



Informal comments to Members of the Open Working Group on Sustainable Development Goals on the revised Zero Draft for its 13th Session - July 2014

This document offers informal comments from Saferworld on the [revised zero draft](#) circulated by the co-Chairs of the Open Working Group (OWG) on Sustainable Development Goals (SDGs) in advance of its 13th session. **The OWG should again be congratulated for its continued pursuit of consensus on inclusion of commitments related to peace and governance.** This document offers a number of suggestions for refining the content proposed, drawing on the available evidence as to what will most effectively promote the peace necessary for sustainable development.

1. Is the revised zero draft an improvement on the previous version?

- Yes – the OWG **should be congratulated for significantly consolidating the number of targets** down from 212 in the previous draft to the current 107 targets (plus 40 on means of implementation).
- **Nearly all of the key issues for sustainable peace are still captured by the targets in goal 16** – with the exception of a target on addressing tensions, grievances and disputes within societies.
- The OWG has also made progress in **mainstreaming cross-cutting issues related to peace** across the framework (e.g. peace-related targets such as 4.6 under the education goal and 11.5 under the city goal).
- However, it must be reiterated that **including only one goal on peace and governance issues does not reflect the high priority attached to these issues** by a growing number of member states in the OWG and the public around the world – nor the outcomes of previous expert consultations and official reports.
- Looking across the framework, **targets on gender equality** (under goal 5), **reduction of inequality** (under goal 10) **and tackling climate change are especially welcome.** The types of violence women face require a specific set of targets; inequalities – especially between social groups – are a driver of violence; and climate change can exacerbate the conditions which lead to conflict.
- Proposed goal 17 on **means of implementation is much improved** in terms of clarity and the number of targets (reduced from 46 to 17). It is welcome that this goal should focus on what cooperative actions need to be taken at international level to enable development within member states – and target 16.b, re-worded, would add a welcome dimension of global action to address transnational threats if included in goal 17.
- The inclusion of **specific targets on means of implementation** (e.g. 16.a and 16.b) is unnecessary. With the exception of the goal on global cooperation, the new development framework should identify targets that are outcome focused, with decisions on what issues are of greatest priority and what actions should be taken to address them being taken at the national level. The framework should not prescribe what means countries take to achieving each target.
- A [recent statistical workshop](#) co-hosted by the AU, UNDP and Saferworld highlighted the importance of targets 17.15 and 17.17 which focus on the **need to develop domestic and regional capacities** – some African countries are already pioneering efforts to measure peace and governance effectively at the national level. The **emphasis on disaggregated indicators is especially important** to ensure that no social groups are left behind and that horizontal inequalities – a driver of conflict – do not widen.

2. Does the chapeau do enough to acknowledge the importance of achieving peaceful and inclusive societies?

- The **reaffirmation of commitment to the [Outcome Document](#)** of the September 2013 special event on the Millennium Development Goals (MDGs) in the chapeau is welcome. The Outcome Document – which was

agreed by consensus by all members of the UN General Assembly – stated that the new framework should “promote peace and security, democratic governance, the rule of law, gender equality and human rights”.

- The acknowledgement that “Countries in situations of conflict also need special attention” is welcome. However, it is important to remember that **achieving peaceful and inclusive societies** is a **universal challenge** not restricted to a specific sub-set of countries: all countries are affected by violence and all countries must take actions to build sustainable peace and prevent conflict.
- A **specific reference to peace could be included** in the sentence in the chapeau which states: “We acknowledge that *[add: peace,]* good governance and the rule of law at the national and international levels are essential for sustained, inclusive and equitable economic growth, sustainable development and the eradication of poverty and hunger”.

3. How can the targets under proposed goal 16 be improved?

- While there has been some improvement on the last zero draft, **targets under goal 16 still need to be reformulated to focus more on outcomes for people, rather than capacities or processes.**
- As currently formulated, many of the targets risk skewing future development efforts on peace and governance towards the implementation of process and development of capacities, **without a clear enough sense of purpose as to what these processes and capacities are intended to achieve.**
- A focus on outcomes would also work in favour of countries being able to choose for themselves *how* they meet targets – avoiding an overly prescriptive framework in this way should be a priority.

4. Suggested target language

- Based on detailed analysis of their impact on peace (see below), **we suggest that there could be four key targets under a goal on peace, three targets under a goal on governance (currently both under goal 16) and three under a goal on international cooperation (currently goal 17):**

Suggested language for targets under peace and governance goals (currently goal 16)	
Peace-related goal	
1	By 2030, reduce by x% the number of violent deaths per 100,000 and reduce the number of people from all social groups, including children, affected by violence.
2	By 2030, tensions, grievances and disputes within society are being resolved peacefully, inclusively and constructively.
3	By 2030, people from all social groups feel safe and have confidence in security provision.
4	By 2030, people from all social groups have effective remedies to injustice, and access to and confidence in effective, accountable and impartial justice provision.
Governance-related goal	
5	By 2030, ensure people from all social groups can participate in and affect political processes at all levels.
6	Reduce bribery and corruption by x% by 2030 and ensure that all those are involved are held accountable.
7	Ensure, by 2030, that people from all social groups enjoy legal identity, freedoms of speech, association, peaceful protest, civic engagement and access to information.

Suggested peace targets for goal on international cooperation (currently goal 17)	
1	By 2030, reduce illicit financial flows, including money laundering, tax evasion, trade mispricing, transnational corruption and bribery by x%, and recover at least y% of illicit financial flows, by 2030.
2	By 2030, significantly reduce international stresses that drive conflict, including irresponsible trade in arms and conflict commodities, and the violent impact of drugs trafficking.

Sources and further reading:

- Saferworld (2012) [Issue Paper 1: The impact of conflict and violence on achieving development](#)
- Saferworld (2012) [Issue Paper 2: What are the key challenges? What works in addressing them?](#)
- Saferworld (2013) [A vision of goals, targets and indicators](#)
- Saferworld and Conciliation Resources (2014) [Gender, violence and peace](#)
- Saferworld and CDA (2014) [Defining and measuring the external stress factors that lead to conflict in the context of the post-2015 agenda](#)

Saferworld's specific comments on goal 16 of the zero draft are provided in more detail in the table below, together with suggestions on how to move forward on the themes identified for inclusion in each case:

Proposed goal 16. Achieve peaceful and inclusive societies, access to justice for all, and effective and capable institutions			
'Zero Draft' Target	Comment	Consolidation and / or improved target language	Why is this change an improvement?
MISSING TARGET	N/A	By 2030, tensions, grievances and disputes within society are being resolved peacefully, inclusively and constructively	<ul style="list-style-type: none"> • This target is currently missing from the zero draft. • The ability of societies to manage conflicts and resolve disputes constructively underpin peaceful countries. High levels of interpersonal trust and cohesion within society makes this easier, while additional capacities can be created through structures such as civil society organisations, informal conflict resolution mechanisms, inter-group reconciliation programmes or other civil dispute resolution mechanisms. • A number of indicator options exist to measure progress in this area.
16.1 by 2030 reduce levels of violence and halve related death rates everywhere	<ul style="list-style-type: none"> • This target is critical to measuring progress towards more peaceful societies across a variety of contexts and tackling the cycles of violence that can drive further conflict. 	By 2030, reduce by x% the number of violent deaths per 100,000 and reduce the number of people from all social groups, including children, affected by violence.	<ul style="list-style-type: none"> • While ambition to “halve related death rates everywhere” is laudable, our suggested target is more precise and directly linked to existing datasets. • Nonetheless, measurement with a wider basket of other violence-related indicators (rather than a single indicator on number violent deaths per 100,000) will ensure applicability across a variety of victim groups in a variety of contexts within and beyond conflict-affected states. • A focus on ‘all social groups’ would encourage measurement of different levels of violence among different groups. This could help highlight priorities for conflict prevention and peacebuilding efforts.
16.2 end abuse, exploitation, and violence against children everywhere	<ul style="list-style-type: none"> • This target is important in its own right given that children face specific forms of violence and abuse. In the interests of consolidation, one option is to merge it with 16.1. 		

<p>16.3 by 2030 reduce illicit financial flows by x% globally, increase stolen asset recovery and return by y% globally, fight all forms of organized crime, and reduce corruption and bribery in all its forms and at all levels and ensure accountability and transparency</p>	<ul style="list-style-type: none"> • This target on reducing illicit financial flows is critical – they undermine governance and can fuel conflict. • Nonetheless, at present this single target is trying to do too much - we would recommend separating it into two separate targets: one on corruption and one on illicit financial flows. • The target on illicit financial flows could be moved under Proposed Goal 17 on international cooperation. 	<p>By 2030, reduce illicit financial flows, including money laundering, tax evasion, trade mispricing, transnational corruption and bribery by x%, and recover at least y% of illicit financial flows, by 2030. <i>[Move to Proposed Goal 17]</i></p> <p>Reduce bribery and corruption by x% by 2030 and ensure that all those are involved are held accountable.</p>	<ul style="list-style-type: none"> • Separating illicit flows from the other complex dimensions of transnational organisation crime (dealt with below) adds more detailed focus to the target on this issue. • This new target language on bribery and corruption is more immediately measurable. • The existing target language is focused on processes rather than the final outcome, which should be lowered levels of corruption and increased accountability of all those involved.
<p>16.4 by 2030 increase inclusive, participatory and representative decision-making at all levels and ensure prior informed consent of indigenous and local communities in decision-making and natural resources management, and promote the use of their traditional knowledge and culture</p>	<ul style="list-style-type: none"> • This target area is critical for sustainable peace: giving people a say in the decisions that affect them will help ensure that grievances can be peacefully resolved and that state decisions are accountable and responsive to people's needs. • Effective management of natural resources is crucial given that they often come to play a role in conflict. Nonetheless, in the interests of integrating peace across the framework, this issue could be dealt under another goal as well as indirectly through a wider governance target. 	<p>By 2030, ensure people from all social groups can participate in and affect political processes at all levels.</p>	<ul style="list-style-type: none"> • This language is more focused on the outcome (people's participation and <i>ability to affect</i> political processes) and captures the key issues 16.4 is trying to address. • While focus on 'indigenous and local communities' is welcome, these groupings' particular needs are adequately captured through language on 'all social groups' and 'at all levels'. Inequality between different groups' participation in political process and decision-making can be a driver of conflict – a focus on all social groups ensures that none are excluded. • Targets on improving natural resource management could be featured under proposed Goal 5, as well as through a specific target on international stresses that drive conflict such as conflict commodities (see comments on target 16.b below).

<p>16.5 by 2030 provide equal access for all to independent, effective, and responsive justice systems and promote the rule of law</p>	<ul style="list-style-type: none"> • A target on this issue area is critical: justice systems provide the means for people to resolve their disputes peacefully and ensure that grievances are addressed. 	<p>By 2030, people from all social groups have effective remedies to injustice, and access to and confidence in effective, accountable and impartial justice provision.</p>	<ul style="list-style-type: none"> • The target could be improved by making it more outcome-focused rather than prescribing processes and the means to the end. • Excluding social groups from justice can drive conflict – it is important the target addresses this.
<p>16.6 by 2020 provide legal identity for all, including free birth registrations</p>	<ul style="list-style-type: none"> • This target is useful. However, in the interests of consolidation, it could be merged into target 16.7 	<p><i>Merge into target 16.7</i></p>	
<p>16.7 promote free and easy access to information, freedom of expression, association and peaceful assembly</p>	<ul style="list-style-type: none"> • This target area is critical: rights that are enshrined across the United Nations and in other globally agreed frameworks form the basis of societies where all people are able to address their grievances peacefully, organise themselves to manage disputes, be informed about issues that affect their lives, and shape institutions to be fully responsive and effective. 	<p>Ensure, by 2030, that people from all social groups enjoy legal identity, freedoms of speech, association, peaceful protest, civic engagement and access to information.</p>	<ul style="list-style-type: none"> • This new target language focuses on the outcome rather than simply its promotion. • Rights should not only be promoted – they must be ensured. • A wider set of issues is covered.
<p>16.8 broaden and strengthen the participation of developing countries in international economic and financial decision making and norm setting</p>	<ul style="list-style-type: none"> • As reflected in target 10.7, the need to ensure that developing countries have equitable representation and voice in decision making in global institutions is critical. Indeed, progress on all goals will be severely undermined if global institutions are not adequately reformed to adjust to changing global realities. • This target should be moved to the “Policy and institutional coherence” section of a goal on international cooperation. 	<p><i>Move to Proposed Goal 17</i></p>	

<p>16.a develop effective, accountable and transparent public institutions at all levels including security and police forces</p>	<ul style="list-style-type: none"> • Effective, accountable and transparent public institutions are important for development. However, the emphasis should be on the outcome, which is people’s satisfaction that institutions in each sector deliver the outcomes that matter to them in a way that is inclusive, responsive, fair and accountable. As such, the first part of this target should be advanced by targets across the framework that articulate the outcomes public institutions will be focused on in each respective sector of development. • Security is a key public good that not only makes individuals feel more immediately safe but also reduces the risks of conflict and provides a vital platform for development to succeed. • However, this target should not be categorised as belonging to means of implementation for this goal area: it is crucial that it is reframed in terms of people’s safety and confidence insecurity providers, rather than security capacities. 	<p>By 2030, people from all social groups feel safe and have confidence in security provision.</p>	<ul style="list-style-type: none"> • Increased capacity, professionalism and accountability of security providers will be a vital means to an end – however this target could still potentially be used to justify coercive approaches to security and/or an over-emphasis on the capacities of enforcement agencies. • As such, the target should be focused on the ultimate objective – people feeling safe. • The capacities of security providers could be one indicator for this target alongside indicators on people’s experience and perceptions of security and the number of security incidents. • A focus on all social groups ensures that none are left without access to security and forced to create their own, which can often be a conflict driver.
<p>16.b strengthen national institutions and international cooperation to combat crimes, including illicit flows and organized crime</p>	<ul style="list-style-type: none"> • Strengthening national institutions will be part of the response of countries trying to promote peace within their borders – however targets should not be overly-prescriptive on capacities, as these are but a means to an end. • International cooperation will be vital to dealing with a range of transnational threats which drive violence within countries. This target should therefore be moved into a goal on international cooperation. 	<p>By 2030, significantly reduce international stresses that drive conflict, including irresponsible trade in arms and conflict commodities, and the violent impact of drugs trafficking. [Move to Proposed Goal 17]</p>	<ul style="list-style-type: none"> • The irresponsible trade in arms and conflict commodities are transnational issues which have a significant enough impact on violence to merit special attention. • The illicit drugs trade is associated with high levels of violence: it is the fuel that drives organised crime and armed groups. However, military and law enforcement responses to the problem have in some cases multiplied violence without solving the problem. Innovative international cooperation is required to address this problem in more effective and less violent ways.