Bond Child Rights Group briefing

Children’s rights and the post-2015 development agenda

The Millennium Development Goals (MDGs) have galvanised unprecedented resources and attention and provided a shared agenda for development. They are generally associated with substantial progress for many children and families around the world. However, progress towards the MDGs has been highly inequitable, with millions of the poorest and most vulnerable children missing out. The MDGs have also been used and interpreted in a manner that has led to a reduction of the development agenda to a narrow set of goals which miss out key dimensions of development.

With the MDGs’ 2015 deadline approaching, the discussion about what should replace them and the development agenda “post-2015” is underway. The post-2015 debate is an important opportunity to review the MDGs and engage in a global dialogue about how development can be more effective, equitable, sustainable and accountable after 2015. Learning and building on the lessons of trying to achieve the MDGs must be central to this.

The Bond Child Rights Group – a network of 30 UK NGOs, research organisations and other stakeholders – believes that children and their rights must be central to the post-2015 development agenda because:

- States are obliged to uphold their commitments under international law. As the most widely ratified human rights treaty, the UN Convention on the Rights of the Child (UNCRC) already commits governments to develop and undertake all necessary practices and policies to uphold the best interests of the child and support the realisation of their rights to survival and development. It is, therefore, an important framework for supporting and informing the post-2015 development agenda.

- Children and young people constitute nearly half the global population, are around half of the population in many developing countries and are the majority demographic affected by poverty.

- Children are particularly vulnerable to the impacts of poverty because of their evolving capacities and physical and mental immaturity. This means that their experiences of poverty and deprivation differ to those of adults and, consequently, efforts to effectively address poverty require recognition of, and sensitivity to, children’s particular, and often unique, vulnerabilities.

- Deprivation and poverty can cause life-long damage to children - the effect of their experiences during their early childhood often last into adulthood and can have profound effects on their life outcomes and perpetuate cycles of inequity. Deprivation experienced during childhood has devastating long-term effects for economies and societies. Investing in children can thus help to avoid long-term problems relating to poverty, poor health, abuse and criminality and break

1 UNICEF 2010 Progress for Children: Achieving the MDGs with Equity; Save the Children 2010 A Fair Chance at Life: Why Equity Matters for Child Mortality; Save the Children ‘BORN equal How reducing inequality could give our children a better future’ 2012
2 UNICEF The State of the World’s Children Special Edition 2010
3 UNICEF State of the World’s Children Special Edition 2010
intergenerational cycles of poverty and inequity, generating considerable cost-savings for governments and a profoundly positive effect on society.4

• Children are change agents who, when empowered, can have transformative impacts on their societies and lead sustainable development. Empowering them can enhance the effectiveness of development initiatives, including peace-building and state-building.

• Children not only have rights now to which they are all entitled and which must be realised, they are also the citizens of the future who will inherit the legacy of the policies enacted today. It is therefore right that they have opportunities to participate in decisions which will affect them and shape the present and future world that they inhabit.

Bond Child Rights Group priorities for a post-2015 framework fit for children’s rights

Build on the successes and learn from the failures of the MDGs

Many of the positive aspects of the MDGs should be enhanced and built on in the post-2015 framework, particularly the positive emphasis which the MDGs placed on human development and poverty reduction – aims which should remain central to the post-2015 framework.

Although there has been substantial progress towards some of the MDGs, progress has been uneven across the Goals.5 Furthermore, where the MDGs have been, or expect to be, met on time, there remain large numbers of children and families who remain unreached6. The MDGs are therefore an unfinished agenda which must be taken forward in the post-2015 framework to build on what has been achieved and finish what has been started. In particular we are keen to see a continued focus on poverty eradication, hunger, education, and child and maternal health and mortality taken forward in the post-2015 framework, with the aim of reaching all children (e.g. getting to zero on child mortality).

However, while the UN Millennium Declaration and the subsequent MDGs galvanised development efforts, they were by no means perfect. The way that progress towards the MDGs has been measured has masked persistent and sometimes growing inequalities within and between countries. It also failed to incentivise efforts to reach the most vulnerable segments of society, especially those marginalised because of their sex, ethnicity, disability or residence. Issues like child marriage, gender-based violence, early pregnancy and other forms of harmful practices were left out, despite the critical role that they play in holding back efforts to reduce poverty.7 The post-2015 process should, therefore, also be informed by the failures and omissions of the existing MDGs.

Learning lessons from the MDGs will be crucial to making the post-2015 framework a success. The importance of social development, which was a strength of the current MDGs,

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4 For example, as healthy physical and cognitive development and well-being is determined in early childhood, it is a crucial time to break cycles of poverty and disease, or to prevent them from beginning. By investing in children, long-term problems relating to poverty and poor health can be avoided – making savings on future service provision. For more about the benefits of investing in children see UNICEF Working Paper 2012 ‘Right in Principle and in Practice: A review of the social and economic returns to investing in children’; Copenhagen Consensus; Young Lives 2012 ‘Child Development and Economic Development: Lessons and Future Challenges’

5 For an overview of progress towards the MDGs see UN System Task Team on Post-2015 UN Development Agenda report ‘Realizing the Future we Want for All’, New York June 2012

6 Many of which are among the lowest quintiles in terms of economic well-being.

should be maintained and strengthened in the new framework. For example, the inclusion of education in the post-2015 agenda should seek to move beyond a focus on the completion of primary education to include a focus on ensuring transition into lower secondary. Access to (formal or informal) education must be complemented by a focus on the quality of education and educational outcomes. Moving beyond a narrow definition of learning outcomes (literacy and numeracy), the post-2105 framework should incentivise a quality education which promotes gender equality, non-discrimination and human rights principles.  

Recommendations:

- The post-2015 framework should aim to finish the unfinished business of the MDGs and build on the progress achieved so far. In particular, there should be a continued focus on social development, poverty eradication, hunger, education, and child and maternal health and mortality taken forward in the post-2015 framework, with the aim of reaching all children (e.g. getting to zero on child mortality).

- The post-2015 framework should learn from and rectify some of the omissions and failures of the current MDGs, with a strong focus on reaching the most marginalised

Children and children’s rights must be at the heart of the vision for post-2015

Despite the progress with which the MDGs are associated, the Goals have been criticised for being too detached from human rights and not promoting or deriving from a rights-based approach. This contributed to a failure to address the underlying structural causes of poverty and deprivation and a lack of attention to inequality and discrimination, protection, and participation.

The post-2015 framework should have human rights at its heart and encourage rights-based approaches to development policy and programming. This would entail countries aligning their development policies and strategies with agreed human rights commitments, including the UN Convention on the Rights of the Child (UNCRC), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of Persons with Disabilities (CRPD). Furthermore, human rights norms and values should be reaffirmed in the post-2015 development framework. Considering the primacy of equity and rights-based approaches, increased attention should be paid to ensuring that the new goals and targets are not just regarded as a targeted set of goals for developing countries but instead are expectations on all countries, regardless of economic strata.

The Millennium Declaration, from which the MDGs derive, sets out a comprehensive and ambitious agenda and statement of values and principles which includes many of the key areas which the MDGs missed out (including human rights, equity, peace and security and protection). Furthermore, the Declaration explicitly recognised the duty of world leaders “to all the world’s people, especially the most vulnerable and, in particular, the children of the world, to whom the future belongs”. The Millennium Declaration should therefore be reaffirmed as the foundation for the post-2015 framework.

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10 Millennium Declaration http://www.un.org/millennium/declaration/ares552e.htm

As the most widely ratified human rights treaty, the UNCRC is an important framework for supporting and informing the post-2015 development agenda. The UNCRC outlines the rights to which all children are entitled to enable them to survive and develop, and is framed by the principles of non-discrimination; the best interests of the child; the right to life, survival and development; and participation. These principles should underlie the post-2015 framework.

Despite the overwhelming case for prioritising investment in children and fulfilling child rights for sustainable and effective development, children’s rights are all too often invisible on the international agenda. Children are rarely seen as rights-holders with entitlements or as active participants in development, but more often as beneficiaries, members of families, and dependents, whose interests are adequately ‘covered’ by policies on health and education.

Where children are considered, it is usually only in relation to sector-specific issues (e.g. education) which results in their importance for critical areas of development, such as economic growth and sustainability, being ignored. This is despite the overwhelming evidence to suggest that sustained investments in ‘human capital,’ including children and the most disadvantaged, yield the greatest returns for poverty reduction and sustained economic growth.

An increased focus on children and their rights in efforts to achieve the MDGs could have enhanced progress overall. For example, on MDG1 (eradication of extreme poverty and hunger), greater attention to child poverty and child malnutrition is essential to progress as children constitute at least half the population in many developing countries and are disproportionately represented amongst the poorest and malnourished. Therefore, approaches which specifically address children’s particular vulnerabilities and rights could enhance progress towards the overarching Goal. A greater focus on children and their rights in MDG1 could also support progress towards other goals, including MDG4 (reduce child mortality) – because under-nutrition is a contributing factor to more than one third of all deaths in children under the age of five and to wider development objectives, including educational attainment, economic growth and equality.

Additionally, taking a child-rights approach to achieve MDG2 (universal primary education) could contribute to more equal and non-discriminatory access to educational opportunities that would have children’s best interests at heart (for example tailoring educational opportunities in order to make education ‘relevant’ to children and their context, for example in terms of their future opportunities in the labour market). Furthermore, it would emphasise the importance of quality education and educational outcomes, as well as the number of children enrolled in and completing primary education (formal or informal).

Taking a rights-based approach would also enable the post-2015 framework to better address participation, equity and protection – principles which have been noticeably absent from the MDGs.

Recommendations:

11 ODI 2009 Raising the game: mainstreaming children’s rights Children still ‘invisible’ in development debates’ (is this a published paper?)
- The post-2015 framework should have human rights at its heart and encourage rights-based approaches to development policy and programming which reflect the core principles of equity, participation and protection.

- Children and children’s rights must be at the heart of the vision for the post-2015 agenda.

- Agreed human rights commitments including the UNCRC and the Millennium Declaration should be reaffirmed in the post-2015 framework.

- The new goals and targets are not just regarded as a targeted set of goals for developing countries but instead are expectations on all countries, regardless of economic strata.

- There must be more and better communication/coordination between children and youth organisations in order to ensure that children and young people are at the centre of the post-2015 framework and the process for getting there, and decision-makers should partner with these organisations and networks in their own decision-making processes.

**Why participation?**

The decisions taken about the post-2015 development framework will impact the flow of resources and attention to development and contribute to shaping the world inhabited by children now and in the future. It is crucial that children and young people, those who will live with the framework and the impacts of these decisions throughout their childhood and the rest of their lives, are empowered to participate actively and meaningfully in the process of designing, implementing and monitoring it.

The case for involving children is clear: the UNCRC outlines the right of all children to participate in decisions affecting them. Furthermore, children have the power to transform their societies and lead community approaches to development. Their participation can improve outcomes and enhance effectiveness and sustainability. Enabling children and young people’s participation is therefore not only right in principle, but also an important step in enabling the overall success of the new framework.

Children and young people should be consulted in the process of deliberating the new framework, and mechanisms such as the High-Level Panel on post-2015 must make special efforts to gauge the views of children, as well as young people, in a meaningful way.

Participatory accountability mechanisms should be established within the new framework to enable children and young people to participate in setting and monitoring goals and targets at the local level and holding their governments accountable for their efforts and

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14 Article 12 UNCRC
15 It was positive to see the High-Level Panel’s engagement with youth at the London meetings in November 2012, but it is important that efforts are enhanced and additional efforts are made to engage the voices of younger children in the post-2015 discussions
16 Many consultations are already being planned and resources and materials are in development which can help to facilitate children and young people to participate in the post-2015 discussions – for example Restless Development has developed a post-2015 consultation toolkit for youth (see [http://www.restlessdevelopment.org/file/post-mdg-youth-consultation-toolkit-pdf](http://www.restlessdevelopment.org/file/post-mdg-youth-consultation-toolkit-pdf)) and Plan is developing a child-friendly version.
performance. Children and young people should also be encouraged to participate in the regular reviews of progress in implementing the new framework.

The use of participatory situation analyses should be encouraged as a key component of the new framework, to identify those who are marginalised, where they are and the causes of their marginalisation. Children and young people should be empowered to participate actively in these analyses. The representation of children and youth in these processes must also be equitable, with opportunities for children and youth from the most marginalised, impoverished or vulnerable sectors of society to be provided with mechanisms to participate.

Recommendations:

- Participation should be central to the post-2015 framework:
  - Children and young people should be empowered to engage in an ongoing and meaningful way in the discussions about the post-2015 development agenda, including regular reviews of progress.
  - Accountability mechanisms should be established which enable children and young people to participate in setting and monitoring goals and targets and holding governments to account for progress.
  - The post-2015 framework should encourage participatory situation analyses which include children and young people.

Why equality and equity?

Children’s socio-economic background, geographic location, ethnicity and sex shape their life chances. While significant progress has been made on some of the MDGs, evidence shows that the same children are repeatedly disadvantaged across education, health and well-being indicators, with long-term implications.

The effects of inequity are undeniable. Children who are malnourished and suffer repeated illness have stunted physical and cognitive development which affects learning and progression through schooling and into the labour market. Research from the World Bank has shown that in Latin America between a quarter and a half of adult income inequality is related to early life circumstances. Wasted human potential undermines poverty eradication and sustainable development.

The MDGs have been criticised for failing to address inequality and for encouraging an approach which has masked inequities and, in some cases, worsened inequality. Many of the MDGs only aimed to reach a proportion of the population – MDG1, for example, aims to halve the proportion of people suffering from hunger and to halve the proportion of people whose income is less than $1 a day. Such an approach does not take equity into account and contravenes the human rights principles of universality and non-discrimination. This, coupled with the emphasis of the MDGs on measuring progress based on national aggregates, has resulted in the concentration of efforts and resources on those groups who

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17 For discussion of locally-led monitoring see UNICEF 2012 ‘Locally-led monitoring as an engine for a more dynamic and accountable post-2015 development agenda’, Richard Morgan and Shannon O’Shea
18 R P de Barros, F H G Ferreira, J R Molinas Vega and J Saavedra Chanduvi, Measuring Inequality of Opportunities in Latin America and the Caribbean, World Bank, 2009
are easier to reach, the so-called ‘low hanging fruit’, whilst the poorest and most marginalised have often been excluded.\(^\text{19}\)

The emphasis on aggregates also served to mask the inequities as countries could be on track to meet the Goals, despite large populations and groups missing out. Global aggregates also mask inequities between countries. This is evidenced by the fact that no conflict-affected or ‘fragile’ state is on track to meet the MDGs; instead they are the furthest behind on progress. MDG 1 and 5 are around 90% off-course in conflict affected and fragile states and yet these constitute half of the global population of developing countries and around three-quarters of the total number of infant and under-five deaths.\(^\text{20}\)

Furthermore, it is important to understand that the majority of poor people do no longer live in the least developed countries, but increasingly in middle income countries.\(^\text{21}\)

Therefore the new development framework must be universal, relevant for all people, no matter where they live.

Addressing inequity and inequality must be a priority for the High-Level Panel’s discussions and for the new framework itself, to ensure that the emphasis is on achieving the MDGs and other development priorities for all children (including girls, children with disabilities, ethnic minorities, children without parental care or those who are otherwise socially excluded).

Therefore the post-2015 process must also involve a review of who has been excluded from MDGs progress and why.

The Bond Child Rights Group supports various mechanisms through which equity can be addressed in the post-2015 framework. It is important that all of the goals and targets in the new framework should align with the human rights principles of universality and non-discrimination, therefore goals should aim to reach all rather than a proportion of the population. Underneath this, targets and indicators should be equity-focused with priority given to reaching the poorest and most vulnerable first. Equity tracker measures across all the goals (e.g. a reduction in child mortality for the poorest 40 per cent of society) would encourage greater focus on the most vulnerable and avoid reaching only those areas and groups where progress is easiest. Finally, the indicators in the new framework should be disaggregated along the most common inequalities in each goal area (at a minimum this should include gender, age, rural/urban, children with disabilities, ethnicity, living situation, legal citizenship, wealth quintile, refugee and internally displaced children).\(^\text{22}\)

The post-2015 framework should encourage the use of equity-focused approaches which target interventions and concentrate efforts and resources on the hardest to reach and most deprived and vulnerable. This should include participatory situation analyses to identify who and where the most marginalised and vulnerable children and families are, and the underlying causes for their marginalisation and the tailoring and targeting of policies and programmes accordingly.

\(^{19}\) UNICEF, Progress for Children: Achieving the MDGs with Equity, 2010; Save the Children 2010 ‘A Fair Chance at Life: Why Equity Matters for Children’


\(^{22}\) Save the Children Save the Children ‘BORN equal How reducing inequality could give our children a better future’ 2012

Addressing inequity and inequality could also be realised through moving beyond a focus on the 1.25 dollar a day absolute poverty line to capture who is benefitting from and who is being left behind by progress.

**Recommendations:**

- Equity must be a priority consideration for the High-Level Panel’s post-2015 discussions and for the new framework itself.
- The post-2015 process must involve a review of who has been excluded from MDGs progress and why, and seek to rectify this.
- The post-2015 development agenda should be universal in reach, in line with human rights principles.
- Equity tracker measures should be included across all the goals which would promote non-discrimination and inclusion among the most marginalized and excluded children, and avoid reaching only those areas and groups where progress is easiest.
- The post-2015 framework should encourage the use of participatory situation analyses to identify who and where the most marginalised and vulnerable children and families are and the underlying causes for their marginalisation and encourage efforts and resources to be concentrated on reaching the most deprived and vulnerable.
- The post-2015 framework should move beyond a focus on the 1.25 dollar a day absolute poverty line to capture who is benefitting from and who is being left behind by progress.
- Goals should aim to reach all rather than a proportion of the population. Underneath this, targets and indicators should be equity-focused with priority given to reaching the poorest and most vulnerable first, including children with disabilities, indigenous children, and girls.
- The indicators in the new framework should be disaggregated along the most common inequalities in each goal area (at a minimum this should include gender, age, rural/urban, children with disabilities, ethnicity, living situation, legal citizenship, wealth quintile, refugee and internally displaced children).

**Why protection?**

Child protection was a missing element of the MDGs and this has been shown to be a major factor constraining progress. One in seven girls in developing countries is married before the age of 15, some as young as five. This is an infringement of rights and represents perhaps the most prevalent form of sexual abuse and exploitation of girls. It denies girls and boys of their education and reinforces and exacerbates gender inequalities and unequal power relationships. It contributes to a cycle of poverty, ill health and illiteracy, and

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23 EveryChild et al. Protect for the Future http://www.everychild.org.uk/resources/policy_and_research/MDG
increases the risk of violence, abuse, forced sexual relations and maternal and child mortality.

The absence of child protection is a global crisis and substantial barrier to achieving the MDGs with equity. Children everywhere experience violence, exploitation, neglect and abuse. For example, every year up to 1.5 billion children are estimated to experience violence, and 150 million girls and 73 million boys are raped or subject to sexual violence, including in and around school. There are around 115 million children involved in hazardous work. In the last decade an estimated 20 million children have been forced to flee their homes and more than 1 million have been orphaned or separated from their families by an emergency.

The lack of child protection not only contravenes children’s rights, it also threatens and undermines progress towards other development goals. Children who lack care and protection are less able to access education, nutrition, health and other basic and life-saving services. Many of them experience severe and lasting physical and mental health problems and, in some cases, even death. They are less able to grow into productive adults who in turn make a positive contribution to society; they are more likely to experience poverty and inequality; to be dependent on the State; and to transfer these trends onto future generations. Child protection violations are particularly acute in situations of conflict and emergency where existing risks and challenges to children are magnified.

In reverse, care and protection of children can enhance progress in other areas of development: for example a caring and nurturing parent can increase the likelihood that a child will do well in school. The care and protection of children cuts across all development issues, including economic growth and inequality. For example, child protection is vital to create a productive workforce, which in turn is necessary for economic growth. Furthermore, children affected by a lack of protection are amongst the poorest and most excluded people in the world and, as such, are a primary target for reducing inequality.

**Recommendation:**

The post-2015 development framework must therefore address protection, particularly that of children. The Bond Child Rights Group supports the following options for realising this:

- A goal on child protection, aimed at ensuring all children live a life free from all forms of violence and thrive in a safe family environment.
- A global goal on protecting vulnerable groups, with children specified as a priority group.
- A focus on the eradication of all forms of violence against children and other vulnerable groups as a lead target.

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30 EveryChild Every Child Needs a Family http://www.everychild.org.uk/resources/policy_and_research/CWPC
31 Save the Children *Child Protection in Emergencies Fact Sheet* http://resourcecentre.savethechildren.se/content/library/documents/fact-sheet-child-protection-emergencies
• The prioritisation of child protection as a measure of progress towards the achievement of all development goals within the post-2015 framework.

A holistic and integrated approach to development

The MDGs have been criticised for encouraging a silo approach to development. This is something which should be avoided in the design of the post-2015 framework, with greater emphasis on integrated, holistic, rights-based approaches to development and recognition of the importance of psychosocial development in addition to physical needs. Indeed in relation to children, all states which have ratified the UNCRC have already agreed to “recognize the right of every child to a standard of living adequate for the child’s physical, mental, spiritual, moral and social development.”

One area in which the need for a holistic approach is especially pertinent is in relation to Early Childhood Development (ECD). Evidence shows that the early years of childhood are critical formative years in children’s emotional, social and cognitive development. In light of this, approaches which do not consider and address the holistic nature of ECD can actually hinder children’s complete growth and development and are less likely to be sustainable.

Evidence from the World Bank indicates that children who are participants in ECD programmes are more likely to be successful in school, have greater social and emotional development, and show higher verbal and intellectual development during early childhood. Investing in ECD is thus an investment in a country’s future workforce and its capacity to thrive economically and as a society. Investing in ECD is also beneficial to achieving progress on other development goals: for example, good health and nutrition can increase children’s chances of survival and educational attainment, whilst investments in education during early childhood help to prepare children for school, which in turn leads to improved performance.

A healthy cognitive and emotional development in the early years translates into tangible economic returns: interventions in early childhood yield higher returns as a preventive measure compared with the cost of policies which seek to remedy problems relating to deficiencies and deprivations during early years in later life.

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32 Article 27 of the UNCRC

The post-2015 framework should aim to break intergenerational cycles of poverty by enabling a holistic rights-based approach to development which addresses the overlapping and interlinked deprivations which affect children from early childhood into adolescence and youth.

**Recommendations:**

- The post-2015 framework should encourage and promote holistic and integrated development approaches – an example of this is to encourage investment in people at different stages of the life cycle, recognising the particular importance of investing in early childhood through to adolescence and youth for breaking cycles of poverty and inequity.

**Summary of calls to action**

- The post-2015 development framework should have children and children’s rights at its core.

- The current MDGs are unfinished – moving forward should not mean stepping back from the commitments already made in 2000, the new framework should build on the MDGs rather than starting again or discarding them.

- The post-2015 framework should promote and derive from a rights-based approach which includes attention to participation, equity, protection: key principles which were missing from the MDGs.

- Children and young people should be empowered to participate meaningfully in the design, implementation and monitoring of the new development framework.

- Equity must be a cross-cutting priority for the discussions of the High-Level Panel and for the framework itself, reflected in the goals, targets and indicators and the process of deciding these: the new framework must address inequities from the outset and consider how the most marginalised can be effectively included in progress.

- Adequate child protection is not only the right of all children but is also essential for effective development: it must be addressed in the new framework. The new framework should ensure that national governments and authorities are held responsible for the protection of their citizens, in particular children, and follow the principles as laid out in article 4 of the UNCRC.