Experiences, contributions and proposals of the United Nations Development Group – Latin America and the Caribbean (UNDG LAC) regarding evaluation and follow-up of the regional dimension of development in the framework of the post-2015 development agenda

Meeting on Monitoring and Accountability Modalities of the post-2015 development agenda in LAC

Santiago de Chile, 28 August 2014

UNEP contribution:

The 2000 Millennium Declaration and the establishment of the Millennium Development Goals boosted global efforts towards the reduction of poverty. Significant progress has been made in reducing hunger, maternal and child mortality as well as expanding education and providing water and sanitation. Less encouraging progress has been registered on the environmental arena, in particular in ensuring environmental sustainability through mainstreaming it into development and sectoral programming and planning, and, even on the social dimensions covered by the MDGs.

The MDGs capture social, economic and environmental aspects, but these three dimensions are represented in an unbalanced way and without strong linkages among them. Environmental aspects are partially addressed under Goal 7, Ensure Environmental Sustainability, but still ignoring key issues for sustainable development. In addition, its targets are not well grounded in a scientific assessment of environmental constraints, even for indicators for which data are available.

The MDGs triggered successes in specific areas. However, by ignoring inter-linkages and synergies, it promoted development efforts implemented in isolation with inadequate consideration of the potential impacts on ecosystems and on other environmental, social and economic dimensions. The premise of economic or social progress at the expense of the environment, or environmental protection at the expense of people and people's livelihoods, is not a viable proposition. An integrated approach is needed.

The new development agenda should recognise and reflect the link among the economic, social and environmental dimensions of development and their inter-linkages. Long-term development will thus require integrated policy making, where social equity, economic growth and environmental sustainability are integrated and inter-linkages are recognised and captured. Achieving this holistic approach will require a break away from business as usual in many fronts, including governance at all levels, policy making, implementation processes and monitoring and accountability mechanisms.

The Post 2015 agenda will require a robust, transparent and multi-stakeholder **monitoring and reporting framework** to ensure that progress towards meeting goals is effectively tracked and that stakeholders are mutually held accountable for action and delivery[1]. Relevant and timely information would increase efforts to meet goals that are making slower progress, thereby fostering the achievement of sustainable development in a balanced and mutually reinforcing way.

Better, comparable baseline data and statistics will be required to measure a broader range of indicators, requiring new and disaggregated data. Innovation and new technologies need to be embraced for data collection, monitoring, analysis, quality control and verification and to empower and enable a wider range of stakeholders, beyond governments and the UN system, including international organizations, foundations, citizens and responsible businesses to play an important role. Capacity – technical and financial - will need to be strengthened, especially in developing countries, to build solid statistical systems to undertake monitoring. These efforts need to be reinforced by new global partnerships for monitoring progress and strengthening accountability.

Selecting indicators to track progress in achieving targets is a major issue. Some desirable characteristics of indicators[2] are:

> ➢ The set of indicators for monitoring SDGs should be limited in number and be coherent, i.e. consistent and complementary to each other within and between goals and targets. This is elaborated in the last point below.

> ➢ Indicators, just like targets, should be specific and measureable. As has been noted earlier, this is a clear lesson coming from existing environmental objectives.

> ➢ They should be understandable, clear and unambiguous in their interpretation.

> ➢ Indicators should be clearly linked to targets and be robust in providing measures of progress towards achieving targets.

> ➢ They should be relevant to policy making and should change in response to policy interventions.

---

[1] *UNEP and the Post-2015 Agenda. www.unep.org/post2015*
2 *UNEP 2013. Embedding the Environment in Sustainable Development Goals. UNEP Post-2015 Discussion Paper 1. United Nations Environment Programme (UNEP), Nairobi*

➤ Indicators selected for the purpose of the SDGs should avoid duplication by being consistent with indicators used by other agreements.

➤ Where possible, they should be linked to recognize cost-effective tracking and monitoring systems to establish their credibility and comparability, and to allow for meaningful analyses by countries.

➤ The mix of indicators for each target might include both absolute and relative changes. In addition, collected data should be disaggregated by income group, gender, location etc., in order to give a more complete picture of performance and support socially inclusive and equitable development.

➤ A baseline year for the indicator should be set in order to make progress between targets comparable.

➤ The inter-linkages between indicators of biophysical state as well as relationships with socioeconomic drivers and impacts should be included. These relationships among indicators, and the links between goals, targets and indicators could be mapped out explicitly to provide a coherent and comparable framework for measuring progress of different goals and targets. Such a mapping exercise would also allow a better integration of the environment in the SDGs.

Contribución de PMA: Nota Conceptual

El proceso de contribución a la formulación de los Objetivos de Desarrollo Sostenible (ODS) se basa en las lecciones aprendidas y logros de los Objetivos de Desarrollo del Milenio (ODM) y tiene en cuenta los crecientes desafíos que enfrentamos en la actualidad. Adicionalmente, la Agenda de Desarrollo Post-2015 coloca a los gobiernos en el centro de la misma. El papel de las NNUU es proporcionar apoyo a programas de desarrollo liderados por los propios países y fungir como plataforma de discusión entre todos los actores relacionados en los temas de la Agenda Post 2015.

Con el fin de asegurar el más alto nivel de apoyo a los países de forma consistente y sostenible, el PMA ha alineado su marco corporativo, objetivos estratégicos y sus prioridades regionales a los ODS. Así mismo, el PMA ha estado involucrado en conversaciones con los otros organismos con sede en Roma para apoyar a los Estados Miembros en la elaboración de un Objetivo específico sobre Agricultura Sostenible, Seguridad Alimentaria y Nutrición.

El PMA adoptará los componentes básicos del ODS2 como referencia en la elaboración de su marco corporativo, haciéndose responsable de su respuesta en la reducción del hambre. En esta respuesta, el PMA promovera entre los Estados Miembros la medicion de impacto.

De igual forma, el PMA seguirá trabajando con los gobiernos nacionales para asegurar que los componentes relevantes de los ODS se incluyan concretamente en los planes nacionales de desarrollo y preparar estrategias conjuntas que permitan a los países alcanzar sus objetivos.

Con el fin de adoptar un enfoque integral para responder a las necesidades alimentarias de los países, el PMA adoptará un enfoque de asociación y alianzas, en primer lugar con los gobiernos nacionales, así como con los otros organismos de Naciones Unidas y ONGs, y en particular con las agencias con sede en Roma (FAO y FIDA).

Finalmente, en el diseño de sus programas, el PMA buscará la participación de las comunidades para así asegurar rendición de cuentas hacia las poblaciones afectadas.

Contribucion de UNESCO:

Monitoring and Accountability Modalities of the

post-2015 development agenda in LAC

28 August 2014

Background

1. UNESCO has been entrusted by the international community, Development Banks and UN agencies to report annually on the progress of globally agreed education targets. This mandate was set forth at the Global Education Forum of Jomtien, Thailand (1990-2000) and at the Global "Education for All" Forum of Dakar (2000-2015).

2. The exercise is achieved through a nationally produced set of education indicators, processed and verified by the UNESCO Institute of Statistics in Canada, using a series of data collection instruments that cover all areas of education.

3. The Global EFA Monitoring Report (GMR) is published every year and is recognised worldwide as a flagship publication. It contains the "EFA Index" which is updated every year and which assesses the progress of countries and allows for international comparisons. See the Education for All Global Monitoring Report (GMR)

4. The scope of the information processed by UNESCO is broad as it covers not only progress on the six EFA targets by 2015, but also on the education-related MDGs, for example MDG-2 (universal primary education) and MDG-2 (gender parity in education) as well as MDG-1 (impact of literacy on poverty reduction), and others. In addition, UNESCO-generated indicators are integrated into other global reports e.g. the UNDP-led HDR, the WB Global report, the UN Regional Commissions report on MDG progress, to mention but a few.
   http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/efareport/

A regional mandate: monitoring of quality of education

5. Mandated by the Member States, the Regional Education Office in Santiago assesses and monitors, since 1994, the progress of education quality in the region (EFA target 6. "Education Quality") through a regional study. The upcoming 3rd study (TERCE), to be released in December 2015 in Brasilia, is a unique exercise that measures the progress of third and primary-school sixth graders in mathematics, sciences and language.

6. Education quality remains the biggest, most serious task for educational progress in the LAC region. Preliminary results of the TERCE already show that no country is likely to meet the expected targets by 2015.

Recommendation

7. The proposed OWG goal 4. "**Ensure inclusive and equitable quality education and promote life-long learning opportunities for all** by 2030" (7 targets and 3 sub-targets), supported by UNESCO, the other four Education convenors (UNICEF, WB, UNDP, UNFPA) other UN agencies and CSOs, covers the main education thrust for the period 2015-30.

8. In line with post-2015 developments, UNESCO has already started internally to gear up its mandate, structures and programmes to meet the post-2015 challenges ("fit for purpose").

9. This also includes the monitoring, evaluation, verification and accountability dimensions of the "new" education goal outlined by the OWG e.g. as well as its impact and mutual synergies with other OWG-proposed goals e.g. poverty (1), healthy lives (3), gender (5) growth and employment (8), inequality (10), etc.

10. In line with the above, it is therefore proposed to entrust UNESCO with the mandate to monitor, evaluate and develop the accountability framework of the OWG-proposed goal 4 "Ensure inclusive and equitable quality education and promote life-long learning opportunities for all by 2030", emphasising a) the synergies with the other OWG-proposed goals and b) collaborative work with the Regional Commissions (e.g. ECLAC) and other UN agencies for the preparation of their respective monitoring and accountability exercises.

UNFPA contribution:

"Experiences, contributions and proposals of the United Nations Development Group – Latin America and the Caribbean (UNDG LAC) regarding evaluation and follow-up of the regional dimension of development in the framework of the post-2015 development agenda"

Monitoring progress towards achievement of the MDGs, intended as tracking progress towards intended targets by 2015 and ensuring accountability of member states towards the commitments made in 2000 with the signature of the Millennium Declaration has been the guiding framework of the UN System development work in the past fifteen years. This is all the more relevant in the framework of the post 2015 development agenda, as we realize that various targets will probably not be met by various countries in the world. This is also true for the Latin America and the Caribbean region as, despite progress in most MDGs, significant gaps still exist both between and within countries. **MDG 5, Improving maternal health**, is the one that is most lagging behind, with low progress in most countries.

The United Nations Population Fund, UNFPA advocates for a world where "every pregnancy is wanted, every birth is safe, every young person's potential is fulfilled". UNFPA assisted interventions in Latin America over the past decades have concentrated their efforts towards Target 5A *Reducing by three quarters, between 1990 and 2015, the maternal mortality ratio* and Target 5B. *Achieving Universal Access to Reproductive Health by 2015"*.

Three main lessons learned emerge from these experiences. The first one is that looking for a global achievement just by the goal itself, though disaggregated by different indicators, is not enough. Adequate monitoring of targets in the different milestones towards achieving the goal is equally important. One of the basic indicators of MDG 5 Target 5A, the reduction of the maternal mortality ratio, for example, does not necessarily guarantee the achievement of the target set for 2015. Despite the decline of the average maternal mortality ratio by 41% in the region between 1990 and 2010- largely as result of the increased number of women delivered by skilled birth attendants, now at 93.7% for the region (PAHO, 2012), reaching the established target set for 2015 will not be a reality. Disparities persist in LAC. The percentage of women that give birth in a health facility in Guatemala is 53.3%, and in Haiti is 36% (DHS, 2012) compared to 98.8% in Chile and 100% in Costa Rica (PAHO, 2012). In this context, UNFPA´s interventions have been focused towards improving skilled attendance at birth in low resource settings by developing a sustainable midwifery workforce and strengthening the leadership of midwifery professional associations. **The second, but no less significant lesson learned, is that average hide significant disparities both among and within countries, among different population groups.** The estimated maternal mortality rates range from 29 deaths per 100,000 in Uruguay in 2010 to 350 per 100,000 live births in Haiti, the highest ratio in the region. Furthermore, within countries, maternal mortality ratio is much higher among less educated, rural and indigenous women and afrodescendants than among the general population. The same applies to target 5B, as universal access to sexual and reproductive health and other basic social services is still not a reality in most countries, particularly for certain population groups such as indigenous and afro-descendant populations, undocumented migrants, rural population and populations in segregated urban areas, adolescents and young people, the LGTB who continue to face geographical, medical, socio-cultural, and legal barriers in access. In this context, UNFPA´s interventions have been focused towards removing access barriers. **The third lesson learned is that analysis of population dynamics and availability of disaggregated data is crucial to advocate for improvements in the public policy cycle.**

In conclusion, a contribution that UNFPA would like to make to the discussion on the evaluation of the regional dimension of development in the framework of the post-2015 development agenda is the importance of defining goals and related performance indicators with a human rights based approach that not only monitor and track progress towards established targets, but introduce sensitivity to the dimension of inequality, looking at in-country and regional gaps and highlighting the gender, ethnic and age differences among different population groups.

United Nations Development Programme (UNDP)

Lessons on Implementation from the 2nd Round of National Consultations

The first round of national consultations led by the Post 2015 Secretariat focused on the "what" –goals and targets – in preparation for Open Working Group discussion in 2013 up to July 2014.

The second round of consultations focused on the "hows" –implementation issues, focusing specifically on six topics: institutional capabilities, localization of SDGs, culture and development, monitoring and accountability, private sector partnerships and civil society partnerships.

Over the next few months governments will focus their deliberations on both the "whats" and the "hows". What have we learnt from our consultations?

Three over-lapping lessons and two middle-income/SIDS specific issues:

First, **citizen participation** issues need to be institutionalized across the spectrum of the development policy cycle. Good work has been done on participatory planning and budgeting and monitoring & evaluation, but less on design and implementation issues. Citizen participation is critical for adequate fit, feedback, empowerment and accountability.

Second, monitoring and accountability at the national and subnational levels needs to be **inclusive** and provide a specific focus on excluded groups, including indigenous peoples, afro-descendants, women, youth and LGBT collectives and associations.

Third, all parties agreed on the need for more **disaggregated data** to provide a baseline for comparisons within and across countries. More work needs to be done on multi-dimensional metrics, and innovative technologies to collect hard-to-get information.

Two Latin American and Caribbean specific messages are:

1. A need to revisit outdated criteria for "development graduation" both at the macro level --used by donors and multi-lateral development banks-- and at the "micro" level where conditional cash transfers and other social programmes, have used an array of indicators to "graduate" households from programme participation. The remaining longstanding inequalities, structural vulnerabilities, hard exclusions & multiple forms of discrimination, suggest that the technical focus on "graduating" countries and households is misguided.
2. For middle-income countries, each additional unit of social or economic achievement is more costly –in fiscal terms, in institutional terms and in policy content. This means

"more of the same" will not do. Specific work on the hard inequalities that remain and that do not rely solely on economic growth for poverty and inequality reduction. Cheap labor or abundant natural resources should not be policy drivers for middle-income trap problems. Universal social protection floors and improvement in productivity need to be part of the conversation.

Most of the monitoring and accountability challenges of the post 2015 agenda will be nation-specific. UNDP will accompany subnational governments, national governments and local partners to provide assistance on these issues.

UNAIDS contribution:

"Experiences, contributions and proposals of the United Nations Development Group – Latin America and the Caribbean (UNDG LAC) regarding evaluation and follow-up of the regional dimension of development in the framework of the post-2015 development agenda"

While the MDG provide the framework for ensuring accountability and measuring impact against agreed upon targets, the post 2015 agenda by expanding on those development priorities presents a more nuanced look at development challenges and will require a more comprehensive and integrated approach to monitoring and development. In addition, the different social, economic and environmental contexts of the Caribbean and Latin America necessitate region specific approaches to be able to adequately assess progress towards meeting the targets of the new post-2015 agenda. The results of the MDG era show progress, albeit slow in many cases across the region, for example, maternal health indicators have not improved significantly, and this has hampered achievement in other areas, as it indicates, in part the weakness of health systems. The gains made in reducing HIV prevalence and getting more people on treatment notwithstanding, critical questions moving forward that should influence our approach to monitoring and following up the new agenda is: Who is not being reached? Where are they? And, why are we unable to reach them?

UNAIDS has worked to address Target 6A. Have halted by 2015 and begun to reverse the spread of HIV/AIDS; Target 6B. Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it. **Across Latin America and the Caribbean, progress towards these targets has been mixed.**

In the Caribbean, Heads of State have identified, based on a series of national and regional dialogues, their priorities, some of which are shown in Box 1, can provide guidance to the efforts to monitor the post 2015 agenda. In Latin America

First, more effort must be made to disaggregate progress by poverty levels. While progress has been made in the region on HIV, as well as on other indicators, it is important to assess how much of this is accounted for by improvements in the lives of the poor. UNDG-LAC and ECLAC have previously listed human settlement dynamics as an issue for the new development agenda: megacities, medium-sized cities and new settlements contain the bulk of the continent's population, and the bulk of its poor.

Box 1. CARICOM Heads of Government Declaration - Post 2015 Agenda

•   that the eradication of poverty must remain the core objective and overarching preoccupation of the international development agenda;

•   that the development agenda must be premised on promoting the welfare and well-being of all people;

•   that the unique and particular vulnerabilities and challenges of small island developing states (SIDS) must remain a priority in the development agenda;

•   that the persistent and emerging challenges of climate change, energy security, water security, sustainable agriculture, food security and nutrition, employment, economic growth and diversification, debt sustainability, health (addressing both communicable and non-communicable diseases), gender equality and the empowerment of women, challenges facing youth and children, crime and security, and governance should be featured in the development agenda in order to address these and other critical challenges that constrain the development prospects and performance of CARICOM Member States;

•   that the development agenda should incorporate broader measures of progress to complement Gross Domestic Product, as GDP alone is an inadequate measure of the state of development in many economies; we encourage on-going efforts to devise appropriate approaches and instruments to that end;

• that all relevant stakeholders, such as governments, civil society, the private sector, and intergovernmental organisations, must be included in the process of determining and advancing the post 2015 development agenda to ensure more dynamic partnerships at all levels.

http://www.caricom.org/jsp/pressreleases/press_releases_2014/pres176_14.jsp

---

Second, we must improve our efforts to measure participation of groups excluded because of sexual orientation, disability status, ethnicity, gender, age, location. The 'traditional' epidemiological or demographic approaches, for example, the DHS surveys, provide data on age and gender location. In addition to these indicators, greater effort

must be made to measure the reach of development initiative to groups that fall outside of these traditional classifications.

Related to youth, the Regional Youth ECOSOC Forum took place in Quito, 12-14 May 2014 and was focused on producing recommendations feeding into the Global ECOSOC Youth Forum and the crowdsourcing initiative on youth in the post-2015 agenda.

Third, tools for measuring progress need to be tailored to the needs of small islands states. In certain Caribbean countries, small population size renders the application of certain measurement tools difficult, for example, estimates of HIV prevalence. The 7 countries of the OECS face this challenge frequently. In addition, aggregating data for the Caribbean and Latin America hides the wide variation between the two regions, and the sub regions within them.

Fourth, the post 2015 agenda requires a less siloed approach to measurement. The need to address the inter-relatedness of development challenges in the region will require more collaboration across UN partner agencies to be able to address the demands for data and information that reflects a more nuanced analysis of country realities. For example, access to education, for girls and boys must be considered when assessing progress towards meeting HIV or maternal health targets. As LAC addresses the challenge of lack of access to services, the need to incorporate rights-based approaches become critical, and this brings new challenges to the methodological approaches to be used.

Finally, data on expenditure and cost need to be incorporated into analyses of impact. The fiscal challenges of many of the countries in the region, the changes in the availability of ODA, and the imperative to show impact require greater focus on demonstrating efficient use of public resources if development programs are to be sustained. Structural change for equality and sustainable development is necessary to move forward.

Box 2. Latin America Lancet Consultation on HIV and the Post 2015 Agenda

Representatives from governmental and non-governmental stakeholders addressed key questions and agreed on key messages:

- Aids and other conditions go beyond the bio-medical realm and should be addressed from a *Human Rights perspective*.
- Strengthening of a *new generation of skilled activists* is key for the future of the global Aids-response and global health architecture.
- The stakeholders of the Aids-response should be optimistic but 'on their guard' to avoid complacency as there are *still many legal, cultural, gender and institutional barriers that hinder most-at-risk populations' access to prevention and treatment services*.
- As the population ages, national and regional *stakeholders will have to achieve the diagonal integration of health services –as opposed to vertical vs. horizontal- to provide care to people living not only with HIV but with other diseases.*
- Countries need to make an extra effort to *achieve financial sustainability in responding not only to Aids but also to other health issues*. This is relevant as there will be a decreasing trend in the pool of resources for international cooperation in the coming years.