
THE POST-2015 DEVELOPMENT FRAMEWORK:

INTERNATIONAL PROCESS AND CANADIAN PRIORITIES

June 2015 (Version 4)

(This backgrounder is a living document and will be updated periodically)

Issue: As the deadline for achieving the Millennium Development Goals (MDGs) approaches, United Nations' member states, civil society, and the private sector worldwide are engaging in discussions to propose a new sustainable development framework to succeed the MDGs in 2015. This paper looks at 1. [the process to date](#), 2. the [current state of play](#) towards developing a post-2015 framework, including how it will be financed, and 3. [Canadian priorities](#) for post-2015.

1. THE INTERNATIONAL PROCESS LEADING TO A POST-2015 FRAMEWORK

As the implementation period of the Millennium Development Goals (MDGs)¹ comes to a conclusion in 2015, discussions are well underway to elaborate a new sustainable development framework that will succeed the MDGs and, like the MDGs, cover a fifteen year period from 2015-2030. Discussions on a successor to the MDGs began in 2012 and led to two different, but related streams of work: one on a set of sustainable development goals (SDGs), emerging from the 2012 Rio+20 - United Nations (UN) Conference on Sustainable Development, and another more directly related to considering what would follow the MDGs in 2015. While the processes have historically been separate, there has also been increasing recognition over time that merging the two streams represented a real opportunity to bring back together issues related to the environment and development, two areas of work that have taken parallel paths within the UN system since the major UN conferences of the 1990s. In September 2013, the [High-Level Meeting of the General Assembly on the realization of the MDGs](#) took a significant step towards merging the two streams of work, when governments adopted an [Outcome Document](#) laying

¹ The MDGs include eight goals, namely 1) eradicating extreme poverty and hunger, 2) achieving universal primary education, 3) promoting gender equality and empowering women, 4) reducing child mortality, 5) improving maternal health, 6) combating HIV/AIDS, malaria and other diseases, 7) ensuring environmental sustainability, and 8) establishing a global partnership to achieve this. United Nations. (n.d.). Retrieved from: <http://www.un.org/millenniumgoals/>

out a roadmap for the post-2015 process going forward. The document underscored the importance of establishing a *single framework* and a *universal set of goals* – applicable to all countries but taking into account different national contexts. It urged the Open Working Group and the Inter-Governmental Committee of Experts on Sustainable Development Financing to complete their work by September 2014. And they agreed to a formal intergovernmental negotiation process to develop this common framework starting at the 69th session of the UN General Assembly (UNGA) in September 2014. The following section addresses the key details of these two streams and the process leading up to the start of the official inter-governmental negotiation process.

1.1 FIRST STREAM: SUSTAINABLE DEVELOPMENT GOALS (SDGs)ⁱⁱ

This first stream of work emerged out of the [Rio+20 conference](#) in June 2012 and has been looking to develop a set of Sustainable Development Goals (SDGs), which are “coherent with and integrated into”¹ the post-2015 development agenda. Under this first stream, three processes were put into place to do the following: 1) elaborate goals and targets for the future framework; 2) discuss how to finance it; and, 3) monitor and evaluate its implementation. These processes have been managed through their own structures: the Open Working Group on Sustainable Development Goals, the Intergovernmental Committee of Experts on Sustainable Development Financing, and the High-level Political Forum on Sustainable Development, respectively.

A. Open Working Group on Sustainable Development (OWG)

Founded in January 2013, the [Open Working Group](#) (OWG) had 30 member groups. There were 70 states formally represented at the OWG – organized geographically and often in pairs/troikas, with each member group generally representing more than one country. That said, more than 70 member states actually engaged in the process. The OWG was tasked with coming up with options for a set of SDGs, to then be negotiated by United Nations member states. The group initially held a set of exploratory presentations from experts, after which they began to drill down on a set of focus areas. Over 2013-14, and after 13 work sessions, the OWG agreed on an [Outcome Document](#) that was submitted to the UNGA in September 2014 ahead of the official start of intergovernmental negotiations on a post-2015 framework.

The [Outcome Document](#) proposed 17 SDGs and 169 targets for the 2015-2030 period, many of which update and reorient the MDGs (and which Beyond 2015 hopes will serve as “[the floor, not the ceiling](#)”, for the final agreement).² For example, rather than halving poverty and hunger, a goal has been proposed to end poverty in all its forms, while another focuses on food security, improved nutrition and sustainable agriculture. The education goal has been updated to include aspects related to inclusivity, quality, and life-long learning, in addition to completion rates. The

ⁱⁱ A previous iteration of this backgrounder included details on the contributions of the Sustainable Development Solutions Network and the InterAgency Technical Support Team.

proposed goals also expand on the MDGs, most notably by integrating the three pillars of sustainable development – social, environmental and economic – albeit with differing degrees of success. They include provisions to address inequality and inclusion, access to affordable, reliable and sustainable forms of energy, inclusive and sustainable growth and full and productive employment and decent work for all, sustainable consumption and production patterns, combating climate change, sustainable management of biodiversity, and peaceful and inclusive societies.

B. Intergovernmental Committee of Experts on Sustainable Development Financing (ICESDF)

The ICESDF was an intergovernmental committee of 30 experts, mandated to recommend a financing strategy to mobilise resources and their effective use for the implementation of the SDGs. More specifically, it was tasked to prepare “a report proposing options on an effective sustainable development financing strategy to facilitate the mobilization of resources and their effective use in achieving sustainable development objectives.”³ The ICESDF coordinated its work with the OWG and adopted, on August 8, 2014, its [final report](#). This was sent to the UNGA for consideration. The report concludes that there is no one simple solution and that a basket of options for policy makers will be necessary to mobilize all sources of financing – public and private, national and international – as well as a global partnership that covers aspects of aid, trade, debt, taxation and financial market stability. This includes better aligning private incentives with public goals; creating a policy framework that encourages for-profit investment in these areas; mobilizing public resources for essential sustainable development activities; reducing corruption; and ensuring that policies and incentives better match investor preference with investment needs.⁴ The ICESDF [report](#) was intended to inform the intergovernmental negotiations for the post-2015 development agenda and in particular the discussions on financing sustainable development.⁵ See below for more details on Financing for Development.

C. High-level Political Forum on Sustainable Development

The [High-level Political Forum on Sustainable Development](#) is the main United Nations’ platform dealing with sustainable development. It was established in 2012 following the [Rio+20 summit](#), and replaces the Commission on Sustainable Development (CSD), which itself was originally set up following the 1992 [UN Conference on Environment and Development](#) (UNCED) in Rio de Janeiro, Brazil. Like its predecessor, the Forum meets every year under the auspices of the UN’s Economic and Social Council, and every four years at the level of Heads of State and Government at the General Assembly. The Forum is there to (a) provide political leadership and guidance on sustainable development; (b) follow up and review progress in implementing sustainable development commitments; (c) enhance the integration of economic, social and environmental dimensions of sustainable development; and (d) address new and emerging sustainable development challenges.⁶ The Forum is expected to steer the implementation, integration and review of the post 2015 development agenda and met in June-July 2015 to discuss this issue ahead of the official adoption of the Post-2015 agenda in September 2015. The Forum will have an important role in tracking the implementation of the SDGs until 2030.

1.2 SECOND STREAM: POST-2015

The second stream of work was set up to consider specifically what would replace the MDGs after 2015. Under this stream, multiple consultations were organized to identify the main priority themes for post-2015 by country, by region, and by sector. Some of these consultations were organized nationally while others were global and accessible through online platforms. The various processes also had as an objective to present reports and proposals to help elaborate a post-2015 development framework. The main processes discussed in this section are the UN System Task Team on the Post-2015 UN Development Agenda, the High Level Panel of Eminent Persons, and the Independent Advisory Group on the Data Revolution.ⁱⁱⁱ

A. UN System Task Team on the Post-2015 UN Development Agenda

The [UN System Task Team](#), established by the UN Secretary General in January 2012, gathers more than 60 UN bodies and other international organisations. Co-chaired by the [Department of Economic and Social Affairs \(DESA\)](#) and the [United Nations Development Programme \(UNDP\)](#), the Task Team is supporting the process leading up to post-2015 by providing analytical thinking and substantial inputs. It has published two key reports to date: [Realizing the future we want for all](#) (2012) and [A renewed global partnership for Development](#) (2013). The 2012 report reviewed the strengths and weaknesses of the MDGs and suggested that the framework for post-2015 be reorganized along four key dimensions for a more holistic approach: (1) inclusive social development; (2) inclusive economic development; (3) environmental sustainability; and (4) peace and security.⁷ The 2013 report looked at the possible features for the global partnership for development in post-2015, and recommended that there be a stand-alone goal on partnership, that the partnership be more inclusive of a range of development stakeholders beyond governments, and that progress be tracked through robust accountability.⁸

In response to complaints that the MDGs were not developed in a consultative enough manner, the UN Task Team has also supported a number of consultation processes in collaboration with representatives from civil society, the private sector, academia, and governments, creating space for interested stakeholders to contribute ideas and proposals on the post-2015 agenda. The web platform [The World We Want](#) provides information on, and access to, these consultations. A first phase started in 2012 and focused on the potential issues and areas to be included in a post-2015 development agenda. These included [national consultations](#) in 88 countries as well as [thematic consultations](#) on eleven themes. In April 2014 a second consultation phase was launched, focusing on [dialogues on the implementation of the post-2015 development agenda](#). The results of these two discussion phases were presented at a high-level side event during the 69th session of UNGA in September 2014.

ⁱⁱⁱ A previous iteration of this backgrounder included details on the contributions of the Special Adviser to the SG on post-2015, the UN Development Group, the UN Regional Economic Commissions and the UN Global Compact.

B. High Level Panel of Eminent Persons

The [High Level Panel of Eminent Persons](#) was established by the Secretary General in 2012. It brought together 27 members to provide advice on the 2015 global development framework. The Panel was co-chaired by three Heads of State, and included leaders from civil society, private sector and government. In 2013, it released its report entitled, "[A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development.](#)" The Report called for the new post-2015 goals to drive five big transformative shifts, which will 1) leave no one behind; 2) put sustainable development at the core; 3) transform economies for jobs and inclusive growth; 4) build peace and effective, open and accountable institutions for all; and, 5) forge a new Global Partnership.⁹

C. The Independent Advisory Group on the Data Revolution

The High Level Panel of Eminent Persons also called for a data revolution, arguing that more data is needed to inform policy making, programming, to measure new goals and to enable people to have the necessary information to hold their governments to account. In August 2014, the UN Secretary General established an Independent Expert Advisory Group (IEAG) on the Data Revolution for Sustainable Development, with 24 members from civil society, the private sector, academia, governments and international organizations, to provide inputs on how this might be achieved. The November 2014 report, "[A World that Counts-Mobilising the Data Revolution for Sustainable Development](#)," highlighted two big global challenges for the current state of data: the lack of high quality data ("too many countries still have poor data, data arrives too late and too many issues [and groups of people] are still barely covered by existing data" and remain invisible); and data that is used and usable (disaggregated to address the problem at hand, and "relevant, accurate, timely, accessible, comparable" and independent of political interference).¹⁰ The report argues that still today "whole groups of people are not being counted and important aspects of people's lives and environmental conditions are still not measured", a problem which can lead "to the denial of basic rights and (...) continued environmental degradation".¹¹ The SG echoed this concern in December 2014, calling for "disaggregation of information by gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant to national contexts."¹² The IEAG Report made several recommendations to address these challenges and increase open and more equitable access to, and sharing of, quality data and information, building literacy in its use. It also recommended establishing a UN-led Global Partnership for Sustainable Development Data to bring together "the whole data ecosystem" and a forum to provide feedback loops between producers and users.

2. CURRENT STATE OF PLAY

In a way, the 69th session of the UNGA in September 2014 marked the end of the parallel processes and the official merger of the two streams of work. At that point, all the inputs from the different processes had been handed over to the UN Secretary General to inform the production of his synthesis report, which was expected to guide the official intergovernmental negotiations and provide a vision for a single transformative sustainable development agenda. During that session, states also began to individually identify their respective priorities¹³ for any future framework. The session thus kick-started the final year of negotiations that will lead to the adoption of the post-2015 development agenda at a UN Summit in September 2015.

Since September 2014, several major developments have occurred to shape this final year of negotiations: the publication of the SG's Synthesis report, and the adoption of the negotiation modalities – and the beginning of the actual negotiations – on both the SDG framework and the financing for development discussions, and the hosting of the respective summits. This section discusses these initiatives.

2.1 UN SG's SYNTHESIS REPORT

The SG synthesized all the inputs from the various streams of work and submitted a report to UN Member States in December 2014, entitled "[The Road to Dignity by 2030: Ending Poverty, Transforming All Lives and Protecting the Planet.](#)" The objective of the report was to provide a framework for sustainable development that will guide the intergovernmental negotiations between January and September 2015. The report addresses issues related to the *content*, the *means of implementation*, and the *measurement and monitoring* of the implementation of the post-2015 development agenda. Civil society groups [submitted their responses](#) to the Synthesis Report through a [central online repository](#).¹⁴

In his [report](#), the SG highlighted some essential features of any future framework, common to all of the contributions received:¹⁵ universal in scope; transformative; people-centred and planet-sensitive; integrating the economic, social and environmental dimensions of sustainable development; grounded in the MDGs, but filling new gaps left by the goals; leaving no-one behind to ensure that human rights principles of equality, equity, inclusion, and non-discrimination are met; and rigorously monitored and reviewed in a participatory manner.

Importantly, the SG Report also emphasizes that "Member States have agreed that the agenda laid out by the Open Working Group will be the main basis for the post-2015 intergovernmental process".¹⁶ This means that the 17 goals and 169 targets developed by the OWG will be the main building blocks of the final goals and targets of the post-2015 development agenda, although the SG does remind Member States that they also agreed the goals must also be "concise and easy to communicate."¹⁷

Perhaps to achieve this, the Report identifies six essential elements that should frame a

universal and transformative post-2015 development agenda:

- a) dignity: to end poverty and fight inequality;
- b) people: to ensure healthy lives, knowledge and the inclusion of women and children;
- c) prosperity: to grow a strong, inclusive and transformative economy;
- d) planet: to protect our ecosystems for all societies and our children;
- e) justice: to promote safe and peaceful societies and strong institutions; and,
- f) partnership: to catalyse global solidarity for sustainable development.

Other key recommendations of the SG Report include committing to a universal approach; integrating sustainability in all activities; addressing inequalities in all areas; ensuring that all actions respect and advance human rights; addressing the drivers of climate change and its consequences; basing analysis on credible data and evidence; expanding the global partnership for means of implementation to maximum effect; and anchoring the new compact in a renewed commitment to international solidarity.

For the September 2015 UN Summit, the SG Report also spells out the four necessary components for a “realistic yet ambitious outcome,” providing recommendations on each:

- a) An inspirational vision made plain in a declaration;
- b) A practical plan for the declaration, laid out in an integrated set of goals, targets and indicators;
- c) Adequate means to implement the plan and a renewed global partnership for development – in terms of financing, investments and technology and an enabling environment that facilitates this; and,
- d) A framework to monitor and review implementation to ensure promises made become promises delivered.¹⁸

In a nutshell, a) will help frame the conversation, much as the Millennium Declaration did; b) will reflect the final framework negotiated by States based on the Outcome Document of the OWG (an update of the MDGs), with separate conversations on the indicators; c) will be defined largely by the results of the Third International Conference on Financing for Development (and build on MDG8); and d) will be implemented by the HLPF on Sustainable Development. The report also considers what will be required of the UN to address this agenda.

2.2 THE 2015 ROAD MAP

In addition to the UN SG’s Synthesis Report, other major developments that followed the September 2014 UNGA was the adoption of the modalities for the intergovernmental negotiations, the start of the negotiations on the post-2015 development agenda and the preparatory process and negotiations for the Third International Conference on Financing for Development (FfD3). In this sub-section, we present the 2015 Roadmap which includes the schedule of intergovernmental negotiation sessions on the post-2015 development agenda, a

series of high-level thematic events on post-2015, and the latest on the UN Summit of September 2015. We also provide details on the process surrounding FfD3 and the conference in Addis. We also discuss civil society participation in these events and processes.

UN SUMMIT TO ADOPT THE POST-2015 DEVELOPMENT AGENDA

A. Intergovernmental Negotiations on post-2015

Draft decision [A/69/L.46](#) on the modalities for the negotiations laid out the “main components” of the final outcome document for the September post-2015 Summit: “declaration; sustainable development goals and targets; means of implementation and global partnership for sustainable development; and follow-up and review.”¹⁹ (In the latter case, note it does not reference monitoring, evaluation and accountability.)

The decision also laid out a road map for the intergovernmental negotiations running from January to May 2015, facilitated by Ireland and Kenya, and ensuring coordination with the FfD3 process (See Box 1). The [zero draft outcome document on the post-2015 development agenda](#), prepared by the co-facilitators based on all of the discussions, was presented to Member States at the beginning of June.

i) Stocktaking (January 19-21)

At this first intergovernmental session, [governments](#) took stock of the process and inputs to date, and touched upon the themes of the upcoming sessions (See Box 1). States discussed the content of the declaration, keen that it be concise, understandable to the public, reference previous key documents, focus on people and the planet, and reaffirm core values, including universality and **common but differentiated responsibilities** (CBDR). On the latter, some held that CBDR should apply to the post-2015 agenda, while others thought the agenda should rest instead on **shared responsibility**. On the goals and targets, many were keen to see a “**technical proofing**” of the OWG targets, while others argued that it could lead to the unwarranted deletion or insertion of targets, and a reopening of the OWG proposal²⁰ (see iii) below for details). On **means of implementation** (MOI) and **global partnership**, it was felt that an ambitious framework will require an even more ambitious MOI, with the outcomes of the post-2015 and FfD3 processes seen as interlinked and mutually dependent, but little clarity on how to achieve this.²¹ In terms of **follow-up and review**, states said they want an open, transparent and inclusive framework, with the involvement of multiple stakeholders. Some states want strong accountability mechanisms to achieve this, while others want only voluntary follow-up so as to

<p>Box 1. SCHEDULE OF INTERGOVERNMENTAL NEGOTIATION SESSIONS on the POST-2015 FRAMEWORK</p> <p>Stocktaking 19-21 January 2015</p> <p>Declaration 17-20 February 2015</p> <p>Sustainable development goals and targets 23-27 March 2015</p> <p>Means of implementation and global partnership for sustainable development 20-24 April 2015</p> <p>Follow-up and review 18-22 May 2015</p> <p>Negotiation of the outcome document 22-25 June 2015</p> <p>Negotiation of the outcome document 20-24 July and 27-31 July 2015</p>

not “politicize” the review process.²² (See [informal co-facilitators’ summary](#) for more details.)

[Canada](#) raised a range of issues at this meeting.

ii) Declaration (February 17-20)

To kick-off the discussion of the declaration, the co-facilitators produced an “[Elements Paper](#),” drawn from issues raised at the Stocktaking session (see i) above). It framed the declaration around the collective vision, what we must do to get there and how, with follow-up and review, and shared principles and commitments. This was then turned into a [Discussion Document](#) (with no official status), with more detail, reflecting comments made by delegates during the session. Member states generally agreed that the **declaration** is the key political statement, and must be “concise, visionary, ambitious, actionable, communicable and simple.”²³ It should provide a transformative vision for sustainable development that leaves no one behind, responding to today’s challenges, with poverty eradication as a key objective.²⁴ Delegates debated what transformative change the declaration should reference, and what this entailed at a practical level, “transformation or equilibrium.”²⁵ Many, including Canada, want to reference the unfinished business of the MDGs. Almost all felt it would be important to reference gender equality and women’s empowerment.²⁶ Some delegates proposed including a reference to “**Common but differentiated responsibility**” (CBDR) in the declaration, a deal breaker for many developing countries, and a benchmark for how to interpret the notion of universality.²⁷ Others rejected including CBDR, opting to reference **shared responsibility** instead, leaving everyone to do their own thing, and in turn weakening the notion of universality.²⁸ On this point several countries “expressed wariness about holding developing countries responsible for a global situation they did not cause.”²⁹ This will likely be a key and contentious area of debate in the lead-up to September. (See [informal summary](#) for more details.)

For its part, [Canada](#) wants a short, inspirational, focused and communicable declaration. It should be rooted in human rights, potentially framed around the SG’s six elements, underscore the importance of addressing the unfinished business of the MDGs, and highlight “what we are committing to, and how we will get there.”³⁰ (For Canada on universality, see 3.1 B below.)

iii) Goals, targets and indicators (March 23-27)

Like the [UN SG Report](#), and echoed in the January Stocktaking session, the draft decision [A/69/L.46](#) on the intergovernmental negotiation modalities reiterated the fact that “the proposal of the OWG shall be the main basis for integrating sustainable development goals into the post 2015 development agenda (...)”.³¹ Although originally intended as an input to the negotiations, this now makes the 17 goals and 169 targets the *de facto* goals and targets for the new framework, with the majority of governments refusing to open them up to further debate and streamlining, and fewer states – like Canada – still focused on refining them.

In the January stocktaking session, there was much debate about the **technical proofing** of the 169 targets - to ensure they don’t lower the level of existing international commitments and

standards; don't duplicate others or are inconsistent with them; and are specific, measurable and action-oriented. There was no consensus on whether this should occur or who should do it, since some see the proofing as a backdoor to renegotiate the targets agreed to by the OWG; others, like Canada, feel the targets need "a comprehensive quality assessment" to make them stronger and more precise,³² and help ensure that they are measurable and achievable, and aligned with (or at least not less ambitious than) other international agreements.³³ Ahead of the intergovernmental discussion, the co-facilitators proposed [amendments to 19 of the targets](#) in an effort to provide greater clarity and specificity, without changing the substance of the targets themselves – but even on these, there was no consensus.

In response to a request made by the co-facilitators in December,³⁴ the UN Statistical Commission (UNSC)³⁵ agreed to prepare a set of preliminary **global indicators** to accompany the targets ahead of this March session.³⁶ Not surprisingly, like the targets, this discussion of indicators is now becoming a highly contested and political element of the debates. At its 46th session in early March, the UNSC discussed establishing a technical Inter-Agency and Expert Group (IAEG), consisting of national statistical offices, to conduct the work. And it set a year-long road map for the IAEG to identify appropriate global indicators and develop an effective and measurable indicator framework for post-2015 – which it envisaged adopting at its 47th session in March 2016. The [UNSC presented this work plan](#) at the March 23-27 negotiation session, alongside an initial set of provisional indicators to measure the targets proposed by the OWG (as [requested by the co-facilitators](#)). The year-long timeline for developing global indicators and a framework was a source of concern for many delegations who urged that a full set of indicators be included in the post-2015 agenda by September.³⁷

For its part, [Canada](#) supported the establishment of the IAEG, encouraging it to reach out to other experts, including from civil society – but underscored that it viewed this as a technical exercise that should be led by the UNSC. It recognized that the work of the UNSC required "time and space to develop a robust and high-quality indicator framework," even if this meant the work wouldn't be completed until March 2016.³⁸ It also supported the notion of a limited set of indicators, and a comprehensive framework that would need refining over time. And finally, it argued that "If we want high-quality indicators, we need high quality targets" – again advocating for a technical proofing of the OWG targets.³⁹

iv) Means of implementation and Global Partnership (April 20-24)

The **means of implementation** (MOI) are the various resources and actions needed to implement the post-2015 agenda, including financial resources, technology development and transfer, capacity-building, equitable trade and an enabling environment. The **global partnership** refers to the new partnership needed to mobilize these resources and actions. The session was organized as a joint meeting, bringing together for the first time the post-2015 process with the Third International Conference on Financing for Development (FfD3).

During this session, discussions on the **MOI** focused mainly on two issues: the **relationship**

between the post-2015 process and FfD3, and technology transfer. On the former, three different perspectives were presented. The first, held by many developed countries, suggested that the outcome of the FfD3 process should constitute the agreement on MOI and be incorporated in its entirety into the post-2015 agenda. The second, supported by many developing countries, was that states should wait until they see the actual FfD3 outcome before deciding if, and how, it should be included in the post-2015 outcome document. A third perspective, proposed by the G-77 and China, suggested that “the two processes should be retained as two separate tracks, as the scope of FfD3 goes beyond implementing the SDGs, while the MOI for the post-2015 agenda should go beyond FfD3.”⁴⁰ The discussions on **technology transfer** also exposed diverging perspectives. For their part, developed countries want states to continue to support existing initiatives and broader efforts on science, technology and innovation. Developing countries, on the other hand, want to create a new technology facilitation mechanism through the post-2015 process.⁴¹ A “[Food for Thought](#)” paper on a possible Technology Facilitation Mechanism was prepared to help frame the discussion.

The discussions related to the **global partnership** highlighted the fact that states have different interpretations of what the concept means – differing between “global partnership” and “global partnerships”. At the meeting, Canada, for example, attempted to define the two concepts saying that the first described the core values necessary for the agenda to succeed, like “solidarity, cooperation;” the second referred to “practical multi-stakeholder efforts,” engaging all development actors and informed by their own principles of country ownership and inclusivity, necessary to achieve specific goals and targets.⁴² Developing countries, however, stressed that “North-South cooperation and commitments should be central to the Global Partnership concept” and highlighting the importance of monitoring commitments on Official Development Assistance and technology transfer.⁴³

On the relationship between the two processes, Canada believes the FfD3 process “should become an integral part of the framework [...and that] the FfD outcome document should serve as the MOI pillar of the post-2015 agenda.”⁴⁴ Not surprisingly, Canada also feels that any follow-up and review of FfD should be integrated into the follow-up and review of the post-2015 monitoring framework – “a single system – that builds upon existing accountability mechanisms [underpinned by principles of] knowledge exchange, national ownership, transparency, effectiveness, efficiency and inclusiveness.”⁴⁵

v) Follow-up and Review (May 18-22)

During the session, there was an emerging consensus between delegates at this session that at the global level, the **High-Level Political Forum (HLPF)** should be the **main platform for follow-up and review**, and that it should be tasked with the following: keep track of progress towards the SDGs; identify shortcomings and gaps; make recommendations about what countries should do to stay on track; and discuss emerging issues and challenges. There was also general agreement on the principles that should guide this framework, including “universality, voluntary nature, nationally-owned, evidence- and data-based, multi-stakeholder inclusive, transparent,

(...) based on an exchange of experience and best practices, and not overburdening”.⁴⁶ And to reduce duplication, member states asked for a [mapping of existing accountability mechanisms](#).

There are however at least five areas that will require more discussions between delegates. The first one relates to terminology. Some developed countries propose using the terminology “monitoring, accountability and review,” but many developing countries think that “accountability” could imply “conditionality” and would rather stick to “follow-up and review”. The second relates to what takes place at the global, regional and national level (vertical) in terms of follow-up and review, and how to coordinate this, and the interplay of the review at the national level (horizontal) with governments, civil society and the private sector. A third relates to how the HLPF will organize and cluster the review of the goals. The fourth is how to approach the follow-up and review of the two processes (post-2015 and FfD), as noted above – integrated or separate. And finally, the fourth relates to the outcomes of the HLPF's work: a ministerial declaration, reports on global progress, or what? (See the co-Facilitator’s [“Preliminary impressions”](#) for further details.)

Canada reiterated the need for a single, inclusive, flexible and pragmatic follow-up and review framework, building on best practice and existing structures, and ensuring coherence. To get this coherence, Canada suggested mapping existing accountability structures, including their strengths and weaknesses. The framework will need a “country-led, national component for accountability”; a regional component to foster dialogue, knowledge-sharing and identify best practices; and the HLPF at the top, reviewing progress and encouraging follow-up, learning, action and results. There will need to be a continuum of accountability between these levels. And it will need to be informed by effective data collection and analysis.⁴⁷

vi) Zero Draft Outcome Document (June 2, 2015) and First Inter-governmental Negotiation Session on the Draft (June 22-25)

Based on the discussions held during the five intergovernmental negotiation sessions, the Co-Facilitators prepared and circulated a **zero draft** outcome document in early June. Entitled [“Transforming our World by 2030 – a New Agenda for Global Action”](#), it covers the four components of the post-2015 agenda: an opening Declaration; the Sustainable Development Goals and targets; Means of Implementation and the Global Partnership; and Follow-up and Review. This zero draft will be the focus of the last two negotiation sessions that will take place at the end of June and in July. Civil society reactions to the draft are [available on-line](#), as are various [government and stakeholder statements](#) from the first negotiation session on the draft.

At the first negotiation session following the release of the 43-page zero draft, delegates agreed that the document constituted a good basis for negotiations; but they also raised several issues that had been left unresolved in previous session. This included, for example, the relationship between the FfD3 outcome and the MOI chapter of the post-2015 outcome document; the need to strengthen the environmental dimension of sustainable development in the declaration; and concerns about profiling some goals and not others in the declaration and the preamble.⁴⁸

Key areas of divergence also emerged. For example, developing countries warned against the reopening of **targets** through **technical proofing**, while developed countries insisted that this was necessary because Heads of State cannot agree on unfinished text or endorse targets that are not aligned with international conventions and Rio+20.⁴⁹ On **follow-up and review**, beyond supporting the role the HLPF should play, delegates again differed on what the global-level review would look like exactly. Member states also agreed on the need to develop a common understanding of the principle of **common but differentiated responsibilities** (CBDR).⁵⁰

During this session, representatives of Major Groups and other stakeholders delivered statements which stressed in particular the importance of people and civil society **participation** in the implementation of the post-2015 agenda as well as the need to reinforce the importance of **human rights** in the document. State delegates at the meeting expressed overwhelming support for stakeholder participation in national-level follow-up and review.

At the end of the session, the Co-Facilitators indicated that they will produce a “final zero draft” ahead of the two-week negotiating session that begins on July 20. The Co-Facilitators hope to conclude the negotiations within the planned timeframe, because while there may not be many areas of consensus at the moment, the “differences are not insurmountable.”⁵¹ They noted that the dynamic of the post-2015 process is also different from that of other processes. Unlike the UN Framework Convention on Climate Change (UNFCCC), member states will not be “legally bound to every word and comma” of the post-2015 agenda.⁵²

CSO participation in the process

In addition to producing an Outcome Document proposing goals and targets for post-2015, the Open Working Group process also broke new ground in terms of civil society participation. CSOs hope to build on this process to ensure that the same level of access and engagement will prevail during the intergovernmental negotiations. To that end, the Beyond 2015 campaign launched a “[Call for Participation](#)” in December 2014 in which 865 organizations from 111 countries around the world asked state leaders to ensure the meaningful participation of civil society throughout the whole post-2015 process, including the intergovernmental negotiations.⁵³ Although the modalities reference the rules of procedure and practices of the UNGA, which offers very limited space for CSOs to participate and speak, it also references including all relevant stakeholders, building on the precedent set by the OWG.

Ahead of the first negotiating session in January, and to establish a constructive dialogue from the outset between civil society, member states and the UN secretariat on the key components of the post-2015 development agenda, a [preparatory forum](#) was organized for Major Groups and other civil society stakeholders. Such formal exchanges have continued during each of the formal negotiation weeks, along with informal side events. While CSOs have acknowledged the “special effort to listen to the voices and concerns of the poorest and vulnerable,”⁵⁴ it remains to be seen whether the final outcome document will ensure the meaningful participation of people and civil society in **the implementation phase** of the post-2015 agenda.

B. High-Level Thematic Debates

The President of the UN General Assembly (PGA), Ugandan Sam Kutesa, also convened six high-level thematic debates in 2015 to enable “Member States and stakeholders to have in-depth exchange of views, in an interactive and participatory manner” on the post-2015 development agenda.⁵⁵ These fall within the PGA’s theme for the 69th session, “Delivering on and implementing a Transformative Post-2015 Development Agenda.” Each has a concept note, related materials and statements, and will generate a summary to feed into the negotiations.

- a) [High-level Thematic Debate on Means of Implementation for a Transformative Post-2015 Development Agenda](#) (9-10 February).
- b) [High-level General Assembly Thematic Debate on Integrating Crime Prevention and Criminal Justice in the Post-2015 Development Agenda](#) (24 February).
- c) [High-level Thematic Debate on Advancing Gender equality and empowerment of Women in the Post-2015 development agenda](#) (6 March).
- d) [High-level Thematic Debate on Promoting Tolerance and Reconciliation](#) (6 or 10 April)
- e) [High-level Thematic Debate on Strengthening Cooperation between the UN and regional and sub-regional organizations](#) (15 May).
- f) [High-level Event on Climate Change](#) (29 June).

C. The 2015 UN Summit

The UN Summit on “Transforming the world: realizing the post-2015 development agenda” will be held on 25-27 September 2015. In December 2014, UN Member States informally agreed on draft resolution [A/69/L.43](#) with respect to the Summit modalities, meeting at the level of Heads of State, and with the participation of all UN programmes and agencies and “other relevant stakeholders, including parliamentarians, academia, non-governmental organizations, civil society organizations, major groups and the private sector.” The Summit will be organized around six interactive dialogues addressing the three dimensions of sustainability.⁵⁶ They are:

- 1) Ending poverty and hunger;
- 2) Tackling inequalities, empowering women and girls and leaving no one behind;
- 3) Fostering sustainable economic growth, transformation and promoting sustainable consumption and production;
- 4) Protecting our planet and combatting climate change;
- 5) Building effective, accountable and inclusive institutions to achieve sustainable development; and,
- 6) Delivering on a revitalised Global Partnership.

Once the post-2015 development agenda is adopted, it is expected that the [High-Level Political Forum](#), under the auspices of the Economic and Social Council, will conduct regular reviews, starting in 2016, on the follow-up and implementation of the sustainable development commitments and objectives. The development of appropriate indicators through the UN Statistical Commission, will be critical to ensuring proper monitoring and evaluation of this.

THIRD INTERNATIONAL CONFERENCE ON FINANCING FOR DEVELOPMENT (FfD3)

A. Inter-governmental negotiations on FfD3

In July 2014, the General Assembly [adopted a resolution](#) to hold a Third International Conference on Financing for Development – following similar conferences in [Monterrey](#) in 2002 on financing the MDGs, and a review of progress on this in [Doha](#) in 2008. It will take place in Addis Ababa, Ethiopia, from 13-16 July, 2015, ahead of the September 25-27 Post-2015 summit. The outcome of this conference will largely determine the means of implementation^{iv} of the post-2015 development agenda, and hence will interlink closely around the post-2015 discussions – although as noted in the section above, the extent to which FfD remains its own process or a separate process is still an issue up for debate at the time of publication.

The Preparatory meetings for this conference are being co-facilitated by the governments of Guyana and Norway. Much like the post-2015 process, the inter-governmental negotiations involve substantive informal sessions, interactive hearings and formal drafting sessions, separate from the post-2015 process. For its part, civil society produced a [position paper](#) on what it expects from FfD3, endorsed by 130 organizations and networks.

Box 2. SCHEDULE OF SESSIONS on FINANCING FOR DEVELOPMENT

Substantive informal sessions:

17 October 2014 – Opening Session
 10 November 2014 – Global Context
 11 -13 November 2014 – Domestic public finance; International public finance; Private finance
 9-12 December 2014 – Enabling and conducive policy environment; Trade, investment and technology; Governance; Learning from partnerships and follow-up

Informal interactive hearings with civil society and the business sector:

8-9 April 2015

Drafting sessions on the outcome document

27-29 January 2015 – First drafting session
 13-17 April 2015 – Second drafting session
 12-15 May 2015 – Additional consultations
 26-29 May – Additional consultations
 1-5 June – Additional consultations
 8-12 June – Additional consultations
 15-26 June 2015 – Third drafting Session

Third International Conference on Financing for Development

i) Substantive informal sessions

The preparation for this meeting officially started in 2014 with the organization of “substantive informal sessions”. The substantive sessions served to assess progress since Monterrey and Doha, build on this progress, and identify emerging thematic issues and challenges with a strong focus on sustainability and universality. (See Box 2 for details).

^{iv} “The notion of ‘Means of implementation’ describes the interdependent mix of financial resources, technology development and transfer, capacity-building, inclusive and equitable globalization and trade, regional integration, as well as the creation of a national enabling environment required to implement the new sustainable development agenda, particularly in developing countries.” This will require “a new and strengthened global partnership for mobilizing” this. UN Technical Support Team, Issues Brief: Means of Implementation; Global Partnership for achieving sustainable development, n.d. Retrieved from: https://sustainabledevelopment.un.org/content/documents/2079Issues%20Brief%20Means%20of%20Implementation%20Final_TST_141013.pdf

In the November informals, participants looked at a range of challenges related to financing development using an array of financing tools, while ensuring positive social, economic and environmental outcomes. Speakers focused on strengthening domestic resource mobilization (DRM) capacity – including strengthening tax administration, broadening the size and scope of tax revenue, tackling tax evasion, growing domestic savings, redistributing revenues, and developing strategies to attract more diverse foreign direct investment (FDI). Discussions also touched upon different ways to make public finance more sustainable – in terms of good governance, energy subsidy reform, social protection systems, gender budgeting, public procurement, and budget transparency. Countless speakers underscored the continued importance of official development assistance (ODA), in particular targeting the poorest. Other speakers talked about new ways to leverage public finance, in particular through blended loans; about the potential of South-South Cooperation; and about the need to make private sources of finance more inclusive and ensure investment and to have business strategies better integrate sustainability criteria. A more complete informal summary is [available on-line](#).

At the December informals, discussions focused on how to establish a broader set of rules and institutions to ensure coherence and stability of the economic, financial and trade systems at the global, regional and national level. It covered existing reforms by global institutions and players, as well as persistent gaps. There were proposals on a range of things: how to enhance international tax cooperation; how to prevent and resolve current and future debt crises; how to transfer and share scientific and technological innovations; how to better integrate sustainable development considerations into existing investment agreements and trade systems; how to enhance data access and use and build national statistical systems; how to strengthen global and national governance and make it more equitable; how to learn from partnerships (with a strong focus on public-private partnerships); and how to follow up systematically on FfD3, while connecting it to the post-2015 process. A more complete informal summary is [available on-line](#).

ii) First drafting session- The Elements Paper and Zero Draft

A zero draft “Elements paper” was circulated in late January, just prior to the first drafting session.⁵⁷ Building on discussions from the substantive sessions, it touches upon elements related to financing needs and sources, the national and sub-national enabling environment to facilitate effective financing, the scope of partnerships required to realize this, and the unfinished business of Monterrey. It identifies seven building blocks for sustainable financing of development – domestic public finance, domestic and international private finance, international public finance, trade, technology, innovation and capacity building, sovereign debt and broader systemic issues – and the challenges to effectively using and delivering on these. It also looks at the pre-conditions for effecting monitoring of outcomes, data use and follow-up to FfD3. It ends with an annex of indicative policy ideas for each building block, drawing on issues raised in the informals and the report of OWG, ICESDF and SG’s Synthesis Report.

First drafting session on the FfD3 outcome document (January 2015)

The January session provided a first opportunity for feedback on this Elements paper, including from [civil society](#) and [Member States](#), ahead of the zero draft. The discussions that took place during this first drafting session were indicative of the debates that would follow in subsequent sessions: the relationship between the FfD, the post-2015 and the UNFCCC processes; development finance versus climate finance; private finance versus public sector commitments; the use and desirable level of ODA; North-South and South-South cooperation; the role of domestic action versus international cooperation; taxes; debts; trade; and remittances.⁵⁸

While member states diverged in their views on the above set of issues, they also agreed that the Addis agreement needed to build on the Monterrey Consensus, to ensure synergy with the post-2015 process, and to ensure a strong gender focus.⁵⁹ The discussions held in this session were used by the Co-Facilitators to produce a zero draft.

Zero Draft of the Outcome Document for FfD3 – Civil society reacts

The [“Zero Draft of the Outcome Document of the Third Financing for Development Conference,”](#) was circulated on March 16. It was intended to “provide a holistic and forward-looking framework and concrete actions for the financing of sustainable development in order to deliver the means of implementation for the ambitious and transformative development agenda”.⁶⁰ The draft Addis Ababa Accord is built around two sections that address the following:⁶¹

- A global framework for financing sustainable development, including mobilizing the means to implement the post-2015 development agenda;
- An Action Agenda, including i) domestic public finance; ii) domestic and international private business and finance; iii) international public finance; iv) international trade for sustainable development; v) debt and debt sustainability; vi) systemic issues; vii) technology, innovation and capacity building; viii) data, monitoring and follow up.

Eurodad, on behalf of a large group of civil society organizations (CSOs) and networks engaged in the FfD process, published a reaction to this zero draft entitled [“Analysis of and Recommendations for the Financing for Development Conference”](#) in April 2015. While these CSOs had previously welcomed the Elements paper as a balanced document, they argued that this zero draft was “tilted toward the interests of large international finance and international financial institutions rather being aligned to a genuine sustainable development and right to development agenda”.⁶² They insisted that it “is imperative that the FfD outcome document reaffirms the global partnership for development in spirit, values and principles of the centrality of the role of States as duty bearers within a rights-based framework”.⁶³ Some of the key concerns expressed by CSOs include, but are not limited to, the following: the fact that common but differentiated responsibilities (CBDR) are not adequately recognized or integrated in the zero draft; a tendency towards the instrumentalization and commodification of women to improve profitability and competitiveness of business; the inclusion of a very weak recommitment to the 0.7% ODA target; the omnipresence of the role of private finance, without

an accompanying emphasis on need and the responsibilities of the state to regulate private international capital flows; and the fact that the FfD follow-up process is weak and vaguely defined.⁶⁴

Following the publication of the zero draft document, informal interactive hearings were organized in New York on April 8-9 to allow civil society and the business sector to provide initial feedback on the content. These hearings were used to feed into the next drafting sessions scheduled for April 13-17 and June 15-19. CSOs interested in FfD3 can join the Civil Society FfD listserv.^v

iii) Second drafting session (13-17 April 2015)

This second drafting session followed the publication in March of the zero draft document, as well as the informal interactive hearings organized with civil society and the business sector. The discussions revealed diverging views similar to what had emerged in the post-2015 process.

One particularly thorny issue was the different interpretations of “**universality**.” For FfD, developing countries emphasized that CBDR should be the basis of the global responsibility for development, translating, for example, into higher levels of international assistance. Developed countries on the other hand stressed the idea of shared responsibility and put more emphasis on the role of national governments, domestic enabling environments and monetary targets for social protection. Most developed countries opposed concrete targets and timelines for ODA, arguing that future budget cycles are hard to predict; conversely, developing countries opposed concrete targets for domestic action, arguing that this infringed on their domestic policy space.⁶⁵

Another area of disagreement related to the emphasis placed on **private sector** financing. Developing countries raised concerns in this meeting about the “outsourcing” of the sustainable development agenda to the private sector, about innovative financial mechanisms and South-South cooperation, while stressing the need to better address the critical role of ODA.

Delegates also echoed the perspectives on **follow-up and review** from the post-2015 discussions, with developed countries pushing for single process under the HLPF, and many developing countries wanting a new inter-agency follow-up process coordinated by the UN.⁶⁶

One of the Co-Facilitators provided a list of five areas where the FfD3 and post- 2015 process must strive for coherence: policy environment; institutional arrangements; commitments for financial resources; strong global partnership; and follow-up and review. But while everyone agrees that the FfD and post-2015 processes need to coordinate, there was still no agreement as

^v The Civil Society FfD listserv is a self-organized platform open to all civil society organizations and serving as a channel of communication and coordination for civil society engaged in the FfD3 process. To join, you can write to the following Google groups address: <https://groups.google.com/forum/#!forum/global-social-economy>

to how. Some countries for example would like to see the outcome of the FfD become the one and only MOI pillar for the entire post-2015 process. Others, mainly developing countries, noted that the FfD3 is about more than MOI for the SDGs, and that the post-2015 agenda will incorporate more than SDGs.⁶⁷

iv) Additional Consultations on the (Revised) Draft Outcome Document

To ensure the conclusion of negotiations on the Outcome Document by the end of June, three additional informal consultations were added to the FfD process timeline (see Box 2). The objective of these consultations was for delegates to do a paragraph by paragraph reading of the draft Outcome Document.

The document used for the paragraph by paragraph reading during the additional consultations was the revised draft Outcome Document, called "[The Addis Ababa Accord of the Third International Conference on Financing for Development](#)", circulated by the Co-Facilitators on May 7. This revised draft was prepared based on the views and comments received on the zero draft during the second drafting session, the joint meeting on MOIs held with the participants of the post-2015 process, and written inputs sent by delegates.⁶⁸

After the third additional session, however, there were still unresolved differences in terms of the following: follow-up and review; international public finance; technology, including the technology facilitation mechanism (TFM); tax matters; deliverables; and guiding principles such as the principle of CBDR and universality.⁶⁹ Thus the Co-Facilitators proposed to hold yet another set of informal consultations from 8-12 June 2015 to try and bridge some the numerous areas of disagreement.

v) Third drafting session (15-22 June 2015)

A third drafting session was held following the publication of a new revised outcome document on June 12. Given the difficulty to come to an agreement on several issues, the delegates planned to continue to work on these outstanding issues after June 22, and to convene for another plenary on June 25. A few of the main outstanding issues include the question of CBDR, the role of public and private financing (ODA and private sector), fossil fuel subsidies, upgrading the status of the UN Committee of Experts on International Cooperation in Tax Matters, and the follow-up and review process. Member states want to complete the drafting process to avoid having to continue negotiations in Addis.⁷⁰ As of June 25, negotiations had not yet concluded.

vi) Canada and the FfD3 process

On the Elements paper, [Canada](#) supported the focus of the building blocks, but felt there were too many policy proposals to generate a coherent document. For each building block, Canada suggested its own areas of focus, including on the following: public financial management and strengthening tax administration; partnering with the private sector to access new resources for infrastructure and investment, strengthening financial inclusion and literacy, as well as enhancing lending infrastructure for micro, small and medium-sized enterprises; enhancing the

quality of ODA and its links to the pillars of sustainable development, and using international public finance to leverage more private and innovative finance; completing the Doha round of trade negotiations, and get duty and quota-free access for LDCs; strengthening national debt management strategies; and enhancing global macroeconomic stability through coherence and coordination. For Canada, the final outcome document also needs to place more emphasis on gender issues, including access and availability of financial services for women and sex-disaggregated tracking and analysis of investment. In terms of monitoring and review, Canada is keen to see how monitoring of both FfD3 and post-2015 will align.

Canada also spoke in the [general](#) and the [domestic and international private sector finance](#) drafting sessions in January. Canada underscored the fact that ODA has increasingly been dwarfed by other sources of finance – albeit noting that this will not reduce its sustained commitment to ODA. (Although in practice Canadian aid has been shrinking at alarming rates since 2011, when it hit a peak.⁷¹) Rather, this assessment forces countries to focus on innovative tools and approaches to mobilize additional funding for development. Accordingly, Canada is actively advocating for the use of blended finance (a mix of grants and loans) and Public Private Partnerships.⁷² Blended finance, often used to invest in the private sector, offers lower than market rates by combining concessional (grants or loans with longer repayment terms and lower interest rates than might otherwise be offered by the market) with non-concessional (loans) funding. Blended finance is central in the discussions of the Redesigning Development Finance Initiative (RDFI) International Committee – a joint project of the World Economic Forum (WEF) and the OECD Development Assistance Committee, and an initiative which Canada chairs. More specifically, the RDFI is working on “a portfolio of innovative finance models; and new blended finance partnerships that will lead to concrete projects and real development results.”⁷³ Canada is keen to hold a side event in Addis on blended finance.⁷⁴

Canada felt the zero draft “captures the spirit of Monterrey and Doha,” while also reflecting the evolutions in financing that have occurred since then. It also reiterated the fact that the FfD3 outcome should be the MoI of the post-2015 agenda, “endorsing the FfD outcome in its entirety, in the post-2015 Declaration.”⁷⁵

More recent positions on the May and June draft outcome document for Addis are not publicly available.

3. CANADA AND POST-2015

In 2010, Canadian Prime Minister Stephen Harper [reaffirmed Canada's commitment](#) towards the Millennium Development Goals (MDGs) when he spoke at the MDG Summit. He noted that the MDGs are an important framework, “that enable us to measure our collective progress towards building a better future for those most in need.”⁷⁶ This was a minor, but important, development, since up until that point Harper had been somewhat ambivalent towards the MDGs. Since then, Canada has been paying a lot more attention to the MDGs, and how Canada can support progress towards achieving them.

In September 2013, at a High-level Meeting of the General Assembly on the realization of the MDGs, Minister Lynne Yellich, Minister of State (Foreign Affairs and Consular), laid out some guiding principles that have helped inform the Department of Foreign Affairs, Trade and Development's (DFATD) work looking ahead to 2015: including goals that are realistic, focused and measurable; focusing on the poorest and most vulnerable, including women and children; creating more jobs and economic growth; and setting out a strong accountability and measurement framework.⁷⁷

Canada also contributed financially to the first round of “thematic” UN consultations organized by the UN System Task Team (see 1.2 A. above) between October 2012 and March 2013 in 88 countries, and it co-sponsored the UN consultation on education. It also supported the second round of UN consultations focused on “implementation issues”. Canada also participated in the Open Working Group on Sustainable Development Goals (OWG), where it shared one of the 30 seats available, in a troika with Israel and the United States.^{vi}

Through the various statements made by Canada's troika at the OWG, speeches and declarations of Canadian government officials, we have identified a list of Canadian priorities for post-2015. In this section, we present this list and provide information on how the post-2015 discussions have been structured within DFATD. Greater clarification and detail around these priorities has begun to emerge and will continue to do so in the coming months, as Canadian government positions become more evident through the intergovernmental negotiations – the details of which, in some cases, are noted above.

^{vi} For work in the OWG, the Member States decided to use an innovative, constituency-based system of representation in which most of the seats in the OWG are shared by several countries. Of the 30 members of the OWG, Canada, Israel and the United States shared one seat, just like France, Germany and Switzerland or India, Pakistan and Sri Lanka share two others respectively. For the list of groupings, see: Proposal of the Working Group on Sustainable Development Goals (n.d.). Retrieved from: <http://sustainabledevelopment.un.org/owg.html>

3.1 BROAD PRINCIPLES DEFINING CANADA'S APPROACH

A. A limited number of realistic, achievable, focused, and measurable goals and targets

While there were eight MDGs, the [Outcome Document](#) of the Open Working Group (OWG) contains 17 goals and 169 targets. After the MNCH Summit in May 2014, Prime Minister Harper “cautioned against adding too many new goals to the list,” saying that could make it more difficult to achieve any of them.⁷⁸ For the final post-2015 framework, Canada has always sought the adoption of a “realistic, focussed and measurable Post-2015 Development Agenda”⁷⁹ with “a limited number of priorities”⁸⁰ – limited set of goals with clear and measurable targets and indicators. This is proving increasingly difficult now that the OWG’s goals and targets have been accepted without any amendments as the basis of the future framework, in part because of the refusal by the Group of 77 and China to open up the OWG’s outcome to further discussion. Canada will likely turn the focus of its energy to the indicator process.

B. Universality^{vii}

Canada recognizes the universal nature of the goals⁸¹ – that is, that the goals will apply to all Member States, including Canada, while individual countries can develop their own country-specific targets and indicators. To this end, in the international negotiations, Canada is advocating for results to be disaggregated by sex, age, geographic area, etc., allowing for a clearer picture of which groups are being left behind. Stats Canada has supposedly been undertaking a mapping exercise to identify what data already exists within Canada as relates to potential future goals, and what is missing; has been thinking through the implications of the universal application of a post-2015 framework in a federal system such as Canada’s; and is involved in the global process to develop the indicators for the framework. But Ottawa otherwise refuses to talk about the issue of universality. In fact, in a confidential memo that was leaked in June, it emerged that “[while] there will be international and domestic pressure to commit to domestic action and to report on the targets [...] Canada has no plans to apply the Post-2015 Agenda domestically, or to take on new reporting obligations beyond what we are currently producing.”⁸² This is despite the fact that “universality” was a consistent theme in response to DFATD’s “Request for Feedback” (see below for details).

The federal government is also having to be mindful that it is essentially negotiating a final framework on behalf of Canada in many areas over which the provinces have jurisdiction. In that vein, Ottawa is conscious that it will need to consult the provinces and territories on this process; yet it is still not clear that the Federal government has done anything yet on this front. The province of Quebec, for its part, did begin to more pro-actively engage the federal government on the post-2015 debate, albeit in the context of the 2014 Francophonie Summit.

^{vii} To better understand the concept of universality, see We Can Do Better 2015, “Universality and the Sustainable Development Goals,” retrieved from: <http://wecandobetter2015.ca/resources/backgrounders>

C. Poverty eradication

The first goal of the proposed SDGs is to “end poverty in all its forms everywhere.” Canada strongly supports this focus on poverty eradication for the post-2015 development agenda. In particular, Canada believes that the focus should be on “the world’s poorest and most vulnerable people, especially women and children,”⁸³ living in the developing world; given the recent shift in countries of focus,^{viii} this presumably applies to both Low and Middle Income Countries. For Canada, this focus should continue to be at the heart of any post-2015 sustainable development agenda.

D. Civil society enabling environment and multi-stakeholder engagement

Canada's April 2014 [Commitment to Protect and Promote the Enabling Environment for Civil Society](#) specifically acknowledges the role that civil society plays in realizing development outcomes and enabling people to hold their governments to account and to participate in decision-making on issues that affect them. And it points to the centrality of governments to promoting and protecting the rights to freedom of association, to peaceful assembly and of expression, amongst others, to reverse this trend. Since then, the government has released an [International Development and Humanitarian Assistance Civil Society Partnership Policy](#). The policy embodies Minister Paradis’ April statement and articulates the government’s approach to working with civil society.

In the post-2015 context, since “multi-stakeholder engagement and partnerships will be essential to success, Canada is promoting the participation of civil society and the private sector in the Agenda's development and implementation.”⁸⁴ It is still unclear how this increased focus on civil society will translate into action, but it is possible that Canada may specifically advocate for more space for CSOs within the negotiation process, for a reference to the role of CSOs in development, and to the importance of an enabling environment. In this vein, Canada supported two side events in May and June around the discussion of Review and Follow-up and at the High Level Political Forum, to consider how to better institutionalize CSOs within the post-2015 process. On this issue, they have an ally in the Secretary General, who in his Synthesis Report, noted, “An enabling environment under the rule of law must be secured for the free, active and meaningful engagement of civil society, and advocates reflecting the voices of women, minorities, LGBT groups, Indigenous Peoples, youth, adolescents and older persons.”⁸⁵

3.2 CANADIAN GOVERNMENT CORE PRIORITIES FOR POST-2015

A. Maternal, newborn and child health

The highest priority of the Canadian government for the post-2015 development agenda, not

^{viii} In July 2014, Canada increased the number of countries of focus where it operates from 20 to 25. It cut Bolivia and Pakistan in the process, but added Burkina Faso, Benin, the Democratic Republic of the Congo (and substituted Sudan for South Sudan) in Africa, Burma, Mongolia, and the Philippines in Asia, and Jordan in the Middle East. For a full list of countries, see Canada updates list of development countries of focus. (2014). Retrieved from: <http://www.international.gc.ca/media/dev/news-communications/2014/06/27abg.aspx?lang=eng>

surprisingly, is maternal, newborn and child health (MNCH). Canada has been providing leadership on this agenda since 2010 when it launched the [Muskoka Initiative](#) to mobilize global action on MNCH. Then in the fall of 2013, Prime Minister Stephen Harper co-hosted a [high-level meeting on women's and children's health](#) during which he clearly identified MNCH as Canada's "flagship development priority." In this vein, the ["Saving Every Woman Every Child" global summit](#), held in Toronto in May 2014, was considered by many as Canada's stepping stone towards post-2015. During that Summit, Prime Minister Harper announced [Canada's commitment of \\$3.5 billion](#) to improve the health of mothers and children for the period of 2015–2020. In September 2014, the government followed up on this announcement with the launch of the Global Financing Facility in Support of Every Woman, Every Child, a multi-donor fund housed at the World Bank.^{ix} This commitment reflects Canada's position to address the unfinished business of the MDGs – in this case MDGs 4, 5 and 6 – and to ensure MNCH "[remain\[s\] a clear and top priority](#)" post 2015⁸⁶ "by advancing strong targets, and by underscoring the importance of key determinants of maternal, newborn and child health, such as nutrition and immunization."⁸⁷

B. Job creation and economic growth

Canada is putting a strong emphasis on trade between countries, job creation, and private sector-led growth (which in turn, it believes will lead to shared prosperity) to reflect current realities and what was missing from the MDG agenda. This focus also aligns with the current strong push at DFATD on free trade, economic growth and the private sector, including increasingly promoting Canadian commercial interests within this vision. The latter is perhaps best illustrated by new partnerships with Canadian extractive companies, and by the Government's January 2014 [Global Markets Action Plan](#), which lays out opportunities for Canadian companies in the developing world. The post-2015 vision translates into placing a strong emphasis on "creating a strong investment climate, growing productive businesses, and building a skilled workforce, [...] embedded in an Agenda that is focussed on eliminating poverty, promoting inclusive growth, and increasing environmental sustainability."⁸⁸ Canada's approach to growth, however, assumes a direct link between growth, development and poverty reduction.⁸⁹ Furthermore, the extent of Canada's commitment to sustainable growth – that places social and environmental considerations front and centre, not just economic considerations for sustained growth – is questionable. In its lists of priorities for post-2015, environmental sustainability is only mentioned twice; climate change gets no mention.⁹⁰

C. Results and accountability

Within the context of any post-2015 framework, Canada is very interested in promoting a robust, effective and efficient global monitoring and accountability framework "that leverages existing mechanisms."⁹¹ As noted already, it should have achievable and measureable goals and

^{ix} For further details, see Government of Canada. (November 2014). The Global Financing Facility in Support of Every Woman, Every Child Retrieved from: <http://www.can-mnch.ca/wp-content/uploads/2013/08/global-financing-facility.pdf>

targets, and be inclusive and participatory in its implementation.⁹² This will require greater institutional capacity and systems in country to do this. For several years now, Canada has been working on strengthening results and accountability – notably through its work on the [G8 Accountability Reports](#) and the [UN Commission on Information and Accountability for health of women and children](#). Canada supported a second round of global consultations (on the whole post-2015 agenda) through a contribution to the UNDP. As part of this, in March 2015, Canada sponsored with the Republic of Korea and Peru (with UNICEF and UN Women), a United Nations dialogue on participatory monitoring for accountability.

Canada also supports the idea of a “data revolution,” “as a way to enhance new technologies in support of data and data analysis, and which aims to build statistical capacity in developing countries and support measurement of progress in achieving the Post-2015 goals.”⁹³ This idea was put forward by the High Level Panel of Eminent Persons, arguing that more data is needed to inform policy making and programming, to measure new goals and to enable people to have the necessary information to hold their governments to account. Any future accountability framework for Canada will require quality, reliable, disaggregated, comparable and open data,⁹⁴ and strengthening national statistical systems to produce more timely and effective data, with a particular focus on strengthening civil registration and vital statistics systems, like birth certificates.⁹⁵

3.3 CROSS-CUTTING PRIORITIES AND OTHER POST-2015 ISSUES OF INTEREST

Canada is also looking to reference in the outcome three cross cutting issues:

- a) Child and Early Forced Marriage (CEFM), “by advocating for the inclusion of a target on ending CEFM as well as related targets under relevant goals, including poverty reduction, health, education, gender equality and empowerment of women and girls.”⁹⁶
- b) Empowerment of women and girls as prerequisites for achieving the SDGs, by “advocating for a stand-alone goal, as well as cross-cutting targets and indicators focused on eliminating the structural drivers of gender inequality, including: ending all forms of discrimination and violence against women and girls; ensuring their access to and control over productive resources and other benefits of development; promoting their leadership and participation in decision-making at all levels; and engaging men and boys as partners in advancing equality.”
- c) Child Protection, by “advocating for comprehensive, measurable, cross-cutting targets and indicators that aim to: eliminate all forms of violence, exploitation and abuse against women and children in all settings; create a safe learning environment; end child labour; and build civil registration and vital statistics systems.”

* * *

Canada is conscious that it is important to ensure the post-2015 framework is not a donor-driven agenda with countries like Canada pushing too many issues. That said, the above

priorities do not preclude Canada supporting other areas. These include supporting stand-alone goals and targets on the following: “food security, nutrition and agriculture [...] while ensuring that targets capture the multi-dimensional nature of food security; “the inclusion of sustainable and responsible management of land, forests, energy, minerals, biodiversity, water and agriculture”; “inclusive, quality education whereby female and male learners from childhood to adulthood are able to acquire the skills and knowledge that they will need to make a positive contribution to their families, communities, economic growth and poverty reduction”; “freedom (including religious freedom), democratic governance, human rights and rule of law”; and peaceful and inclusive societies, “addressing the underlying causes of instability and insecurity, with a particular focus on women, peace and security.”⁹⁷

3.4 POST-2015 DISCUSSIONS IN CANADA

DFATD has set up a structure for discussing post-2015 related issues within and across government departments and has engaged in a few thematic roundtables and informal discussions with some CSOs on various issues.

A. Post-2015 Discussions within DFATD

The Canadian government has set up department-wide DFATD thematic Task Teams to grapple with issues related to the post-2015 agenda. These working groups meet on an as-needed basis, and have followed many of the themes emerging from the OWG discussions. See the organizational chart at the end for details.

CSOs who are interested in discussing specific themes related to post-2015 can get in touch with the leads of the various DFATD working groups. There is also an inter-departmental working group at the Director-General level. Given the focus on sustainable development, Environment Canada is particularly active in this working group; and given Canada’s priorities for post-2015, there have also been a lot of engagements with Health Canada and Natural Resources Canada.

In addition to the thematic working groups, there are also Focal Points for discussions related to program coherence (across global, partnership and geographic programs within DFATD), on legal and trade issues, for liaising on developments at the United Nations in New York, and on consultations with civil society.

To coordinate all of these processes and inputs into the OWG process that concluded in July 2014, DFATD established a Core Coordination Team. Their role was taken over in August 2014 by a Post-2015 Task Force. The Task Force coordinates the inputs of the various Working Groups/Task Teams, consolidates the Canadian government’s position on Financing for Development and the Post-2015 Agenda, and supports the negotiations at the UN leading up to July and September 2015.

B. Consultations in Canada on Post-2015

The Canadian government has so far presented a limited number of opportunities for Canadian

CSOs and citizens to feed into the post-2015 discussions at the national level. There was a consultation in early 2013 on education, ahead of the UN thematic discussion Canada co-sponsored. There have also been periodic consultations around the theme of Maternal, Newborn and Child Health throughout 2013 and 2014. Since April 2014, there have been a number of informal meetings between CSOs and DFATD officials.

Finally, in early April, the government launched a four week “Request for Feedback” on its [priorities for the post-2015 Development Agenda](#). Despite [some complaints](#) regarding how late in the process the “consultation” was coming, for many it was still deemed a useful opportunity. For the first time in a long time, the government was actually making its priorities public through an official statement. And, secondly, the commitment to produce a summary report based on the submissions received, gave civil society an opportunity to voice its collective feedback, vision and messages for post-2015, shaping public and political discourse on the issue. More than 70 organizations and individuals participated in the “Request for Feedback”, a high turnout for such an initiative. The summary report has yet to be disclosed as of date of publication.

For its part, while CCIC welcomed the initiative, [its submission to the process](#) noted several shortcomings, including the following: that Canada’s existing priorities failed to reflect the transformative nature and ambition of the post-2015 process, which require a more holistic approach to development that integrates the three pillars of sustainable development, in particular the environment; that the universal nature of the post-2015 agenda requires Canada to develop an action plan for how it will implement the SDGs both domestically and internationally, including how it will a) leave no one behind at home and overseas, b) contribute to the realization of global public goods, and c) provide support for developing countries to realize the SDGs; finally, it underscored how aid remains an essential resource for development, which the government must recommit to, but how all other sources of finance must equally contribute to the realization of sustainable development.

* * *

In 2015, the world needs real action to develop a new sustainable development framework for the next fifteen years. And Canada has an opportunity to demonstrate real leadership in promoting a new agenda of global interdependence that puts our shared interests in advancing these issues at the fore. The price of acting may be high. But the cost of inaction will be even higher.

In collaboration with

Beyond2015

Campaigning for a global development framework
after the Millennium Development Goals

USEFUL REFERENCES

[Beyond 2015 Campaign](#)

- [Beyond 2015 Reaction to the Outcome Document of the Open Working Group](#) (Key Comments)
- [Beyond 2015 produced a collective Beyond 2015 reaction to the OWG's 'Zero Draft Rev 1' on SDGs](#) (3 July 2014)
- [The International Process Leading to the Post-2015 Framework at a Glance](#)

[High Level Panel of Eminent Persons on the Post-2015 Development Agenda](#)

- [A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development](#)

[High Level Political Forum on Sustainable Development \(HLPF\)](#)

[Intergovernmental Committee of Experts on Sustainable Development Financing \(ICESDF\)](#)

[Millennium Development Goals](#)

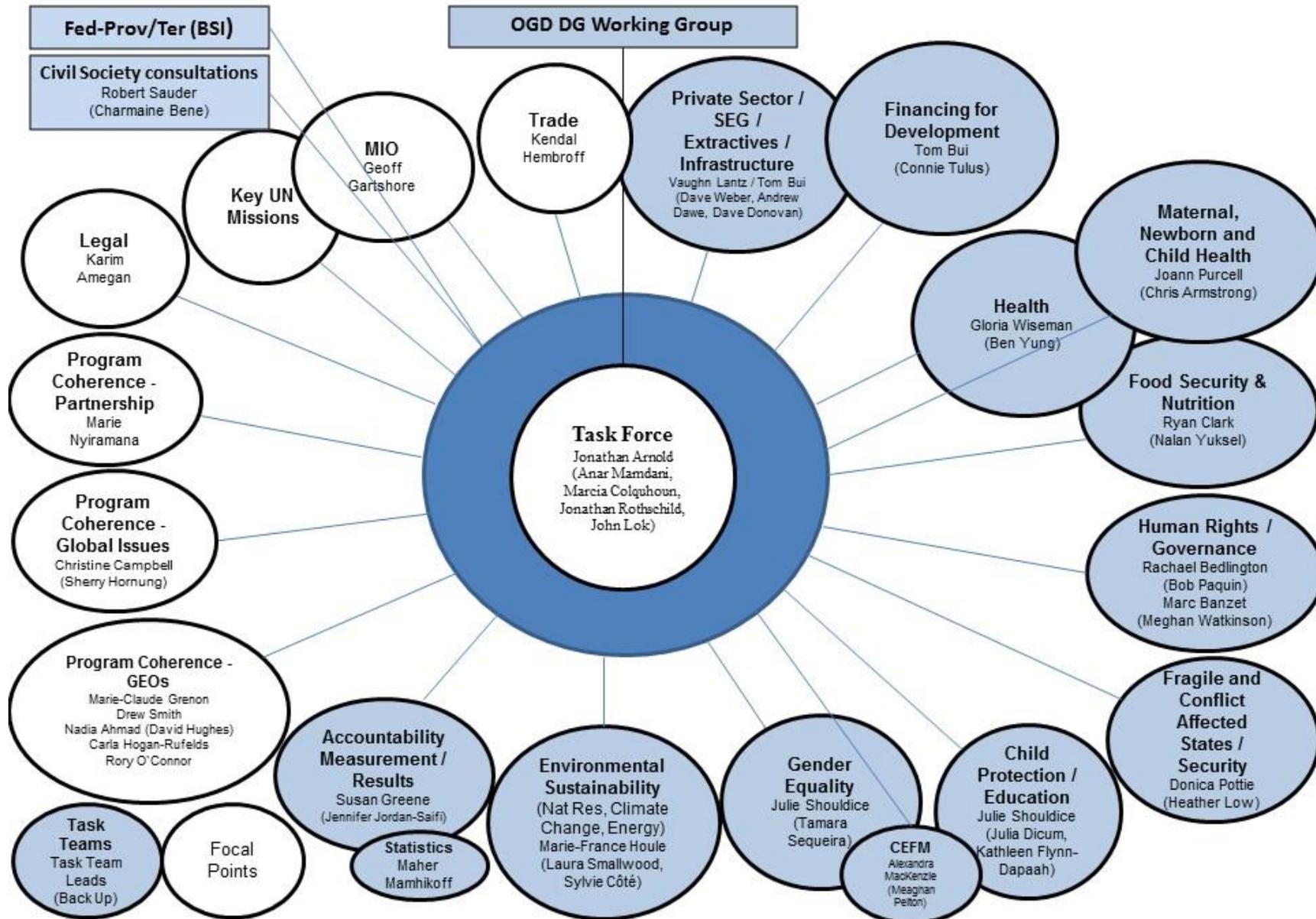
[Open Working Group on Sustainable Development Goals](#)

- [Outcome Document](#)

[Outcome Document of the United Nations Conference on Sustainable Development \(Rio +20\) entitled "The future we want"](#)

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POST-2015 DEVELOPMENT AGENDA – THEMATIC WORKING GROUP



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