public goods and services:** It is important to rethink public-private partnerships as 'public-people partnerships', which would encompass a vibrant private sector with a stake in contributing to enhancing development at national and local levels. The UN Guiding Principles on Business and Human Rights: Implementing the United Nations "Protect, Respect and Remedy" Framework (2011) should be included as part of the normative, policy and accountability framework for the private sector in connection with the post-2015 agenda. In this framework people would have the right to decide for themselves how natural resources should be utilized, without having to contend with the monopolies of a few powerful companies or leaders.
13. **Access to justice and effective justice administration are enablers for development and human rights:** At present, institutions and services often do not reach out to the most disadvantaged people

effectively. A post-2015 agenda needs to ensure that justice institutions and services are more inclusive, innovative and accessible to all.

14. **Governance and human rights are measurable and can be monitored; thus ensuring a measurable implementation, accountability and monitoring framework for the post-2015 development agenda is critical:** It is possible to identify criteria for goals, targets and indicators for governance. The post-2015 agenda should ensure accountability of states as well as other responsible actors such as businesses by specifying their duties and establishing comprehensive and rigorous monitoring and accountability systems. This should include extensive and publically available measurements on the performance of governmental institutions, both in terms of their effectiveness in delivering results as well as the legitimacy of the processes through which these results are delivered.



## 1. BACKGROUND: THE POST-2015 DEVELOPMENT AGENDA

In September 2000, the largest gathering of world leaders to date adopted the United Nations (UN) Millennium Declaration at the Millennium Summit, committing the world to an unprecedented global partnership to reduce extreme poverty and setting a series of time-bound targets and indicators with a deadline of 2015. The resulting Millennium Development Goals (MDGs) have been an influential framework to drive global development cooperation, shape the international discourse on poverty eradication and to prioritize the allocation of resources towards key global development challenges. They have received unprecedented political support and reflect a strong commitment to tackling poverty and other development priorities. However, as the deadline to achieve the MDGs approaches in 2015, debates on what must form the basis for a future development framework have intensified. The UN Secretary-General (SG), Ban Ki-moon, has undertaken several initiatives to assist with this process, including establishing the UN System Task Team on the Post-2015 UN Development Agenda, appointing a 27-member High-Level Panel (HLP) of Eminent Persons<sup>1</sup> to offer advice and recommendations, and engaging a Special Advisor on Post-2015 Development Planning. In addition, member states agreed at the Rio+ 20 Conference<sup>2</sup> to form an Open Working Group (OWG) tasked to design Sustainable Development Goals. The report of both groups will be submitted to the General Assembly for member states' further deliberations.

To inform the work of the HLP and the OWG, the Secretary General, supported by the UN Development Group (UNDG) has initiated an ambitious outreach programme, which includes national, regional and thematic consultations with a range of stakeholders to gather views and experiences of people across the world on what future development priorities should be. The Secretary-General called for open, inclusive consultations involving civil society, governments, the private sector, academia and research institutions from all parts of the world, in addition to the UN system, to advance the development framework beyond 2015. The UNDG has designed an extensive process which includes up to 100 national consultations complemented by eleven global thematic consultations.<sup>3</sup> Jointly organized by various UN agencies and entities, with active inputs from civil society organizations (CSOs) and other key development partners, the thematic consultations are intended to deliberate on critical and emerging issues in the post-2015 development agenda and to gather inputs from a wide range of individuals, organizations and constituencies. In addition, a web-based platform has been launched to solicit inputs from the general public.<sup>4</sup>

This report specifically examines the outcomes of the global thematic consultation on governance and the post-2015 development framework.<sup>5</sup>

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<sup>1</sup> See <http://www.un.org/sg/management/hlppost2015.shtml> for a full list of members of the High-Level Panel of Eminent Persons.

<sup>2</sup> Rio +20 United Nations Conference on Sustainable Development, <http://www.uncsd2012.org/>

<sup>3</sup> The eleven thematic consultations are: addressing inequalities; conflict and fragility; education; energy; environmental sustainability; governance; growth and employment; health; hunger, food and nutrition security; population dynamics; and water.

<sup>4</sup> See: <http://www.worldwewant2015.org/governance>

<sup>5</sup> Hereinafter, also referred to as the 'governance consultation.'

## 2. LESSONS FROM THE MDGS: THE CASE FOR GOVERNANCE

Since the emergence of the MDGs in 2000, the world has made significant strides in tackling different dimensions of poverty. Impressive gains in primary school enrolment and reductions in poverty and child mortality<sup>6</sup> have been cited as a testament to the MDG approach, with its clear and focused objectives and measurable targets and indicators in key social sectors. However, progress in other areas has also been uneven. Moreover, many countries, particularly in sub-Saharan Africa, and in some cases, in Asia and Latin America, are struggling to meet several of the MDGs. In addition, progress is often unequal within countries, between groups and between men and women. Conflict, violence and fragility further threaten the achievement of the MDGs, with no fragile or conflict-affected low-income country having achieved a single MDG to date.<sup>7</sup>

*“...countries can promote human development for all only when they have governance systems that are fully accountable to all people – and when all people can participate in the debates and decisions that shape their lives” – 2002 Human Development Report (HDR), Deepening Democracy in a Fragmented World*

*“We will spare no effort to free our fellow men, women and children from the abject and dehumanizing conditions of extreme poverty, to which more than a billion of them are currently subjected ... success in meeting these objectives depends, inter alia, on good governance within each country. It also depends on good governance at the international level and on transparency in the financial, monetary and trading systems.” - United Nations Millennium Declaration, 2000*

Growing evidence suggests that democratic governance, peace and security, and the rule of law, including protection of human rights, are critical to sustainable development.<sup>8</sup> In fact, domestic governance has emerged as a critical element in explaining the uneven progress in many countries.<sup>9</sup> Democratic deficits continue to lie at the core of critical development challenges related to social and political violence, inequality, state fragility, transitions, increased demands on the natural environment, and a global crisis of confidence in the integrity, capacity and legitimacy of the state to deliver human development. Consequently, the stage has been set for a thorough examination of how improved governance and

accountability can play an important role in garnering better development outcomes – and ultimately, how inclusive, effective and responsive governance structures can meet the aspirations of people the world over to lead better, more fulfilled and empowered lives.

<sup>6</sup> UN Women, 2011. “Gender Justice and the Millennium Development Goals,” in Progress of the World’s Women: In Pursuit of Justice, 2011. New York: UN Women. Available at: <http://progress.unwomen.org/gender-justice-and-the-millennium-development-goals/> [Accessed March 2013].

<sup>7</sup> Robinson, Mary, Kevin Rudd and Judy Chen-Hopkins, “Same Millennium, New Goals: Why Peace, Security, Good Governance and the Rule of Law Must Be Included in the New MDGs,” Huffington Post, 12 March 2013. Available at: [http://www.huffingtonpost.com/mary-robinson/millennium-development-goals\\_b\\_2862059.html](http://www.huffingtonpost.com/mary-robinson/millennium-development-goals_b_2862059.html) [Accessed March 2013].

<sup>8</sup> Robinson et al. 2013.

<sup>9</sup> See for example, Bergh, Gina, Marta Foresti, Alina Rocha Menocal and Leni Wild, 2012. “Building governance into a post-2015 framework: Exploring transparency and accountability as an entry point,” London: Overseas Development Institute (ODI).

## 2.1. Governance and accountable institutions in the Millennium Declaration

When the Millennium Declaration<sup>10</sup> was adopted in 2000 – on the basis of which the eight MDGs were established soon afterwards – it made significant references to democratic governance and accountable institutions, drawing on the Universal Declaration of Human Rights of 1948,<sup>11</sup> and human rights treaties such as the UN’s Covenant on Civil and Political Rights of 1966.<sup>12</sup> This includes a commitment to “promote democracy and strengthen the rule of law, as well as respect for all internationally recognized human rights and fundamental freedoms, including the right to development.”<sup>13</sup>

These priorities however, were not ultimately translated into quantified goals and indicators of the MDGs. Thus, while effective for campaigning, the simplicity of the MDGs led to an omission of development priorities such as governance, human rights, peace and security, whilst minimizing the framing of other

*“Implementation of a post-2015 development agenda will depend, critically on effective governance capacities at national, local and municipal levels, including political commitment and leadership; and on the legal and economic empowerment of people, especially those most excluded, and of their civil society organizations, to participate effectively in national and local decision-making.”*

- UN System Task Team on the post-2015 UN development agenda

imperative issues such as equality and environmental sustainability.<sup>14</sup> For example, even though equality (MDG 3) and environmental sustainability (MDG 7) are mentioned, their associated targets and indicators remain restricted. For example, gender equality is defined very narrowly within the MDG framework, which is reflected in the limited set of associated targets and indicators.<sup>15</sup> Similarly MDG 7 on environmental sustainability is viewed as being fragmented and lacking an overarching framework, which precludes the integration of different components of environmental sustainability. Therefore, while it contains elements of sustainability, when added together, these do not provide a full picture.<sup>16</sup>

This reductionist approach to the formulation of the MDGs is a result of a combination of technical and political factors. On the one hand, it reflected limitations with measurement at the time and the availability of statistical sources during the drafting of the MDGs. On the other hand, the MDGs sought to address and focus attention on basic human services such as clean water and education, in contrast with issues which were more readily politicised or were considered not to be adequately measurable, such as many governance and human rights issues. Moreover with governance, there was scant consensus on available conceptual and empirical research during the framing of the MDGs in 2000.<sup>17</sup>

<sup>10</sup> UN General Assembly, United Nations Millennium Declaration, 8 September 2000, United Nations, 55/2. Available at: <http://www.un.org/millennium/declaration/ares552e.htm> [Accessed March 2013].

<sup>11</sup> The Universal Declaration of Human Rights, 1948. Available at: <http://www.un.org/en/documents/udhr/> [Accessed March 2013]

<sup>12</sup> UN General Assembly, International Covenant on Civil and Political Rights, 16 December 1966, United Nations, Treaty Series, vol. 999, p. 171, available at: <http://www.unhcr.org/refworld/docid/3ae6b3aa0.html> [Accessed March 2013].

<sup>13</sup> UN General Assembly, 2000.

<sup>14</sup> United Nations Development Group (UNDG), The global conversation begins: Emerging views for a new development agenda, 2013. Pg. 3. Available at: <http://www.undp.org/content/dam/undp/library/MDG/english/global-conversation-begins-web.pdf> [Accessed March 2013].

<sup>15</sup> UNDG, “Thematic paper on MDG 3: Promote gender equality and empower women,” March 2010. Available at: <http://www.oecd.org/social/gender-development/45341361.pdf> [Accessed March 2013].

<sup>16</sup> UNDG, “Thematic paper on MDG 7: Environment sustainability,” 2010. Available at: [http://www.undg.org/docs/11421/MDG7\\_1954-UNDG-MDG7-LR.pdf](http://www.undg.org/docs/11421/MDG7_1954-UNDG-MDG7-LR.pdf) [Accessed March 2013].

<sup>17</sup> Orkin, Mark, “Goal 9: Democratic Governance and Accountable Institutions for Realising Human Rights,” forthcoming in Wonhyuk Lim (ed.) One World Goals: Post-2015 Development Agenda. Seoul: Korea Development Institute.

Therefore, it was accepted that the matter be revisited when broader-based and more transparent options become available.<sup>18</sup>

## 2.2. Growing advocacy around governance since the Millennium Declaration<sup>19</sup>

In the intervening years since the formation of the MDGs, there has been a growing consensus around the importance of governance and human rights for development outcomes, as well as methodological strides made in measuring governance-related indicators.

Since 2000, there has been an increased number of state-generated international and regional standards on human rights and governance.<sup>20</sup> Examples include the pioneering UN Convention against Corruption (UNCAC),<sup>21</sup> the International Convention for the Protection of All Persons from Enforced Disappearance,<sup>22</sup> the Convention on the Rights of Persons with Disabilities (CPRD),<sup>23</sup> and the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights.<sup>24</sup>

In addition, the concept of “citizen participation” mentioned in the Millennium Declaration, as the means by which civil society can hold governments to their obligations has also become more salient since 2000. The UNDP’s 2002 global Human Development Report (HDR), *Deepening Democracy in a Fragmented World*, asserted that “countries can promote human development for all only when they have governance systems that are fully accountable to all people – and when all people can participate in the debates and decisions that shape their lives.”<sup>25</sup> The complementary notions of “accountability” and “voice”<sup>26</sup> were further developed and accepted particularly at the regional level. For example, the New Partnership for Africa’s Development (NEPAD) in 2003 followed the Millennium Declaration in urging “the eradication of poverty and the fostering of socio-economic development, in particular through democracy and good governance.”<sup>27</sup> NEPAD identified as “the core values of democracy” the rule of law, including the equality of all citizens before the law; individual and collective freedoms, including the right to form and join political parties and trade unions; and also equality of opportunity for all. These are elaborated in a subsequent 2007 Charter on Democracy, Elections and Governance.<sup>28</sup> NEPAD further tabled the African Peer Review Mechanism, which fosters conformity to these values “through a series of voluntary

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<sup>18</sup> Ibid.

<sup>19</sup> This section is largely taken from Orkin (forthcoming).

<sup>20</sup> Langford, Malcolm, “The art of the impossible: Measurement choices and the post-2015 development agenda”, Background Paper for OHCHR/UNDP Expert Consultation on Governance and Human Rights: Criteria and Measurement Proposals for a post-2015 Development Agenda, New York, 13-14 November 2012.

<sup>21</sup> UN General Assembly, United Nations Convention Against Corruption, 31 October 2003, A/58/422. Available at:

<http://www.unhcr.org/refworld/docid/4374b9524.html> [Accessed March 2013].

<sup>22</sup> UN General Assembly, International Convention for the Protection of All Persons from Enforced Disappearance, 20 December 2006.

Available at: <http://www.unhcr.org/refworld/docid/47fdfaeb0.html> [Accessed March 2013].

<sup>23</sup> UN General Assembly, Convention on the Rights of Persons with Disabilities : resolution / adopted by the General Assembly, 24 January 2007, A/RES/61/106. Available at: <http://www.unhcr.org/refworld/docid/45f973632.html> [Accessed 1 April 2013]

<sup>24</sup> UN General Assembly, Optional Protocol to the International Covenant on Economic, Social and Cultural Rights, 10 December 2008, A/63/117. Available at: [http://www2.ohchr.org/english/law/docs/A.RES.63.117\\_en.pdf](http://www2.ohchr.org/english/law/docs/A.RES.63.117_en.pdf) [Accessed 4 June 2013]

<sup>25</sup> UNDP, *Deepening Democracy in a Fragmented World*, 2002 Human Development Report, Human Development Report Office (HDRO), 2002. Available at: [http://hdr.undp.org/en/media/HDR\\_2002\\_EN\\_Overview.pdf](http://hdr.undp.org/en/media/HDR_2002_EN_Overview.pdf) [Accessed March 2013].

<sup>26</sup> Oia, Ingvild, “Squaring governance assessments with the accountability agenda”, in Hydén and Samuel (eds), *Making the State Responsive: Experience with Democratic Governance Assessments*, UNDP, 2011.

<sup>27</sup> New Partnership for Africa’s Development (NEPAD), *Declaration on Democracy, Political, Economic and Corporate Governance*, 2002.

Available at: [http://www.eisa.org.za/aprm/pdf/APRM\\_Declaration\\_Governance.pdf](http://www.eisa.org.za/aprm/pdf/APRM_Declaration_Governance.pdf) [Accessed March 2013].

<sup>28</sup> African Union, *African Charter on Democracy, Elections and Governance*, 2007. Available at: At

<http://www.un.org/democracyfund/Docs/AfricanCharterDemocracy.pdf> [Accessed March 2013].

governance peer reviews”.<sup>29</sup> By these means, Africa’s governance systems were reoriented “from being accountable to its external partners to being accountable to its primary constituents, its citizens.”<sup>30</sup>

Meanwhile, at the international level, the 2010 UNDP Report, *Beyond the Midpoint: Achieving the MDGs*,<sup>31</sup> as well as the Outcome Document of the 2010 MDG Review Summit of the UN General Assembly,<sup>32</sup> reaffirmed that common fundamental values (including freedom, equality, solidarity, tolerance, respect for all human rights, respect for nature and shared responsibility) are essential for achieving the MDGs. The outcome document states: “We acknowledge that good governance and the rule of law at the national and international levels are essential for sustained, inclusive and equitable economic growth, sustainable development and the eradication of poverty and hunger.”<sup>33</sup> A particular emphasis was also placed on voice and accountability, including advocating for the full participation of all segments of society in decision-making processes, particularly people living in poverty and the marginalized; working towards transparent and accountable systems of governance; and enhancing opportunities for women and girls. This was complemented by recommendations to strengthen statistical capacity to produce reliable disaggregated data for better programmes and policy evaluation.<sup>34</sup>

*“...democratic governance and the full respect for human rights are key pre-requisites for empowering people to make sustainable choices” – UN Secretary General’s High Level Global Sustainability Panel*

This increasing emphasis on the role of governance and human rights for development has been complemented by the work of many international civil society organizations (CSOs), which have advocated for the view that holding decision makers to account through greater democracy and transparency has enhanced potential to achieve development, whilst also tackling poverty and inequality.<sup>35</sup>

### **2.3. A movement towards governance in the post-2015 framework**

The importance of democratic governance and human rights for sustainable human development was echoed most recently by the UN Secretary General’s High Level Global Sustainability Panel which stated that “democratic governance and the full respect for human rights are key pre-requisites for empowering people to make sustainable choices”<sup>36</sup> and was subsequently reaffirmed by member states themselves in the 2012 Rio +20 conference, where states acknowledged that democracy, good governance and the rule of law, at the national and international levels, as well as an enabling environment, are essential for sustainable development. More specifically the Rio +20 Outcome Document stressed the importance of

<sup>29</sup> Steven Gruz, “More than just self-assessment: the experience of the African Peer Review Mechanism”, in Hydén and Samuels (eds.), *Making the State Responsive, Experience with Democratic Governance Assessments*, UNDP, 2011.

<sup>30</sup> K. Busia, “Towards a new approach to strengthening governance systems in Africa: The role of the APRM in reshaping domestic accountability”, in G. Masterson et al. (eds), *Peering the Peers: Civil Society and the African Peer Review Mechanism*, Electoral Institute for the Sustainability of Democracy in Africa, Johannesburg, 2010.

<sup>31</sup> UNDP, 2010.

<sup>32</sup> UN General Assembly, “Keeping the promise: United to achieve the Millennium Development Goals”, 17 September 2010. Available at: <http://www.un.org/en/mdg/summit2010/pdf/mdg%20outcome%20document.pdf> [Accessed March 2013].

<sup>33</sup> Ibid. pg. 15.

<sup>34</sup> Ibid. Pg. 6.

<sup>35</sup> Orkin, forthcoming. Also, see for example, written submissions to the global thematic consultation on governance and the post 2015 agenda from CSOs, including Beyond 2015, CIVICUS and CESR.

<sup>36</sup> UN Secretary-General’s High-level Panel on Global Sustainability (2012) *Resilient People, Resilient Planet: a future worth choosing*. United Nations, New York, p10.

reducing inequalities, of inclusion, justice, a basis in international law, and referred to the Universal Declaration of Human Rights and other international human rights instruments.

In 2012, the Secretary-General also established a UN System Task Team on the Post-2015 UN Development Agenda to assist the HLP, which produced an important report, *Realizing the Future We Want for All*. In the report, the UN Task Team recommended that the post-2015 agenda be guided by the principles of human rights, equality and sustainability.<sup>37</sup> In May 2013 the HLP issued its final report, which was informed by a human rights perspective and included suggested goals and targets on governance.

Thus, it is becoming increasingly clear that the new development agenda needs to be cognizant of and to support effective governance capacities at all levels. It must reinforce commitment to the rule of law, including political commitment and leadership, and foster the empowerment of people, especially those most excluded and marginalized, to participate in global, regional, national and local decision-making. Accountability is the crucial link ensuring individual and institutional capacities are strengthened and root causes of poverty and other development challenges are addressed.

Overall, the experience of the MDGs has demonstrated that effective democratic governance forms a basis for MDG achievement and has a direct bearing on how the goals can be translated into outcomes and how people can be involved in the decisions that affect their own lives. This includes ensuring that communities are able to freely participate in the governing process, where they can hold officials to account and promote more accountable and transparent institutions. Most importantly, effective and highly-capacitated state institutions lead to better development outcomes.<sup>38</sup>

Rather than ‘if’ the question seems to have evolved to ‘how’ the evidence on the importance of governance, human rights and accountability can be translated into the post-2015 framework.

The following sections will first provide an overview of the global thematic consultation on governance and the post-2015 agenda, including the process of extensive consultation undertaken around the world. It will then turn to analysing what people have expressed with regards to governance and development, as well as the key points of common understanding emerging from the consultation. A further discussion on how governance can be positioned within a future development framework will conclude the analysis.

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<sup>37</sup> UN System Task Team, “Realizing the Future We Want for All: Executive Summary” New York, June 2012. Available at: [http://www.un.org/en/development/desa/policy/untaskteam\\_undf/unttreport\\_summary.pdf](http://www.un.org/en/development/desa/policy/untaskteam_undf/unttreport_summary.pdf) [Accessed March 2013].

<sup>38</sup> UNDP, 2010. “Beyond the Midpoint: Achieving the Millennium Development Goals.” Available at: [http://content.undp.org/go/cms-service/stream/asset/?asset\\_id=2223855](http://content.undp.org/go/cms-service/stream/asset/?asset_id=2223855) [Accessed March 2013].



### 3. THE GOVERNANCE CONSULTATION: ENGAGING STAKEHOLDERS TOWARDS A SHARED VISION

The UNDP and OHCHR, with support from the Federal Republic of Germany, co-facilitated the global thematic consultation on governance and the post-2015 development agenda. The consultation process was further bolstered by the participation and intellectual contribution of a reference group of representatives from civil society who met frequently to provide input and analysis throughout the consultation process.<sup>39</sup>

As part of the consultation process, a series of four regional dialogues were held around the world, in addition to an expert meeting on measurement in New York. Moreover, a moderated online discussion was launched on the virtual platform dedicated to the consultations to elicit inputs from a wide-range of individuals, including representatives from both local and international civil society, governments, the private sector, international multi-lateral institutions and academia. It was also a platform for non-affiliated individuals from around the world to simply express their vision and observations on the importance of governance in the post-2015 development agenda. These efforts culminated in the final global multi-stakeholder meeting on governance and the post-2015 agenda, hosted by the Pan-African Parliament in Midrand, Johannesburg, South Africa on 28 February and 1 March 2013, which brought together a range of stakeholders from grassroots activists to global policy leaders. The defining characteristic of the governance consultation is its wide-ranging and extensive consultative approach, which sought to solicit the viewpoints of a broad cross-section of society, particularly historically excluded communities and constituencies.

Focus areas of the consultation included: a) civic participation (at the level of the individual, community or group) which includes empowering people through participation in decision-, policy- and law-making and monitoring implementation; b) strengthening the capacities of public institutions, such as parliaments, electoral bodies, national human rights institutions, and related institutions, as well as human resource capacities at all levels; and c) advancing the discourse on global governance within the development agenda, including principles and mechanisms to foster responsiveness, transparency and accountability.

Across these dimensions, the consultation sought to explore the following core issues:

- Lessons learnt on the importance of specific components of governance for the achievement and sustainability of the MDGs and other internationally agreed development goals (IADGs);
- Key aspects of governance that have proven to be important to a range of stakeholders and constituencies across the world; and
- An accountability framework that takes into account human rights principles and obligations to ensure delivery on the post-2015 development agenda including technical considerations of measurement.

The overarching goal of the consultation was to develop a shared vision on, and ownership over, key issues in governance and accountability, as well as to develop suggestions on how global, regional, national and sub-national governance and accountability can be integrated in the post-2015 development agenda. In

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<sup>39</sup> Refer to the annex for full listing of reference group members.

particular, the governance consultation placed an emphasis on fostering broad-based and inclusive discussion and participation.

Each element of the consultation is described in brief below.

### **3.1. The regional dialogues**

In preparation for the thematic consultation on governance several regional dialogues took place. Each of the regional dialogues brought together parliamentarians and representatives from civil society, governments, academic institutions, the private sector and other key stakeholders from the regions. The regional dialogues represented a forum for individuals in the regions to participate in international discussions on governance and development. Participation and consultation, especially with the most marginalized segments of society, was a fundamental principle for these dialogues. These included:

In Africa: The **African Regional Dialogue** (10-12 October 2012) was hosted by the Pan-African Parliament in Johannesburg. The meeting emphasized the importance of institutions and parliaments; the centrality of a regional—especially African—view of governance; and the importance of ensuring policy coherence across different levels of governance, as well as a monitoring and accountability framework for better development outcomes.<sup>40</sup>

In Asia: The **Sub-Regional Parliamentarian and Civil Society Fora** in Manila, Philippines (20-21 November) and in Dhaka, Bangladesh (10-11 December 2012). The fora discussions focused on governance and accountability, inequality, sustainable development and sexual and reproductive health rights, whilst identifying priority issues for advocacy. The sub-regional meetings also highlighted a national level review of the relevance and status of the MDGs and the International Conference on Population and Development (ICPD), and examined the roles of elected representatives in achieving the MDGs, as well as their roles in developing a post-2015 agenda framework. The meetings resulted in the Manila and Dhaka Declarations.

In Latin America and the Caribbean: A post-2015 workshop during the **15th Annual Anti-Corruption Conference (IACC)** in Brasilia (7-10 November 2012). The session focused on the importance of governance for development and the MDGs, and in tackling corruption in the post-2015 era.

In North Africa and the Middle East: A post-2015 workshop during the **Arab Governance Week** in Cairo, Egypt (26-29 November 2012). The meeting took stock of the progress made towards democratic transitions from the perspective of social accountability, focusing on the process of re-negotiating the social contract between citizens and the State in the Arab Region. The role of governance and human rights monitoring, particularly the Universal Periodic Review (UPR), were discussed as mechanisms for enhancing accountability. The discussion emphasised the importance of broad-based dialogue on the role of governance and accountability with the inclusion of civil society and other non-State actors; and made proposals around key elements, issues and initial recommendations from the regional perspective on the role of governance and accountability in the post-2015 development agenda.

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<sup>40</sup> Please refer to the Annex to access outcome documents from each of the regional meetings, the expert meeting and the e-discussion.



### **3.2. Expert meeting on measurement**

OHCHR and UNDP convened an expert meeting entitled, “Governance and human rights: Criteria and measurement proposals for a post-2015 development agenda” (13-14 November 2012) in New York, USA. The meeting brought together forty governance, human rights and measurement experts, along with representatives of Member States and national statistical offices from around the world, to take stock of recent advances in the measurement of governance and human rights, and explore the practical implications of this work for the design and measurement of a post-2015 development agenda.

Participants of the expert meeting concluded that any new goals with targets could best serve three functions:

- a. a normative objective, reflecting and building consensus around a new global development vision and approach;
- b. a “booster” function, to help prioritize important but neglected policy issues; and,
- c. strengthening accountability for delivery on global promises, through target-driven incentives, more extensive and better quality national and sub-national data, better monitoring of both process and outcomes at all levels, and accessibility of complex issues to the lay person.

Across these three functions it was agreed that an important purpose of a measurement framework with goals and targets is to communicate potentially complex issues in clear concepts and language accessible to the lay person. Various scenarios for the post-2015 agenda were discussed, including staying the MDGs course and extending the deadline (“MDGs 2.0”); suggesting new or amended goals and targets (“MDGs plus 2.0”); and at the highest level of ambition, the development of a new global social contract. Different combinations of global, regional, and national levels of measurement were also discussed. It was concluded that governance and human rights have a strong claim for inclusion in a post-2015 development framework. Moreover, governance and human rights variables can be measured objectively and reliably.

### **3.3. e-Discussion on governance and accountability**

In an effort to further engage stakeholders, constituencies and development partners, UNDP and OHCHR launched an e-discussion to gather views from a broad cross-section of stakeholders on key issues related to governance and the post-2015 framework, namely the building blocks for governance in the post-2015 agenda (phase 1) and an accountability framework that takes into account human rights principles and obligations to assure effective delivery on the post-2015 development agenda (phase 2). The e-discussion, which took place over four weeks from 19 November to 16 December 2012, elicited active participation with over 200 contributions, 20 of which came from government sources, 100 from civil society representatives and 10 from private sector organizations. The resulting global conversation engaged non-governmental organizations (including grassroots associations, human rights commissions and other institutions upholding democracy), UN agencies, academia, media, the private sector, and government representatives to inform and add to the existing knowledge base on governance issues.

Phase I: Governance building blocks: Contributions to phase I highlighted issues related to: participation and participatory governance, sustainable development principles, the human rights-based approach, decentralization and local governance, strengthening institutions, transparency and accountability, measuring outcomes and data collection, inclusion and equity and gender equality, amongst others.

Phase II: Incorporating an accountability and human rights framework: This phase of the e-discussion specifically examined different understandings of accountability, including vertical or bottom-up accountability; horizontal accountability amongst different government entities and public institutions; and diagonal accountability, wherein government institutions oversee a State's actions whilst participating in all decision-making activities. Most of the e-discussion contributors discussed at length the accountability gaps in the current MDGs, suggesting a number of concrete ways of strengthening accountability in a future framework. This included specific commitments to ensure access to justice, personal security and access to information and expression; strengthening the rule of law; guaranteeing freedom of association and assembly, and promoting meaningful and equal representation (women, youth, minorities and the most marginalized) in public affairs.

### **3.4. Global thematic consultation on governance and the post-2015 agenda**

The final global meeting of the thematic consultation on governance and the post-2015 framework took place on 28 February and 1 March 2013 at the Pan-African Parliament in Midrand, South Africa. The global consultation was preceded by regional discussions<sup>41</sup> on financing the post-2015 development agenda and developing an African narrative for governance and post-2015, jointly organized by the Pan-African Parliament and the UNDP Regional Service Centre in Johannesburg. Over 250 participants from around the globe attended the global consultation including grassroots activists, parliamentarians, civil society and global leaders on a range of governance issues. The meeting sought to build a shared vision and ownership over key issues, whilst developing suggestions on how global, regional, national and sub-national governance and accountability can be integrated into the post-2015 development agenda. The discussions further underlined various governance-related concerns and priorities that exist at community, national and regional levels.

The consultation was structured to encompass several over-arching moderated plenary sessions (with participants ranging from grassroots activists to eminent persons on the governance leaders' panel) and eight roundtable meetings on specific themes emerging strongly from each of the regional dialogues and e-discussions. The discussions emphasized that a sustainable post-2015 development agenda should reflect a paradigm shift from an incremental development agenda to a transformative one. It must be people-centred and sufficiently flexible to respond to the unique political, social, economic and ecological transformation imperatives facing countries and regions.

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<sup>41</sup> See Annex 7.2 to access the outcomes and recommendations of the pre-meetings of the governance consultation

## 4. OUTCOMES FROM THE GLOBAL THEMATIC CONSULTATION ON GOVERNANCE

The consultation activities described above were instrumental in providing a forum for individuals and stakeholders globally to participate in an international, inter-governmental process. The following section will synthesize the results of the governance consultation by highlighting:

- a) how people view the concept and role of governance in development,
- b) which specific elements of governance need to be considered for a new agenda, and
- c) how to position governance in a future development framework.

### 4.1. The concept and role of governance in development

#### ***4.1.1. Governance is multi-dimensional and is both a means for, and an end of, development***

There is a high development dividend from effective governance. Governance is central for effective policy formulation and implementation, including for the integrated delivery of essential services, such as education, water, sanitation and health. On the part of states, who in human rights terms are the principal duty bearers, this requires capable public sector institutions, including effective legislative, electoral, regulatory and anti-corruption institutions and an independent judiciary. It also requires oversight over other responsible actors such as the private sector. On the other hand, people – or, in human rights terms, rights-holders – need to be empowered to participate in decision-making processes and to hold to account those who are responsible for formulating policies and delivering services. People should be empowered to own their development pathways and priorities, enabling practical, culturally-nuanced and relevant solutions for the transformation of communities and their environments.

Where development and poverty are understood as multidimensional phenomena that go beyond economic or material well-being, effective governance is also not just a means for more economic growth or effective service delivery but also an end in itself. Governance reflects how power and authority are exercised and how people are able to interact and organise themselves in society, to exercise their rights and to live in dignity. Therefore, as the set of policies and processes that organizes how institutions interact with individuals at the local, national, regional and global levels and how people interact with each other, it is the starting point at which power can be (re)distributed and actively reinstated to the people.

- Responsive and effective governance is multi-dimensional and a critical means to achieve development outcomes but it is also important as an end in itself and for people to interact and exercise their rights.

#### ***4.1.2. Poor governance is intimately linked to inequalities and power imbalances***

Governance at different levels is linked to power dynamics and inequalities. Poverty and inequality are frequently the outcomes of conscious policy choices at all levels of government, which in turn are often deeply rooted in unjust political and economic systems. As one contributor<sup>42</sup> emphasized, “[which] interests prevail determines what kind of policies and rules are enforced; which actors are positioned to

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<sup>42</sup> IBON International, Reforming Global Sustainable Development Governance: A Rights-Based Agenda. Policy Brief, 2012.. Available at: [http://iboninternational.org/resources/policy\\_briefs/130](http://iboninternational.org/resources/policy_briefs/130) [Accessed March 2013]

shape, influence and ultimately benefit from them; and whose rights are respected and whose are constrained". Governance can help address or exacerbate power imbalances and, consequently, inequalities. The post-2015 framework therefore needs to identify and address the drivers of inequalities within political, economic and social systems and should analyse not only the systems that generate inequality but also those that promote inclusiveness and equality (e.g. in relation to labour market institutions, job creation, etc.).

Structural inequalities have inter-generational scope. Hence, a transformative and holistic post-2015 agenda needs to be based on a new development paradigm that prioritizes addressing inequalities, in addition to reducing poverty to positively impact future generations.

Across much of the developing world, parallel informal or shadow economies emphasize the inequity between the most privileged and the most impoverished. A new development paradigm must creatively consider channels for bridging the divide between the informal and formal economies, such that domestic private sector growth is enhanced, while avoiding the pitfalls of past practices that apply regressive and punitive limitations on informal businesses that attempt to enter the formal economy.

- Governance is an enabler for socio-economic transformation and improvement of lives through the eradication of structural inequality and the realignment of power dynamics.

#### ***4.1.3. Governance needs to be based on effective accountability and grounded in human rights***

Throughout the governance consultation different terminologies around governance were used – at times synonymously and in other instances emphatically stressed. This included references to ‘good’ governance and ‘democratic’ governance. ‘Good’ governance promotes equity, participation, pluralism, transparency, accountability and the rule of law.<sup>43</sup> ‘Democratic’ governance is defined as a set of values and principles that underpin state-society relations, allowing people – in particular the poor and marginalized – to have a say in how they are governed, in how decisions are made and implemented. It also means that people’s human rights and fundamental freedoms are respected, that they can hold their leaders to account and it thus aims to make governing institutions more responsive and accountable, and respectful of international norms and principles.<sup>44</sup> Both definitions converge with the conclusion of the consultation that what is imperative is that governance needs to be based on accountability and grounded in human rights.

Contributors to the governance consultation underscored that a rights-based understanding of governance includes ensuring that private actors comply with human rights standards. It also embodies the view that the delivery of services such as health and education are rights that achieve and secure the dignity of all individuals. Further to this, it is important that national policies adhere to international principles, and that policies are in place to eradicate discrimination and ensure space for participation and accountability. Safeguarding human rights involves establishing the necessary institutions, as well as developing the requisite culture of human rights. This means that the State should not reduce its role to merely providing an enabling environment but rather one that upholds human rights and the rule of law.

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<sup>43</sup> <http://www.un.org/en/globalissues/governance/> [Accessed 30 May, 2013]

<sup>44</sup> UNDP, 2010. “Beyond the Midpoint: Achieving the Millennium Development Goals.” Page 14. Available at: [http://content.undp.org/go/cms-service/stream/asset/?asset\\_id=2223855](http://content.undp.org/go/cms-service/stream/asset/?asset_id=2223855) [Accessed March 2013].

Governance without accountability was seen as an empty concept and governance that does not help people advance and protect their human rights was seen as inconsistent with member states' commitments as reflected in international treaties and the vision of the Millennium Declaration.

- Governance needs to be based on effective accountability and grounded in human rights.

#### **4.2. Substantive elements of governance for the post-2015 framework ('What to Integrate?')**

Several key elements of governance were highlighted for the post-2015 framework.

##### ***4.2.1. As governance takes place at different levels a particular effort to ensure policy coherence is needed alongside stronger governance institutions***

Governance takes place at the global, regional, national and sub-national levels. This creates a considerable risk of incoherence which can translate into reduced policy space for policy makers at different levels. A pro-active effort is thus needed to ensure policy coherence; which entails the alignment of a range of different policy priorities, including development, international cooperation, trade and taxation. Human rights must be the yardstick for policy coherence. Policy coherence also requires an enabling environment to support mutually reinforcing policy actions across government. An important aspect to ensuring this is strong, well-capacitated institutions at the different levels of government.

While formulated as global goals, the MDGs have focused on policy-making at the national level. However, policy-making and governance at the national level are closely linked to governance at other levels. This includes policy around political participation, justice and security, among others.

Local governance is often the first point of contact between individuals and governance institutions and as such there is a particular need to ensure policy and democratic space in local governance. In fact, the performance of local governments as service providers and regulators of local service provision will significantly determine whether development goals can be achieved and sustained. As a result, closer alignment is needed between national-level priorities and local action for sustainable development. In this regard, the capacity of local governments is crucial. Administrative and fiscal decentralization plays a critical role. Overall, from service-delivery to wider programs for people's empowerment and civic participation, policies need to focus on individuals and communities rather than merely on geographic areas.

*"If we don't take care of our own governance issues, who else will take care of them?"*

*- Julius Nyerere quoted by Ambassador Bordon, Argentina*

There are also critical transnational challenges, much as migration and climate change, which often require a regional approach, even though their impact is not limited to the national and regional levels but also affects the global level. The governance consultation highlighted the growing prominence of regional governance structures, particularly in political negotiations, leading to the formation of regionally-based identities and priorities. In particular, regional cooperation, knowledge exchange, and programme and project assistance can be instrumental in addressing gaps and in catalysing better development outcomes. Countries are embedded in regional governance structures and the future development agenda should allow for the development of regional solutions, for example with regard to natural resource management.

South-South cooperation is vital, as are a further emphasis on partnerships and the lessons that can accrue from regional cooperation on a range of issues.

Countries are also tied into a multitude of global governance arrangements, including in relation to the regulation of international finance and capital flows, aid, debt and macro-economic fiscal, monetary, and trade policy. If global policy frameworks are not aligned, this can create a considerable risk of incoherence and reduced policy space for policy-makers at different levels. A new development framework should therefore help countries achieve policy coherence between the national, regional and global level and should help strengthen institutions that are critical to increase policy coherence. States, for example, should proactively ensure that macroeconomic policies align with multilateral human rights obligations; that transnational corporations headquartered in their territories respect human rights in third countries; and must themselves respect human rights principles when acting as members of international financial institutions. The governance consultation highlighted the important role of the UN in providing an open, facilitative space to mediate between different international commitments and policies. The UN is perceived as a potentially powerful overarching body that can address global agendas and enable greater policy coherence and accountability. Overall, the combination of improved global governance with ample room for exercising national policies needs to be a cornerstone of a post-2015 framework of development.

- A new development agenda should strengthen, invest and support systems to safeguard and increase policy coherence between the national, sub-national, regional and global level. Internationally agreed human rights standards should be the yardstick for assessing policy coherence.

#### ***4.2.2. Institutional effectiveness and responsiveness is critical***

Democratic governance goes beyond building the capacity of institutions. It includes developing the relationship between institutions and people to ensure institutions are responsive to individual and community aspirations and to support participation and, in so doing, address imbalanced power dynamics. Parliaments, political parties, the judiciary, national human rights institutions and ombudsmen are important actors in the national social dialogue. Putting in place measures to make these institutions more effective and responsive, whilst also promoting a vibrant, diverse and independent media, can support governments to translate commitments into action. These institutions provide critical checks and balances on the executive, and are fundamental elements of the governance system. Allowing democratic space for institutions of accountability to fulfil their functions is crucial, as is an explicit focus on the nexus between democracy, politics and money.

Meanwhile, visionary and credible leadership and governance are at the core of achieving sustainable and equitable people-centred development for the post-2015 agenda. It is important to consider a more pronounced role for parliaments in this context. Parliaments can play a key role in fostering greater accountability to the public, ensure economic inclusiveness, peace and security and environmental sustainability by adopting legislation that specifically respond to critical and emerging issues, such as climate change. They can be more active in ensuring national ownership of a future agenda, government accountability through parliamentary law-making, budgeting and oversight functions. Parliaments have a further role in monitoring governments in order to hold them to account. National parliaments can also effectively engage with regional and sub-regional parliaments for fostering strong regional, sub-regional

and national policy framework linkages and for strengthening cross-national learning, harmonization of policy coherence and accountability of the executive branch at the supra-national level.

- Responsive and effective institutions are critical to support governance and address power imbalances

#### ***4.2.3. Empowerment and participation are necessary, including to tackle inequality and promote social inclusion***

People have a right to participate in decisions that affect their lives<sup>45</sup>. Political, social and economic priorities need to be based on broad consensus within a community, country or society. The voices of people living in poverty and the most marginalized must be heard in decision-making over the allocation of development resources. In addition, people-led activism and the mobilization of collective action can be effective drivers of change. With regard to environmental issues, several contributors to the consultation made reference to Principle 10 of the 1992 Rio Declaration which states that “environmental issues are best handled with the participation of all concerned citizens, at the relevant level”. Consequently, a post-2015 agreement should seek to foster active participation from the ground up, with specific recognition of the crucial role of civil society. To ensure meaningful participation, civil society involvement in design, implementation and monitoring of development processes needs to be institutionalized, for example by encouraging the legal recognition of key freedoms such as freedom of expression, movement, association and assembly, and access to information, while limiting trends towards increased state securitization. Access to information, in particular, is a prerequisite for participation and, by extension, for accountability. Information needs to be proactively provided by government authorities.

Ensuring the participation of all individuals in the new development framework is imperative, and should be supported throughout by creative and effective participatory mechanisms at all levels. Governance is only as good as the freedom and capacity of people to speak out, to access the institutions, to access information and to hold government to account. We must invest in institutions but also in the human resources and the capacity of people to claim their rights. Particular focus should be placed on populations who are often considered as marginalized but who may in fact lack power or voice. Examples can include: indigenous peoples; religious, ethnic and racial minorities; LGBTs; migrants, refugees and displaced persons; persons with disabilities; all generations (including youth and the elderly); individuals living in poverty; women; and (in line with their evolving capacity) children.

Given the importance of youth to the post-2015 agenda, there can be no relevant development framework that fails to include and address the key concerns of young people. Not only are they the leaders of the future, but they will inherit the ongoing inter-generational challenges of environmental and ecological sustainability. Thus, young people demand shifts towards green technologies and environmentally-efficient modes of development, and these should be articulated so that they provide opportunities for employment, innovation and shared wealth-creation for the next and successive generations.

Meanwhile, even in instances where the formal governance framework promotes the voice of historically marginalized people and communities, there may be insufficient space to exercise this power in practice,

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<sup>45</sup> Taking part in the conduct of public affairs is a fundamental human right spelled out in Art. 25 of the International Covenant on Civil and Political Rights (1966)



and it may well be limited as a result of cultural norms. While constitutional and legislative reforms can help to ensure participation, as can effective functioning of responsive institutions, specific initiatives to increase inclusion and to address power imbalances in decision-making processes are important. National and local institutions that facilitate participation for different populations, with efficient and effective complaint mechanisms, can play a transformative role in this regard.

Traditional and indigenous leaders as actors in informal governance systems can play a critical role as they are often the most accessible authority figures in remote areas where the poorest and most marginalized people may live and they are at the crux of essential service delivery. This is particularly important in the context of ensuring the participation of indigenous and under-represented people in legitimate governance processes. Due consideration should also be given to ensure access for all populations, including women and youth.

Finally, information and communications technologies (ICTs) can be an effective tool to foster greater participation. ICTs can help governments become better listeners and more agile partners in sustainable development efforts. Participatory budgeting, mobile voting, data mining and interaction on social media allow public managers and policy-makers to take the pulse of a constituency and shape public services to more closely address the needs and aspirations of people. Newer methods of outreach, such as crowd-sourcing, can be effective methods of communication at the local level. The use of mobile technology and short message services (SMS) allow local stakeholders to meaningfully participate, including reporting violence, human rights abuses, electoral fraud, or other violations of rights. This can be a powerful incentive for people to participate in such processes and have their voices heard, and is facilitated by the affordability, accessibility and networking outreach of ICTs.

- The right to participate is critical for transformational change – the post-2015 agenda needs to empower and institutionalize meaningful participation to tackle inequality and address practical barriers.

#### ***4.2.4. Accountability and transparency, underpinned by a human rights approach, are essential for ensuring development is responsive to the needs of people***

One of the strongest messages coming out of the consultation is that governance needs to be based on accountability and human rights. Transparency and accountability are important elements for ensuring that development is responsive to the aspirations of key constituents and stakeholders and is based on effective mobilization, distribution and utilization of public resources. First, it is important to clarify who is responsible and accountable for specific processes and outcomes of development. Human rights can help identify concrete obligations and an accountability framework then needs to provide for redress mechanisms. Development patterns with limited scope for benefit-sharing and broad-based inclusion tend to reflect the trends towards state securitization.

The post-2015 development framework requires stronger accountability of States as well as non-State actors such as international organisations and multinational corporations. Accountability needs to be ensured at all levels: global, national and sub-national. This includes not only the responsibility for actions in the country where a government or institution has jurisdiction or where a business is based, but extends to their actions in other countries.



Accountability mechanisms should include administrative, political, judicial, social accountability and human rights mechanisms - in other words institutions as varied as parliaments, civil society, the judiciary, Ombudsoffices and independent national human rights institutions (NHRIs) and ensure participation in design, monitoring and evaluation. Any global accountability mechanism established to support implementation of post-2015 commitments should be independent, compulsory, transparent, participatory, and encourage the receipt of independent information and reports. Any such mechanisms should set out clear criteria for the establishment of accountability and redress mechanisms at the national and sub-national levels. Great care should be taken to ensure that any new post-2015 global reporting mechanism reinforces, and does not unwittingly undermine, international human rights reporting mechanisms such as the Universal Periodic Review process of the UN Human Rights Council, and UN human rights treaty reporting processes, which should be supported to play stronger roles.

- The post-2015 agenda needs to ensure accountability of states as well as other responsible actors such as businesses by drawing on effective accountability mechanisms. Transparency and accountability, underpinned by a human rights approach, are essential for ensuring that development is responsive to the needs of people.

#### ***4.2.5. Combating corruption is essential to ensure better development outcomes***

Fighting corruption must be accorded high priority in the post-2015 development agenda as illicit activity undermines trust in the State, inhibits access to public services and has significantly decreased government coffers in many countries. Corruption is manifested for example, in the blunt form of bribes for access to services or preferential treatment, which has disproportionate effects on people living in poverty. Embezzlement, fraud, kick-backs and nepotism are, meanwhile, illicit, but disguised corruption. This extends to non-competitive procurement, as well as the appropriation of political processes through, for example, unregulated political financing.

Given the sustained negative impacts of corruption, youth in Africa in particular stressed that the mitigation of corruption is an area of enormous concern. The results of a mobile campaign run by African Monitor, targeting youth in 10 countries, graphically illustrates the frustrations engendered by poor leadership and underlines the vociferous calls for an end to corruption. Enshrining transparency and accountability in the post-2015 agenda will require the strengthening of key governance institutions such as parliaments and the judiciary, the reform of police and prosecution services, and more effective and equitable financial regulation of political parties and commercial enterprises, to enhance fiscal transparency.

Broader anti-corruption measures and electoral accountability are critical for effective democratic governance. Clear guidelines to define corruption as a crime are necessary; with existing estimates indicating that up to 70 percent of a country's gross domestic product (GDP) can be lost to corruption. Suggestions for combating corruption include peer review processes that engage civil society, and strong access-to-information movements through which people can hold decision makers, service providers and duty-bearers to account. This involves access to financial and budgetary information, notably in connection with natural resource revenues, in order to enable citizens to monitor transactions and

*"We will replace old corruption by new corruption if we do not create new institutions"*

*– Ambassador Jose Octavio Bordon,  
Argentina*

engage in discussions with the State on the use of public funds. An additional measure for inclusion in a post-2015 framework includes the use of corruption risk assessments to prevent the siphoning off of funds and to entrench better governance practices. Corruption risk assessments are a key tool for the achievement of the MDGs, and can also be an effective strategy to ensure that a post-2015 agenda focused on better governance will be achieved.

- Stronger accountability and transparency requires a focus on combatting corruption.

#### ***4.2.6. Gender responsive governance is crucial to any new development paradigm***

Persistent gender inequality is a governance failure. Integral in effective and responsive good governance is how it achieves gender equality and women's empowerment and advances human rights. Gender-responsive and rights-based governance systems are central for enabling the realization of women's rights and implementation of gender equality goals including women's economic empowerment, women's access to health and education, elimination of violence against women and all other forms of inequality and discrimination experienced by women. The paradigm by which the participation of women in decision-making processes is defined must shift to reflect true gender balance, which is inherent in the concepts of good governance and democracy. This new model must address deeper structural issues that are transversal to all obstacles to gender equality, ranging from the comparison of skills and perspectives correlated to male-dominated leadership models to issues of financing and access to information that hinders the way women can effectively participate.

This necessitates at the very least, coherence between human rights and trade, debt and investment policies. Moreover, specific gender and development priorities are required to ensure that other public policies do not undermine gender-related goals. Gender inequality is both structural and systemic – it exists within communities, in parliaments, and in other governing institutions. One measure to redress this is to empower women to attain political office at all levels. Another is to increase financing for gender equality both for civil society and within government budgets.

- Gender responsive and rights-based governance systems are central for enabling the realization of women's rights and implementation of gender equality goals which must address structural issues of discrimination.

#### ***4.2.7. The role and regulation of the private sector is pivotal in the delivery of public goods and services and in the management of natural resources***

Increasingly, the role of the private sector has been regarded as pivotal to achieving the MDGs. There is also growing recognition that the potential contribution of businesses to poverty eradication can be as effective as international aid. The post-2015 development agenda should be a catalyst for the realization of this potential and for supporting an enabling environment that fosters sustainable and inclusive business practices and sustainable capital markets that contribute to poverty eradication, green growth and sustainable economies.

The governance consultation generated considerable debate over the role and regulation of the private sector with respect to performing public functions, with significant resistance to the idea of mixing public functions with private interests. The question of ownership and control over natural resources illustrated

this issue. Resource abundance has in some cases led to new types of predatory capitalism, including monopolistic single source concessions, which can replace or prevail over democratic decisions on how to manage access to natural resources and the distribution of financial benefits deriving from it. Assumptions about public-private partnerships, for instance with regard to efficiency gains or questions around risk transfer need to be reconsidered. The need to ensure the respect for human rights of indigenous peoples was specified. Against this backdrop, it was suggested that traditional public-private partnerships be recast as ‘public-people partnerships’, which would encompass a vibrant private sector with a stake in contributing to enhancing development at national and local levels. In this framework, people would have the right to decide for themselves how natural resources should be utilized, without the monopolies of a few powerful companies or leaders.

Improving corporate accountability, combating corruption and enhancing transparency can be facilitated by building strong accountability mechanisms into agreements between the public and private sectors. Consequently, people must be better informed of the processes, terms and conditions of agreements about the control of resources and the specific benefits of public-private partnerships so that they are empowered to enforce accountability and to participate in decision-making processes.

One method for enhancing oversight, transparency and accountability in the private sector is to encourage corporate reporting—that is, the disclosure of a company’s governance, environmental and social performance and impacts. Leading companies around the world already publish sustainability reports on an annual basis.<sup>46</sup> Meanwhile, governments and stock exchanges in both developed and developing countries are designing mandatory policies and incentives to expand the measurement and disclosure of corporate sustainability information.

The UN Guiding Principles on Business and Human Rights can be used as the framework for accountability for businesses in a post-2015 development agenda, specifying States’ duties to “protect”, business entities’ duties to “respect”, and the entitlement of individuals to remedies in the event of human rights violations. Other suggestions included local and national government regulatory mechanisms, independent monitoring mechanisms, and UN or multilateral agencies that ensure corporate oversight in line with an enforceable stakeholder framework.

- The role and regulation of the private sector is pivotal in the delivery of public goods and services and in the management of natural resources. Businesses have responsibilities and need to be accountable to the public.

#### ***4.2.8. Governance and human rights are inextricably linked with peace and security at different levels***

Conflict undermines democratic institutions, the rule of law and personal security which can inhibit or reverse development progress. Non-adherence to human rights obligations correlates with instability as “[l]ow per-capita income, social and political exclusion and inequalities, weak institutions and human rights violations increase the risk of violent conflict” – the Arab Spring has verified that “people expect not only

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<sup>46</sup> Steve Waygood, “Corporate Sustainability Reporting Coalition Response to UNDP Consultation,” email exchange with Geraldine Fraser-Moleketi and others. 14 March 2013. Available at: <http://www.worldwewant2015.org/node/334163> [Accessed June 2013]

food, health and education but also justice, freedom, rights of political participation, and dignity.”<sup>47</sup> The ramifications of conflict can also spill over borders into neighbouring countries through problems such as pollution, communicable diseases, climate change, terrorism, and illegal trafficking that a weak or fragile government’s infrastructure cannot address.

As the majority of the world’s poor live in conflict-ridden territories<sup>48</sup> and no conflict-affected low-income country has achieved a single MDG, the post-2015 framework should place particular emphasis on the link between conflict and governance. Weak governance may cause conflict and violence at the local as well as national and international levels. It has therefore been stressed that a post-2015 agenda also needs to ensure personal or people’s security – for example, legal reforms are necessary to prohibit different forms of violence against children such as sexual or other abuse.

- Governance and human rights are inextricably linked with peace and security; inefficient and weak governance and rights abuses can cause conflict which can weaken governance and human rights protection.

#### ***4.2.9. Access to justice and effective justice administration are enablers for development and human rights in themselves***

Aside from being essential rights in themselves, access to justice and effective justice administration can help reduce poverty and protect the environment. Research shows<sup>49</sup>, for instance, that support in accessing justice to ensure security of tenure makes people preserve land and increases their productivity. In this regard too, reference was made to Principle 10 of the 1992 Rio Declaration by which member states agreed that for environmental issues “[e]ffective access to judicial and administrative proceedings, including redress and remedy, shall be provided.” Since institutions and services often do not effectively reach out to the most disadvantaged people, a post-2015 agenda needs to ensure that justice institutions and services are more inclusive, innovative and accessible.

- The intrinsic and instrumental role of access to and administration of justice for development is supported by evidence and has been recognized by member states.

### **4.3. Structural considerations when integrating governance in a post-2015 framework (‘How to Integrate?’)**

#### ***4.3.1. Options for integrating governance into a post-2015 framework***

There are several options for integrating governance into a post-2015 development framework. This could be achieved through a dedicated stand-alone goal (or goals) with targets and indicators, or, relevant governance targets and indicators across other goals (‘mainstreaming’), or both. The benefit of a stand-alone goal is to accord governance its due importance in a future development agenda. However, it was also discussed that it might be easier for member states to agree on ‘mainstreaming’ governance-related targets and indicators across the new development framework. A third option could be to advocate both

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<sup>47</sup> Robinson et al 2013

<sup>48</sup> Current estimates reveal that 61% of the world’s poor living in conflict, violence or fragility, and projections estimate that number will increase to 82% by 2025. Cf. Robinson et al. 2013.

<sup>49</sup> OSI, How Justice Impacts Development

for a specific stand-alone governance goal and to incorporate governance targets and indicators across the new development framework.

Suggestions for elements of a potential stand-alone goal varied considerably. There was consensus around the notion that both country-specific measurements and international standards are important to measure progress in governance, as in other areas. Proposals shared during or in parallel to the governance consultation (i.e. between late 2012 and early 2013) tend to fall into different groups:

- General goal on 'Governance'<sup>50</sup>
- Governance goal<sup>51</sup> with sub-elements, including commonly one or more of the following:
  - Participation
  - Transparency and Access to Information
  - Accountability, including corporate accountability
  - Political and Civil Rights, e.g. freedom of speech, the right to free assembly, or elections
  - Efficiency and capacity of institutions
- Several governance related goals such as
  - Justice<sup>52</sup>
  - Peace, conflict, violence and human security<sup>53</sup>
  - Global Governance<sup>54</sup>
  - Empowerment and Civil and Political Rights<sup>55</sup>

Several proposals also included a stand-alone goal on all human rights<sup>56</sup>.

With regard to mainstreaming governance across other goals, a review of proposals yields a few concrete suggestions. For example, ODI advocates strategies to generate increased and higher quality data and the greater use of ICTs and transparency and accountability principles within the parameters for performance monitoring, as well as the need to address key gaps such as a tendency to focus on access over quality. Transparency International recommends integrating the governance principles of transparency, accountability, integrity and participation into all other proposed goals. It was also suggested that there should be a commitment to monitor the enabling environment for citizen and civil society participation. Reporting on this enabling environment should form part of all future national reports under the new framework. In particular, reports should assess: a) the degree to which legislation, including NGO legislation, respects the right to association and assembly; b) the degree to which state practice is in keeping with the right to association and assembly; and c) the degree to which there is an institutionalized

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<sup>50</sup> Centre for Bhutan Studies (GNH contributor 7)

<sup>51</sup> Save the Children (transparent, participatory, accountable), CAFOD (participation), IBON International (democracy and good governance), Transparency International (open, participatory, accountable), ODI, IPU, Beyond 2015

<sup>52</sup> Peacebuilding and Statebuilding Goal 3 (address injustices and increase people's access to justice), Civil Society Reflection Group (equality and justice)

<sup>53</sup> Bellagio Goal 5 (security for ensuring freedom from violence), Peacebuilding and Statebuilding Goal 1 (conflict resolution) and 2 (people's security), Dili Consensus

<sup>54</sup> E.g. Bellagio Goals 11 (rules for managing the world economy) and 12 (transparent and accountable international institutions and partnerships), Civil Society Reflection Group (fair and resilient financial systems), IBON International (new trade, monetary and financial architecture)

<sup>55</sup> Bellagio Goal 9 (empowerment of people to realize their civil and political rights)

<sup>56</sup> E.g. IBON International, Civil Society Reflection Group

and systematic process for seeking input from civil society organizations and populations in the formulation and monitoring of development policies, programmes and budgetary allocations.<sup>57</sup>

Meanwhile, an elementary discourse on a choice of targets and indicators was initiated, which included, amongst many suggestions: a) transparent governance, with open budgeting, freedom of information and comprehensive corporate reporting; b) participatory governance, with greater freedom of speech, press and political choice; c) accountable governance, with commitment to the rule of law, more equitable and effective public services, and reduced corruption. It was further suggested that proposed sector-specific targets on fiscal transparency and citizen accountability be complemented by embedding transparency and accountability across other possible sector-specific goals so that associated aid programmes and progress can be monitored in real time.<sup>58</sup> There were also suggestions to measure judicial independence and accessibility, as well as the prevalence of free and fair elections and voter empowerment.

Finally, the use of sample surveys to receive direct feedback from people on which aspects of governance they consider most important in order to create 'sufficient' or 'maximum' consensus was considered. For example, a survey of 27,000 people across different countries in Africa yielded four key issues that were important to participants: rule of law, human rights protection, anti-corruption and electoral accountability. It was suggested that such surveys could be scaled-up to help isolate what priorities people consider most important with respect to governance on a global scale.

#### **4.3.2. Ensuring a solid measurement framework**

Perceptions that the MDGs could improve with regard to effective measurement, monitoring and evaluation have spurred discussion on the development of measurable indicators for the post-2015 development framework. Based on real-time and appropriate data, and accompanied by viable measurement tools, accountability and redress mechanisms should be incorporated into the post-2015 development agenda. Enhanced monitoring can provide a powerful stimulus for the achievement of post-2015 goals and targets. To explore these issues, the consultation included an expert meeting on "Governance and human rights: Criteria and measurement proposals for a post-2015 development agenda"<sup>59</sup>.

One important message that has emerged from the consultation is that governance and human rights commitments are indeed measurable, and can be monitored. Clear criteria are needed in order to prioritize and select governance and human rights variables for inclusion within a new global framework of goals, targets and indicators. Moreover, a wide range of data sources are available from which indicators for post-2015 democratic governance and human rights commitments can be drawn. For example, a great deal of effort has been made to elaborate

*"[We must make sure] accountability does not end before seeing accountability to the people, and we do not just give birth to a whole new set of intermediaries." -  
Nikhil Dey, India*

<sup>57</sup> ACT Alliance, "ACT Alliance reaction to Global Consultation on Governance and Post-2015 Development Framework/Synthesis: Report of the Global Thematic Consultation on Governance" March 2013.

<sup>58</sup> Global Witness, "Transparency and accountability in the post-2015 development framework. Position paper. March 2013. Available at: <http://www.worldwewant2015.org/node/320290> [Accessed March 2013]

<sup>59</sup> The meeting report can be accessed at <http://www.worldwewant2015.org/node/297973>

governance indicators in recent years, for example in the field of criminal justice. Civil society organization and other international agencies such as the Organization for Economic Cooperation and Development (OECD), the International Parliamentary Union (IPU), the UN and World Bank have all contributed to the literature on indicators in recent years, with specific reference to corruption, fiscal transparency and the regulation of financial flows. In fact, a post-2015 agreement should be seen as an opportunity for States and the international community to collect data on things that people themselves consider to be important. In other words, the impetus should be to “measure what we treasure, not treasure what we measure.”<sup>60</sup> Meanwhile, monitoring should include indicators of fiscal and policy effort, as well as outcomes, and be informed by broad-based dialogue at the country level.

While global goals and targets on governance can serve an important incentivizing function, they must be sufficiently flexible and adaptable to context-specific challenges at the national and sub-national levels. Governance indicators need to be sufficiently disaggregated so as to facilitate monitoring and evaluation at the implementation level, and to help identify which population groups are winning and losing in the quest for development. Specific criteria for the selection of goals, targets and indicators were discussed during the consultation and are summarized in the table below:

*“We must measure what we treasure, not treasure what we measure” - Navi Pillay, UN High Commissioner for Human Rights*

Criteria applicable to:		
Goals, targets and statistical indicators	Goals and targets	Statistical indicators
1. Global applicability	1. Constitute a “balanced” agenda and powerful normative vision	1. Relevance
2. Equality focus	2. “Boosting” effect	2. Data availability
3. Communicability	3. Democratic legitimacy	3. Robustness, reliability, validity
4. Consistency with international law	4. Limited in number	4. Externally verifiable and amenable to audit
5. Cognitive or moral salience	5. Focus mainly on ends, rather than means, of development	5. Measure effort as well as outcomes
6. Action oriented	6. Aspirational (for goals only; targets should be ambitious but achievable)	6. Risk of perverse incentives

<sup>60</sup> Navi Pillay, UN High Commissioner for Human Rights, video address to the global consultation on governance and the post-2015 development framework, 28 February 2013.



In theory and in many countries by law, information needs to be proactively provided by government authorities. In practice, the statistical capacities of parliaments, oversight mechanisms and national bodies in developing countries must still be strengthened, to ensure that relevant data is generated and effectively used to help monitor progress towards post-2015 development goals and targets.

- Whatever form the post-2015 governance architecture may take, appropriate measurement of governance and human rights commitments is both feasible and desirable, at global, national and local levels.

#### ***4.3.3. Effective accountability mechanisms, systems and processes***

The MDGs helped to reorient development discourse and effect positive change in many peoples' lives. However, they did not incorporate a strong accountability framework. Commitments under a post-2015 development agenda, therefore, must be based on stronger mechanisms of accountability, anchored in human rights obligations. The post-2015 web of accountability should embrace legal duties of States as well as non-State actors such as international organizations and multinational corporations, and recognize the responsibilities of individuals and communities to each other. It should also encompass, and seek to strengthen, existing administrative, political, judicial, social accountability and human rights mechanisms.

The consultation process also highlighted the question of whether the establishment of a new global accountability framework would be useful to ensure the implementation of post-2015 commitments. It was noted that enabling greater and mutual accountability between States could mitigate global poverty and inequality. In the case of the MDGs, voluntary national reporting to the Annual Ministerial Review (AMR) segment of the UN Economic and Social Council (ECOSOC) has not been as effective as originally envisioned. It was therefore suggested that a new global mechanism be independent, compulsory, transparent, participatory, and encourage the receipt of independent information and reports. However, great care should be taken to ensure that any new global reporting mechanism reinforces, and does not unwittingly undermine, international human rights reporting mechanisms such as the Universal Periodic Review process of the UN Human Rights Council, and UN human right treaty reporting processes, which should be supported to play stronger roles.

It was noted that the post-2015 development agenda must take into account domestic resource mobilization, as a key and sustainable source of development financing. Suggestions included enhancing the efficiency and the effectiveness of taxation systems, re-orienting them to incentivise informal business to enter the tax net, and closing loopholes that allow illicit capital flight. An effective accountability framework will address financing for global development; for example South-South co-operation is a significant alternative channel of development financing.

There were various suggestions on different types of accountability and peer-review mechanisms that could be implemented to ensure better outcomes. The question of the most effective mechanism versus the most feasible was discussed. Sanctions with 'teeth' are difficult to impose, for example, particularly in an international context. Alternately, peer-review mechanisms are easier to achieve and have proven effective in some cases. Further to this, both qualitative and quantitative indicators are effective. The use of Citizen Score Cards was also proposed, wherein citizens grade the services provided by their



governments,<sup>61</sup> followed by social hearings where service providers and members of civil society directly engage one another in the hopes of making the process in question more efficient or effective.

- Ensuring a measurable implementation, accountability and monitoring framework for the post-2015 agenda is critical.

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<sup>61</sup> Note: this refers not only to citizens within a region or country but to all individuals who live within a particular territory.

## 5. CONCLUSION: LEVERAGING NEW OPPORTUNITIES FOR A TRANSFORMATIONAL AGENDA

A new international development agenda will address a geo-political, economic and social landscape that has some similarities with as well as a number of marked differences from that of 2000 when the MDGs were drawn up. Economic, political and environmental shocks have increased global risk and insecurity, making cooperation and international multilateralism based on principles of fairness, transparency, participation, inclusion and empowerment even more important. At the same time, emerging economies have shifted the focus of power from small elite groupings such as the G8, to the G20 and an ever-expanding group of countries. Furthermore, regional governance mechanisms are gaining increasing power.

Against this backdrop, there are emerging opportunities to leverage new forms of partnership in the effort to create a future development framework that emphasizes greater participation and refocuses priorities on the issues that matter most to people. To this end, the global thematic consultation on governance definitively launched a conversation on how governance priorities are a key component of sustainable development and how these in turn can be incorporated into the post-2015 agenda, taking into account the viewpoints and experiences of a range of stakeholders and constituencies. In fact, the consultation was a response to an increasing demand from various actors over the past years to discuss governance and accountability bottlenecks in the context of the MDGs and to assess how these gaps can be addressed in a new global development framework. Overall, it underscored the groundswell of both grassroots and leadership support for incorporating governance-related elements into a new development agenda, either through a specific governance-related goal(s) or by mainstreaming governance into the other goals, or both.

The momentum around the review of implementation of the MDGs by 2015 and the design of a new development agenda as well as the follow-up to the Rio+20 conference and its mandate to formulate sustainable development goals (SDGs), provides a critical opportunity to demonstrate the relevance of governance in eliminating discrimination and deprivation and increasing people's participation in decision-making to achieve sustainable and inclusive human development. While taking the post-2015 development agenda as an opportunity to formulate a new global social contract might seem overly ambitious, there is a strong argument for including new elements into a post-2015 framework in light of emerging global challenges, such as climate change, rising inequality, increasing frequency of conflict and fragility, and threats to state credibility, perhaps most poignantly demonstrated by political manifestations such as the Arab spring.

*"If we continue business as usual, we will not end poverty. Something has to change in the way we do things, in the institutions we have, shifting our mentality, changing our attitudes towards one another. What has to change? But we must agree something has to change."*  
– Graca Machel, member of the High-Level Panel of Eminent Persons

The new development agenda provides the opportunity for societies to shift to a more just world, where resources are shared more equitably and people have a greater say in the decisions that affect their lives. The governance consultation has demonstrated that it is only through addressing governance bottlenecks and ensuring spaces for participation in policy and programme formulation, implementation and

monitoring that this can be achieved. Further discussion over the coming months and years will help to refine and focus governance-related priorities, prior to the emergence of a new post-2015 development agenda. In fact, one important lesson from the MDGs is that any new framework must be formulated transparently and inclusively, informed by the voices and knowledge of people living in poverty and exclusion. While the future remains unknown, it is possible to pro-actively and strategically design a post-2015 development agenda that is inclusive, sustainable and achievable.

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## 7. ANNEXES

### 7.1. Members of the reference group for the global thematic consultation on governance and the post-2015 development framework

Name	Position	Organization
<b>Adams, Greg</b>	Director of Aid Effectiveness	Oxfam America
<b>Alarcond, Diana</b>	Senior Economic Affairs Officer	United Nations
<b>Axter, Sabrina</b>	Consultant	United Nations
<b>Bissio, Roberto</b>	Coordinator of Social Watch	Social Watch
<b>Blaser, Caitlin</b>	Learning and Accountability Coordinator (J'burg)	White Band
<b>Buckley, Oliver</b>	Senior Policy Adviser at Cabinet Office	GSI Gov UK
<b>Chungong, Martin</b>	Director, Division of Programmes	IPU
<b>Evans, Jessica</b>	Senior Advocate / Researcher for International Financial Institutions	Human Rights Watch
<b>Francis, Edward</b>	Programmes Director (Acting)	Restless Development
<b>Gilbert, Stefan</b>	Governance Specialist	IDASA
<b>Gilfillian, Corinna</b>	Head of U.S. Office	Global Witness
<b>Goldston, James</b>	Executive Director	OSI
<b>Gurd, Tracey</b>	Senior Advocacy Officer	OSI
<b>Hafeez, Seema</b>	Senior Economic Affairs Officer	United Nations
<b>Hayman, Gavin</b>	Campaigns Director	Global Witness
<b>Hordosch, Sylvia</b>	Policy Advisor	UN Women
<b>Huffines, Jeffery</b>	CIVICUS UN Representative	CIVICUS
<b>Imata, Katsuji</b>	Deputy Secretary	CIVICUS
<b>Joshi, Rajiv</b>	Director of Programmes	GCAP
<b>Kawabiki, Salam</b>	Acting Director	Arab Reform Initiative
<b>Khan, Zora</b>		UN Women
<b>Levine, Iain</b>	Deputy Executive Director	Human Rights Watch
<b>Ling, Yoke</b>	Director of Programmes	Third World Network
<b>Lusiani, Nicholas</b>	Senior Researcher	CESR
<b>Morgan, Richard</b>	Senior Advisor (Post-2015 Agenda), Executive Office	UNICEF
<b>Muchhala, Bhumika</b>	Finance and Development	TW Network
<b>Munford, Robyn</b>	Director of Performance & Programme Quality	Restless Development
<b>Oliver, Sophia</b>	Head of Transparency, Cabinet Office	Open Government Partnership
<b>Saiz, Ignacio</b>	Executive Director	CESR
<b>Salazaar, Christian</b>	Iran Representative	UNICEF
<b>Spearing, Patrick</b>	Senior Governance and Public Administration Officer	UN DESA
<b>Tejan-Cole, Abdul</b>	Executive Director	OSIWA

## 7.2. List of consultation documents

### *Background documents*

Global consultation on governance and the post-2015 agenda. Concept note. Available at: <http://www.worldwewant2015.org/node/272929> [Accessed March 2013]

Key outcomes and recommendations from pre-meetings to the post-2015 global thematic consultation on governance <http://www.worldwewant2015.org/node/315203> [Accessed March 2013]

Discussion Paper – Development Finance and the Post 2015 Framework. Available at: <http://www.worldwewant2015.org/node/312819> [Accessed March 2013]

### *African Regional Dialogue in Johannesburg*

Conference agenda: The African Regional Dialogue, 11-12 October 2012. Available at: <http://www.worldwewant2015.org/node/282440>. [Accessed March 2013]

Summary of closing points: Africa Regional Dialogue, 11-12 October 2012. Available at: <http://www.worldwewant2015.org/node/282441> [Accessed March 2013]

Videos: African Regional Dialogue on Governance and the Post-2015 Framework. Available at: <http://www.worldwewant2015.org/node/313300> [Accessed March 2013]

### *Asia: The Sub-Regional Parliamentarian and Civil Society Fora in Dhaka and Manila*

Dhaka Declaration by Parliamentarians and Civil Society on the MDG Acceleration and the Post 2015 Development Agenda, 10-11 December 2012. Available at: <http://www.worldwewant2015.org/node/298794> [Accessed March 2013]

DHAKA: Sub-Regional Parliamentarian and Civil Society Forum on MDG Acceleration and the Post-2015 Development Agenda: South, Southwest, Central Asia Parliamentarian and CSO Forum: Final report.

Manila Declaration by Parliamentarians and Civil Society on the MDG Acceleration and the Post 2015 Development Agenda, 20-21 November 2012 <http://www.worldwewant2015.org/node/298737> [Accessed March 2013]

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### *Latin America: 15th Annual Anti-Corruption Conference (IACC) in Brasilia*

Short session report: Putting governance back in the MDGs: Tackling corruption at its roots in the post-2015 agenda. Available at: <http://www.worldwewant2015.org/node/292355> [Accessed March 2013]

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### ***Middle East and North Africa: Arab Governance Week in Cairo***

Post-2015 Regional Consultation Session Report, Arab Governance Week, 26-29 November 2012, Cairo. Available at: <http://www.worldwewant2015.org/node/298823> [Accessed March 2013]

### ***Expert meeting on measurement in New York***

Concept note for OHCHR/UNDP expert consultation: Democratic governance and human rights—Criteria and measurement proposals for a post-2015 development agenda. Available at: <http://www.worldwewant2015.org/node/283836> [Accessed March 2013]

Meeting report: Governance and human rights: Criteria and measurement proposals for a post-2015 development agenda. Available at: <http://www.worldwewant2015.org/node/297973> [Accessed March 2013]

### ***e-Discussion on governance and accountability***

Concept note: e-Discussion on governance, accountability and the post-2015 framework. Available at: <http://www.worldwewant2015.org/node/287192>. [Accessed March 2013]

E-discussion, Phase I: What should be the governance building blocks for a post-2015 agenda? Viewable at: <http://www.worldwewant2015.org/node/288006> [Accessed March 2013]

E-discussion, Phase II: How can we ensure an accountability framework that takes into account human rights principles and obligations to assure effective delivery on the post-2015 development agenda? Viewable at: <http://www.worldwewant2015.org/node/291598> [Accessed March 2013]

E-discussion summary: Phase I: What should be the governance building blocks for a post-2015 agenda?

E-discussion summary: Phase II: How can we ensure an accountability framework that takes into account human rights principles and obligations to assure effective delivery on the post-2015 development agenda?

### ***Global thematic consultation on governance and the post-2015 agenda in Johannesburg***

Agenda: Final Meeting of the Post-2015 Governance Consultation. Available at: <http://www.worldwewant2015.org/node/312434> [Accessed March 2013]

Livestreamed videos: Global Thematic Consultation on Governance and the Post-2015 Development Framework, 28 February - 01 March 2013. Available at: <http://www.worldwewant2015.org/node/314173> and <http://www.worldwewant2015.org/node/328846>. [Accessed March 2013]

Review of Outcomes - Final meeting of the Global Thematic Consultation on Governance and the Post-2015 Framework. Available at: <http://www.worldwewant2015.org/node/332248> [Accessed March 2013]

### 7.3. List of written submissions

Act Alliance “ACT Alliance reaction to Global Consultation on Governance and Post-2015 Development Framework/Synthesis: Report of the Global Thematic Consultation on Governance”, March 2013.

Dean, M, Without Corporate Accountability, “Good Governance” Falls: An Enforceable, Stakeholder Approach. IBON International, March 2013. Available at: <http://www.worldwewant2015.org/node/314175> [Accessed March 2013]

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Izsak, R, Minority issues and governance submission, U.N. Independent Expert on minority issues. Available at: <http://www.worldwewant2015.org/file/328125/download/356499> [Accessed March 2013]

Orkin, M: “Goal 9: Democratic Governance and Accountable Institutions for Realising Human Rights”. Forthcoming in Wonhyuk Lim (ed.) One World Goals: Post-2015 Development Agenda (Seoul: Korea Development Institute).

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Waygood, Steve, “Corporate Sustainability Reporting Coalition Response to UNDP Consultation,” email exchange with Geraldine Fraser-Moleketi and associates. 14 March 2013. Available at: <http://www.worldwewant2015.org/node/334163> [Accessed June 2013]