



HOUSES OF PARLIAMENT



## TOOLKIT FOR PARLIAMENTARIANS

INTERNATIONAL PARLIAMENTARY CONFERENCE

ON THE

## POST-2015 DEVELOPMENT AGENDA

*PLACING PARLIAMENTARIANS AT THE CENTRE OF GLOBAL DEVELOPMENT*

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Edited by James Kennelly, IPCP2015 Conference Adviser and designed by Matthew Salik,  
IPCP2015 Deputy Project Manager on behalf of CPA UK

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# CONTENTS

<b>1. EXECUTIVE SUMMARY</b>	<b>iii</b>
<b>2. MILLENNIUM DEVELOPMENT GOALS</b>	<b>1</b>
<b>3. POST-2015 PROCESS</b>	<b>4</b>
<b>4. HIGH LEVEL PANEL REPORT</b>	<b>7</b>
<b>5. PARLIAMENTARY MECHANISMS TO INFLUENCE THE POST-2015 DEBATE</b>	<b>10</b>
<b>6. MONITORING THE IMPLEMENTATION OF THE POST-2015 GOALS</b>	<b>14</b>
<b>7. POST-2015 ACTION PLAN FOR PARLIAMENTARIANS</b>	<b>25</b>
<b>8. CONCLUSION</b>	<b>27</b>
<b>9. ACKNOWLEDGEMENTS</b>	<b>28</b>
<b>10. RESOURCES</b>	<b>29</b>

## LIST OF CASE STUDIES

United Kingdom	10
Belgium	11
Germany	12
Sweden	14
Pakistan	17
Australia	18
Tanzania	22
Tonga	23

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# EXECUTIVE SUMMARY

**The Commonwealth Parliamentary Association UK Branch, supported by UNDP,** delivered an International Parliamentary Conference on the Post-2015 Development Agenda at the Houses of Parliament in London 26-28 November 2013. Delegates attending the conference expressed their commitment as parliamentarians from across the world to accelerate the process towards the achievement of the Millennium Development Goals (MDGs); they agreed to exchange information, knowledge and examples of good practice with peers and international development experts; to build capacity to ensure that good governance is at the core of the post-2015 development agenda; and to commit to holding governments to account to ensure that international commitments to development are implemented at local, national and regional levels.

Parliamentarians are key stakeholders in the design, implementation and oversight of the post-2015 framework. There is a unique responsibility of elected parliamentarians to be the bridge between governments and citizens and delegates affirmed their commitment as the people's representatives to work towards a set of targets with poverty eradication and sustainable development at its core. Integral to the framework are effective and legitimate institutions that support peace and security, the rule of law, property rights, freedom of expression and a free media, open political choice, access to justice, and accountability.

This toolkit provides information and advice to help parliamentarians to become actively involved in the post-2015 process. It is designed to provide a brief, user-friendly guide which parliamentarians can use flexibly according to their individual interests and parliamentary role. In this publication you will find:

- Background information on MDGs, the acceleration process and the progress towards the achievement of the MDGs
- Details about the post-2015 process, the High Level Panel Report, the Outcomes from the UN MDG Special Event and the process leading up until September 2015.
- Ideas from parliamentary colleagues on how parliamentarians can influence the formulation of the post-2015 development goals.
- Examples and case studies explaining how parliamentarians can monitor the implementation of the post-2015 development goals through their legislative, oversight, budget scrutiny and representational responsibilities.
- A list of references and resources to assist parliamentarians in their work.

There is much for parliamentarians to do – both in the formation of the new goals, and in ensuring that they are owned and acted upon at a national level. They should encourage constituents and stakeholders – including civil society, the media, and the private sector – to participate in discussions about the post-2015 agenda. They should be the voice of women and girls – and other vulnerable and marginalised groups – to place them at the centre of the new framework. Crucially, parliamentarians should ensure that governments are held accountable for the way they prioritise the new development goals, and the way they implement them. In particular, parliamentarians should scrutinise the adequate, efficient and transparent allocation of resources in national and local budgets.

This toolkit is part of CPA UK's work to foster cooperation and understanding between parliaments, promote good parliamentary practice and advance parliamentary democracy. CPA UK's membership comprises Members from both Houses of the United Kingdom Parliament and the organisation undertakes international parliamentary outreach on behalf of the Houses of Parliament and the wider CPA.

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# MILLENNIUM DEVELOPMENT GOALS

## MDG BACKGROUND

The Millennium Declaration, signed by 189 world leaders at the UN Millennium Summit in September 2000, recognised the relationship between development, good governance and human rights and set out the values, principles and objectives for the international agenda for the twenty-first century. This underlined the collective responsibility of leaders to uphold human dignity, equality and equity for all people, especially the most vulnerable and marginalised. At the heart of this was a powerful vision of a global partnership to reduce poverty and inequality.

Out of this document came an ambitious agenda for a global development framework that would run to 2015. The eight MDGs (as outlined on the following page) were chosen to reflect a broad spectrum of inter-related development challenges and include eradicating extreme poverty and hunger; universal primary education; gender equality; improved maternal and child health; combating HIV/AIDS, TB, Malaria and other diseases; ensuring sustainable development; and developing a global partnership for development.

The MDGs have subsequently served as the cornerstone of international development policy. They have been successful in aligning the efforts of development actors around concrete, measurable goals and have been useful as an advocacy tool for mobilising public support. The time-bounded benchmarks and indicators for assessing progress have formed the basis for significant policy and institutional reforms and resource allocations.

## MDG ACCELERATION FRAMEWORK

In September 2010, world leaders recommitted to accelerate the progress towards the MDGs. In order to hasten progress on the MDGs, 10 countries piloted the acceleration approach. The acceleration framework has helped countries to identify, prioritise and address constraints that make existing programs less effective. Furthermore, the MDG Acceleration Framework (MAF) provides a systematic way for countries to develop their own action plan based on existing plans and processes to pursue their MDG priorities. Moreover, the framework helps governments to focus on disparities and inequalities, two of the major causes of uneven progress, by particularly responding to the needs of the vulnerable.

There is now a great deal of evidence about both the obstacles to MDG progress and how to overcome them. This evidence reveals that there is a range of tried and tested policies which, adapted to national contexts, will ensure MDG progress, where there is the leadership, capacity, and funding to implement them. To accelerate MDG progress, as called for by the MDG Summit Outcome Document, this evidence must be put into practice in a concerted effort that takes us to 2015.

## MDGS REPORT 2013 PROGRESS

With the deadline for the MDGs fast approaching, progress can be reported in most areas, despite the impact of the global economic and financial crisis. Several important targets have or will be met by 2015, assuming continued commitment by national governments, the international community, civil society and the private sector. That said, progress in many areas is far from sufficient.

## MILLENNIUM DEVELOPMENT GOALS



### GOAL 1: ERADICATE EXTREME POVERTY AND HUNGER

- TARGET 1A Halve, between 1990 and 2015, the proportion of people living on less than \$1 a day.
- TARGET 1B Achieve full and productive employment for all including women and young people.
- TARGET 1C Halve, between 1990 and 2015, the proportion of people who suffer from hunger.



### GOAL 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION

- TARGET 2A Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.



### GOAL 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN

- TARGET 3A Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education, no later than 2015.

### GOAL 4: REDUCE CHILD MORTALITY RATES

- TARGET 4A Reduce by two thirds, between 1990 and 2015, the mortality rate of children under five.



### GOAL 5: IMPROVE MATERNAL HEALTH

- TARGET 5A Reduce by three quarters the maternal mortality ratio.
- TARGET 5B Achieve, by 2015, universal access to reproductive health.

### GOAL 6: COMBAT HIV/AIDS, MALARIA, AND OTHER DISEASES



- TARGET 6A Halt and begin to reverse, by 2015, the spread of HIV/AIDS.
- TARGET 6B Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it.
- TARGET 6C Halt and begin to reverse, by 2015, the incidence of malaria and other major diseases.

### GOAL 7: ENSURE ENVIRONMENTAL SUSTAINABILITY



- TARGET 7A Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.
- TARGET 7B Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss.
- TARGET 7C Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation.
- TARGET 7D Achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers.

### GOAL 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT



- TARGET 8A Develop further an open, rule-based, predictable, non-discriminatory trading and financial system
- TARGET 8B Address the special needs of the Least Developed Countries (LDCs)
- TARGET 8C Address the special needs of landlocked developing countries and small island developing States



- TARGET 8D Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term
- TARGET 8E In co-operation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries
- TARGET 8F In co-operation with the private sector, make available the benefits of new technologies, especially information and communications

## THE MILLENNIUM DEVELOPMENT GOALS: PROGRESS TO DATE<sup>1</sup>

### **Poverty continues to decline**

The proportion of people living in extreme poverty has been halved at the global level. The world reached the poverty reduction target five years ahead of schedule. In developing regions, the proportion of people living on less than \$1.25 a day fell from 47 per cent in 1990 to 22 per cent in 2010. About 700 million fewer people lived in conditions of extreme poverty in 2010 than in 1990.

### **Every region has made progress in improving access to clean drinking water**

More than 2 billion people gained access to improved sources of drinking water. Over the last 21 years, more than 2.1 billion people gained access to improved drinking water sources. Despite significant population growth, the MDG drinking water target was met five years ahead of the target date.

### **The hunger reduction target is within reach**

The proportion of undernourished people in developing regions decreased from 23.2 per cent in 1990–1992 to 14.9 per cent in 2010–2012. Given reinvigorated efforts, the target of halving the percentage of people suffering from hunger by 2015 appears to be within reach.

### **Remarkable gains have been made in the fight against malaria and tuberculosis**

Between 2000 and 2010, mortality rates from malaria fell by more than 25 per cent globally. An estimated 1.1 million deaths from malaria were averted over this period. Death rates from tuberculosis at the global level and in several regions are likely to be halved by 2015, compared to 1990 levels. Between 1995 and 2011, a cumulative total of 51 million tuberculosis patients were successfully treated, saving 20 million lives.

### **A low debt burden and an improved climate for trade are levelling the playing field for developing countries**

The debt service to export revenue ratio of all developing countries stood at 3.1 per cent in 2011, down from nearly 12 per cent in 2000. Their duty-free market access also improved in 2011, reaching 80 per cent of their exports. The exports of least developed countries benefitted the most.

## CHALLENGES AHEAD<sup>2</sup>

### **More progress is required regarding child survival**

Big gains have been made in the child survival but more must be done to meet our obligations to the youngest generation Worldwide, the mortality rate for children younger than five dropped by 41 per cent—from 87 deaths per 1,000 live births in 1990 to 51 in 2011. Despite this enormous accomplishment, more rapid progress is needed to meet the 2015 target of a two-thirds reduction in child deaths. Increasingly, child deaths are concentrated in the poorest regions, and in the first month of life.

### **Most maternal deaths are preventable, but progress in this area is falling short.**

Globally, the maternal mortality ratio declined by 47 per cent over the last two decades, from 400 maternal deaths per 100,000 live births to 210 between 1990 and 2010. Meeting the MDG target of reducing the ratio by three quarters will require accelerated interventions and stronger political backing for women and children.

### **Access to antiretroviral therapy and knowledge about HIV prevention must expand.**

While new HIV infections are declining, an estimated 34 million people were living with HIV at the end of 2011. The MDG target of universal access to antiretroviral therapy for all who need it by 2010 was missed, but is reachable by 2015 if current trends continue. The ultimate goal is preventing the spread of HIV, but knowledge of the virus and how to avoid transmission remains unacceptably low.

### **Too many children are still denied their right to primary education.**

Between 2000 and 2011, the number of children out of school declined by almost half—from 102 million to 57 million. However, progress in reducing the number of children out of school has slowed considerably over time. Stalled progress means that the world is unlikely to meet the target of universal primary education by 2015.

### **Environmental sustainability is under severe threat, demanding a new level of global cooperation.**

The growth in global emissions of carbon dioxide (CO<sub>2</sub>) is accelerating, and emissions today are more than 46 per cent higher than their 1990 level. Forests continue to be lost at an alarming rate. Overexploitation of marine fish stocks is resulting in diminished yields. More of the earth's land and marine areas are under protection, but birds, mammals and other species are heading for extinction at an ever faster rate, with declines in both populations and distribution.

1. United Nations (2013) The Millennium Development Goals Report 2013, New York: United Nations. (<http://www.undp.org/content/dam/undp/library/MDG/english/mdg-report-2013-english.pdf>)  
2. *ibid*

# POST-2015 PROCESS

The outcome document of the 2010 MDG Summit requested the Secretary-General to initiate thinking on the global development agenda beyond 2015. The Outcome Document of Rio+20 Conference on Sustainable Development in 2012 initiated an inclusive process to develop a set of sustainable development goals. There is broad agreement that the two processes should be closely linked and should ultimately converge in one global development agenda beyond 2015 with sustainable development at its core. The process of arriving at this new framework is Member State-led with broad participation from external stakeholders such as civil society organisations, the private sector and businesses, academia and scientists. The United Nations has

played a facilitating role in this global conversation and has the responsibility of supporting Member States by providing evidence-based inputs, analytical thinking and field experience. The Secretary-General will continue to provide overall leadership to the process with the support of the Deputy-Secretary General and the Secretary-General's Special Advisor on Post-2015 Development Planning.<sup>3</sup>

***“Parliamentarians can play a central role in rethinking the way policies are produced and carried out. You can help to orient national programmes towards sustainable development goals. You can bring the views and aspirations of your citizens into the global arena. Through official development assistance and domestic resources, you can ensure that sustainable development efforts receive the financing they need. You can also promote gender equality among your own ranks. In all these ways, parliamentarians can drive our global campaign to usher in a more equitable and sustainable future.”<sup>4</sup>***

Ban Ki-Moon, Secretary-General of the United Nations

## **UN General Assembly Open Working Group on Sustainable Development Goals**

A 30-member Open Working Group of the General Assembly (OWG) is mandated by the Rio+20 Outcome document to prepare a proposal on SDGs for consideration by the Assembly at its 68th Session by September 2014. The Open Working Group was established on 22 January 2013 by decision of the General Assembly. The Rio+20 outcome document states that, at the outset, the OWG will decide on its

methods of work, including developing modalities to ensure the full involvement of relevant stakeholders and expertise from civil society, the scientific community and the United Nations system in its work.

3. United Nations Sustainable Development Knowledge Platform, Post-2015 Process (<http://sustainabledevelopment.un.org/index.php?menu=1561>)  
4. Ban Ki-Moon, Message to the International Parliamentary Conference on the Post-2015 Development Agenda, 26 Nov 2013





## POST-2015 TIMELINE



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### **High-Level Panel of Eminent Persons on the Post-2015 Development Agenda**

In July 2012 the UN Secretary-General launched his High-level Panel of Eminent Persons on the Post-2015 Development Agenda. Co-chaired by the Presidents of Indonesia and Liberia and the Prime Minister of the United Kingdom, the Panel assembled representatives from civil society, private sector, academia and local and national governments. In May 2013 the Panel published its report “New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development” with its vision and recommendations on a global development agenda beyond 2015.

### **UN System Task Team on the Post-2015 UN Development Agenda**

Established by the UN Secretary-General in January 2012, the UN System Task Team on the Post-2015 UN Development Agenda assembles more than 60 UN agencies and international organisations. Co-chaired by the Department of Economic and Social Affairs and the United Nations Development Programme the Task Team supports the process by providing analytical thinking and substantial inputs. The Task Team published its first report titled “Realizing the Future We Want for All” in June 2012. The report outlined the vision of the United Nations system on the global development agenda beyond 2015.

### **National, global and thematic consultations**

In order to facilitate an inclusive global conversation, the UNDP has initiated consultations at the national and global level as well as a set of eleven thematic consultations. National consultations took place in more than 60 developing and developed countries and take various forms and shapes. They include online and offline outreach tailored to national circumstances and needs, and they are closely linked to national development priorities. A set of eleven multi-stakeholder thematic consultations were convened on the following themes: education; inequalities; health; governance; conflict and fragility; growth and employment; environmental sustainability; hunger, nutrition and food security; population dynamics; energy; and water. Each thematic consultation was led by two or more UN agencies who work closely together with representatives from civil society, the private sector and academia as well as with co-hosting governments.

### **Sustainable Development Solutions Network**

The Sustainable Development Solutions Network (SDSN), led by Professor Jeffrey Sachs, is a global, independent network of research centres, universities and technical institutions that works with stakeholders including business, civil society, UN agencies and other international organisations. As a first step, the network will establish 10 global expert groups to support global problem solving in ten critical areas of sustainable development. SDSN also provides technical support to the High-level Panel on the Post-2015 Development Agenda.

### **UN Global Compact**

The UN Global Compact has been actively involved in ensuring that the views and contributions of businesses and the private sector feed into the post-2015 process.

# HIGH LEVEL PANEL REPORT

Despite the MDGs' shortcomings, a considerable level of success has been achieved and it would be a mistake to simply start again from scratch. At the Rio+2012 Summit, world leaders agreed that new goals and targets should encompass the respect for universal human rights, and finish the job that the MDGs started. A fundamental aspect of this vision is the eradication of extreme poverty from the face of the earth by 2030.

The High Level Panel (HLP) have therefore agreed that a new development agenda should carry forward the spirit of the Millennium Declaration and the best of the MDGs, with a practical focus on things like poverty, hunger, water, sanitation, education and healthcare. But in order to accomplish the vision of promoting sustainable development there is a need to go beyond the MDGs. The importance to development of good governance and institutions that guarantee the rule of law, free speech and open and accountable government was not included, nor the need for inclusive growth to provide jobs. More importantly, the MDGs fell short by not integrating the economic, social, and environmental aspects of sustainable development as envisaged in the Millennium Declaration, and by not addressing the need to promote sustainable patterns of consumption and production.

Accordingly, the Panel asked some simple questions: starting with the current MDGs, what to keep, what to amend, and what to add. In trying to answer these questions, the panel considered the views of women and men, young people, parliamentarians, civil society organisations, indigenous people and local communities, migrants, experts, business, trade unions and governments.

These meetings and consultations with the different stakeholders convinced the HLP members of the need for a new paradigm. They concluded that the post-2015 agenda was to be an all inclusive universal agenda, driven by five big, transformative shifts:

***“Good governance matters for our people, everywhere, so that they can participate and hold leaders accountable. All over the world this is something that people see as a precondition alongside sanitation, housing and food. The HLP report recognises that freedom from fear, conflict and violence are fundamental human rights, as well as being the essential building blocks for peaceful and prosperous societies.”<sup>5</sup>***

*Gunilla Carlsson, Former Minister for International Development Cooperation, Sweden and High Level Panel Member*

5. Gunilla Carlsson, Speech at International Parliamentary Conference on the Post-2015 Development Agenda, 26 Nov 2013



UN Secretary-General's High Level Panel meeting in London  
Image courtesy of the Department for International Development

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**1. Leave no one behind**

That no person – regardless of ethnicity, gender, geography, disability, race or other status – is denied universal human rights and basic economic opportunities. The goals should focus on reaching excluded groups and by providing social protection to help people build resilience to life's uncertainties.

**2. Put sustainable development at the core**

For twenty years, the international community has aspired to integrate the social, economic, and environmental dimensions of sustainability, but no country has yet achieved this. There is an urgent need to act now to halt the alarming pace of climate change and environmental degradation, which pose unprecedented threats to humanity. This is a universal challenge, for every country and every person on earth. This will require structural change, with new solutions, and will offer new opportunities.

**3. Transform economies for jobs and inclusive growth**

A profound economic transformation is needed to end extreme poverty and improve livelihoods. Diversified economies, with equal opportunities for all, can unleash the dynamism that creates jobs and livelihoods, especially for young people and women.

**4. Build peace and effective, open and accountable institutions for all**

There are strong calls for a fundamental shift – to recognise peace and good governance as core elements of wellbeing, not optional extras. Responsive and legitimate institutions should encourage the rule of law, property rights, freedom of speech and the media, open political choice, access to justice, and accountable government and public institutions.

**5. Forge a new global partnership**

Perhaps the most important transformative shift is towards a new spirit of solidarity, cooperation, and mutual accountability that must underpin the post-2015 agenda. A new partnership should be based on a common understanding of our shared humanity, underpinning mutual respect and mutual benefit in a shrinking world. This partnership should involve governments but also include others: people living in poverty, those with disabilities, women, civil society and indigenous and local communities, traditionally marginalised groups, multilateral institutions, local and national government, the business community, academia and private philanthropy.

**From vision to action**

The suggested targets are bold, yet practical. Like the MDGs, they will not be binding, but should be monitored closely. The indicators that track them should be disaggregated to ensure no one is left behind and targets should only be considered 'achieved' if they are met for all relevant income and social groups. The Panel also recommended that any new goals should be accompanied by an independent and rigorous monitoring system, with regular opportunities to report on progress and shortcomings at a high political level. Furthermore, new international initiatives must also be implemented to improve the quality of statistics and information available to citizens.<sup>6</sup>

6. The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda (2013) A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development, New York: United Nations. (<http://www.post2015hlp.org/wp-content/uploads/2013/05/UN-Report.pdf>)

## OUTCOMES FROM THE UN MDG SPECIAL EVENT

On 25 September 2013, the President of the UN General Assembly, John Ashe, hosted a Special Event to review the progress made towards the achievement of the MDGs, and to discuss a post-2015 development agenda which would build on the existing goals. In the outcome document which was published following the event, member states renewed their commitment to meet the MDGs' targets and agreed to hold a high-level summit in September 2015 to adopt a new set of goals.

Member States agreed that the goals will build on the foundation laid by the existing MDGs, complete the unfinished business and respond to new challenges. They agreed that the new agenda should have poverty eradication and sustainable development at its core and that there should be a single set of goals. The outcome document outlined that the new goals would be universal in nature and applicable to all countries, while taking account of differing national circumstances and respecting national policies and priorities. Key issues not addressed in the MDGs were promoted including: peace and security, democratic governance, the rule of law, gender equality and human rights for all.

### Post-2015 process moving forward

The Outcome Document gave the clearest indication of the next steps for deciding the new development agenda which will culminate in a Heads of State Summit in September 2015 for the formal adoption of the post-2015 development agenda. Leading up to this, intergovernmental negotiations will be launched at the beginning of the 69th UN General Assembly in September 2014. Member States will engage to bring the post-MDG and SDG processes together. Feeding into the intergovernmental negotiations both the Open Working Group and the Intergovernmental Committee of Experts on Sustainable Development Financing will finalise their reports by September 2014 as mandated in the Rio + 20 Outcome Document. In addition, the UN Secretary General will publish a report in the last quarter of 2014 which will pull together the inputs from the different reports and set out the negotiations.<sup>7</sup>

7. United Nations General Assembly, Special Event 25 September: Outcome Document, New York, United Nations, 25 September 2013. (<http://www.un.org/millenniumgoals/pdf/Outcome%20documentMDG.pdf>)



Marriyum Aurangzeb MNA, Pakistan; Amina J. Mohammed, UN; and Hugh Bayley MP, UK presenting at the International Parliamentary Conference on the Post-2015 Development Agenda, London, 2013

Image courtesy of CPA UK

# PARLIAMENTARY MECHANISMS TO INFLUENCE THE POST-2015 DEBATE

As we approach the MDG deadline, we must consider the role of parliaments in continuing to promote development objectives. Participation, transparency and accountability are playing an increasingly important part in the post-2015 development agenda. The Outcome Document from the UN Special Event on MDGs in September mentioned that the new set of goals should “promote peace and security, democratic governance, the rule of law, gender equality and human rights for all”.<sup>8</sup> Parliamentarians play a critical role in meeting these requirements through their lawmaking, budgeting, and oversight functions and their roles as the representatives of the electorate, in particular of the poorest and most marginalised communities.

In September, UN Member States affirmed their commitment “to a transparent intergovernmental process which will include inputs from all stakeholders including civil society, scientific and knowledge institutions, parliaments, local authorities, and the private sector”.<sup>9</sup> However, the onus - and responsibility - is on parliamentarians to engage with these negotiations, which will be launched at the beginning of the 69th UN General Assembly in September 2014. There are a number of mechanisms at their disposal:

## Debates:

The most high profile way of debating the future goals is through the use of parliamentary debates. Such debates provide useful moments for drawing media attention to the post-2015 development agenda. Private members can also try to move debates on the post-2015 development agenda or related topics of interest depending on parliamentary procedures.

## Questions (oral and written):

Another mechanism is the use of oral and written questions. Questions on how the Government plans to engage with parliamentarians in the post-2015 development framework can be asked to the minister responsible. Alternatively parliamentarians can ask written or oral questions to specific ministers to determine their priorities on certain thematic issues which fall within their remit. The purpose of asking parliamentary questions is to obtain information, raise awareness and to influence the government on issues.



## UK Case Study UK International Development Committee Inquiry

The International Development Committee (IDC) led an inquiry which sought to contribute to the broader debate around the post-2015 development agenda. The impetus for the report was born out of the British Prime Minister's prominent role in the High-Level Panel of Eminent Persons. The IDC received 82 pieces of written evidence from a wide range of individuals and organisations. Some submissions addressed the issues very broadly; others focused on particular areas of expertise (Action for Global Health UK, for example, focused on health issues). It also held three oral evidence sessions to question expert witnesses including Amina Mohammed, the Special Adviser of the Secretary-General on Post-2015 Development Planning and Rt Hon Justine Greening MP, the Secretary of State for International Development.

On 22 January 2013 the IDC published its Eighth Report of Session 2012-13, Post-2015 Development Goals. The report provided a more detailed exploration of the processes by which the post-2015 development goals are being developed and the consultations which are being undertaken. It also considered what the overarching purpose of the new goals and assessed the potential content and structure of the new framework, including a consideration of the role of targets and indicators. In response to the report the Government addressed many of the conclusions which helped to contribute to the post-2015 discussions.

8. United Nations General Assembly, Special Event 25 September: Outcome Document, New York, United Nations, 25 September 2013. (<http://www.un.org/millenniumgoals/pdf/Outcome%20documentMDG.pdf>)

9. *Ibid*

## Committee hearings:

Committees are universally found in parliaments across the world. A parliamentary committee is a group of parliamentarians appointed by one chamber (or both chambers, in the case of joint committees in a bicameral parliament) to undertake certain specified tasks. Committees offer a setting which facilitates detailed scrutiny of draft legislation, oversight of government activities and interaction with the public and external actors. A significant part of parliamentary work is now conducted in committees rather than in the parent chamber. Parliamentary committees can be used to carry out more detailed investigation into the nations priorities with regard to the post-2015 development agenda. Committees provide the space to consider issues in greater depth and give an opportunity to hear testimony from independent experts and civil society representatives. Some committees have established working groups which promote engagement and discussion of the post-2015 development agenda within parliament and make recommendations on what position the Government should take in intergovernmental negotiations.



### Belgian Case Study Foreign Affairs and Defence Committee of the Belgian Senate

In March 2012, the Foreign Affairs and Defence Committee of the Belgian Senate set up a Working Group on the Post 2015 Development Goals. The Working Group requires the Belgian Senate to maintain and strengthen the achievements and results of the current framework of the MDGs. Concurrently, the Working Group requests that the government proactively contribute to the formulation of a new framework for the development and post-2015 international cooperation.

The Working Group held a symposium on 14 March 2013 which focused on the theme “The Future we Want for All” invited NGOs and world-renowned experts in the field of sustainable development, climate, education, agriculture and food. On the basis of these activities, a draft resolution on the post-2015 Development Agenda was adopted at the Plenary Session of the Senate on 13 June 2013. In this resolution (doc. Senate, n° 5-2098/4), the Senate makes a number of recommendations to the government, reminding it of its commitment to dedicate at least 0.7% of the Gross National Product to Official Development Assistance. It also pleads with the government to ensure gender equality by promoting gender mainstreaming and to further sustainable development. Furthermore, it calls on the Belgian authorities to act primarily within the multilateral framework of the MDG post 2015.

***“The problem when designing new agendas is that although Member States in New York are representatives of all of your countries, they mostly reside in the Ministry of Foreign Affairs, sometimes Ministry of (International) Development. Therefore, the interface at the country level does not happen as it should and therefore does not necessarily reflect the priorities that we see when we come down to the ground. How can we better get you engaged with the country representatives in New York? This is a really critical part of the whole negotiation.”<sup>10</sup>***

Amina J Mohammed, Assistant Secretary General and Special Adviser to UN Secretary General on Post 2015 Development Planning

10. Amina J Mohammed, Speech at International Parliamentary Conference on the Post-2015 Development Agenda, 28 Nov 2013

### **Intergovernmental negotiations:**

Parliamentarians are often included in governmental delegations at intergovernmental negotiations which will be important in the post-2015 process when they start in September 2014. This provides them with an opportunity to influence their respective country's policy and keep them informed of the progress and outcome of these negotiations. In addition, parliamentarians can pass resolutions which offer guidance to government negotiators so the views of their constituents are represented in the negotiations.

### **International conferences:**

Another important way in which parliamentarians can become better aware of the post-2015 development agenda is through participation in regional or international parliamentary networks. Events organised by international organisations such as the Inter-Parliamentary Union (IPU) or the Commonwealth Parliamentary Association (CPA) and regional networks such as the Southern Africa Development Community (SADC) Parliamentary Forum or Asia-Pacific Parliamentary Forum can be useful forums for Parliamentarians to discuss the post-2015 development agenda and share good practice about ways in which national Parliaments have effectively engaged with the process.



#### **German Case Study Public forums in the German Bundestag**

Prior to the recent Parliamentary elections on 22 September 2013, the German Bundestag in its 17th electoral term carried out numerous activities with reference to shaping a global agenda on development and sustainability. Under the auspices of the standing Committee of Economic Cooperation and Development, two public hearings were held.

The first public hearing, on 16 June 2010, referred specifically to the implementation of individually selected MDGs; the issues of hunger, health, education and development partnerships. The German Bundestag reaffirmed that the federal government still prioritized the MDGs and that steps were being taken to identify what Germany can do in practical terms to the achievement of the Millennium Development Goals. Further to this, on the basis of the UN inventory, all of the committee members and experts were expected to investigate which goals have achieved partial or complete success.

The second public hearing, in conjunction with the Subcommittee of the United Nations, International Organisations and Globalisation, took place with the objective of; reviewing the state of progress towards achievement of the MDGs and considering which lessons can be learned from the successes and failures of the MDG process for the post-MDG agenda; providing information on the work of the international organisations, commissions and working groups engaged on preparation of the post MDG agenda and the SDG process; and discussing suggestions and ideas about the post-MDG agenda and SDG process which have already been formulated by the Federal Government, scientific and economic circles, and non-governmental organisations working in the field of environmental and climate protection – in both parts, North and South.



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### **Constituency meetings and public forums:**

Parliamentarians need to establish dialogue with voters by providing information to their constituents on the post-2015 development agenda and receiving feedback from constituents on the effectiveness of government position at a grassroots level. There are a number of mechanisms that can be used by parliamentarians to establish this dialogue with voters. These mechanisms include holding public outreach or 'town hall' style meetings, holding meetings with village chiefs or traditional leaders, undertaking field visits to places like schools, hospitals or businesses and holding constituency meetings or 'surgeries' in order to give citizens the opportunity to raise issues of concern. In addition, parliamentarians can provide information to their voters on the post-2015 process through newsletters, website or social networking sites, or speaking on radio programmes.

### **Meetings with relevant stakeholders:**

In most countries national governments, local authorities, international development partners, civil society organisations, private sector and academia have all contributed input into the post-2015 development agenda. For a Parliament to fully engage with these issues, it is important that information is shared and interaction occurs between the Parliament and all of the relevant stakeholders. This information and interaction can come in the form of formal documentation or in workshops or briefing sessions for parliamentarians.



UN Secretary-General, Ban Ki-Moon and UNDP Administrator, Helen Clark  
Image courtesy of UNDP

# MONITORING THE IMPLEMENTATION OF THE POST-2015 GOALS

## Learning from the MDGs

There can be no democratic system of government without transparency and accountability. The primary responsibility in this field falls squarely on the shoulders of parliament. Parliamentarians play a key role in monitoring and holding their executives to account in upholding their international, regional and national commitments. Parliaments monitor their governments through representation, lawmaking, budgeting and oversight functions. The mechanisms available to parliamentarians in monitoring the implementation of the post-2015 development goals can be explored by examining the lessons learned from the MDGs providing an accountability framework which can be replicated by different parliaments.

## LEGISLATION

Parliaments play a central role in the legislation process whether it is by introducing, scrutinising or reviewing legislation. Although the legislative process differs from country to country all draft laws must pass through Parliament and therefore parliamentarians are in an influential position to engage with and influence the implementation of the post-2015 development goals. In the post-2015 environment it is essential that Parliaments ensure that the post-2015 development goals are reflected in national policies and that the necessary enabling legislation is in place.

The lessons from the MDGs taught us that parliamentarians can legislate more effectively if they are involved earlier in the process of drafting and amending laws. This requires the executive branch of government to include parliament at the earliest possible stage, for instance in the drafting of White Papers, and scheduling a sufficient time frame for new legislation to be adequately scrutinised. Parliaments can maximise their resources and increase their legislative capacity by utilising international parliamentary networks, drawing on technical support from international development agencies and partnering with civil society groups.

Subscribing to the post-2015 development goals and assessing progress toward achieving them may not necessarily need additional laws to be passed in order to create an enabling environment for progress towards implementing policies needed to achieve the goals. However, the legislative process can be used by Parliaments to create a framework for monitoring progress toward achieving the goals by assessing whether the draft laws under discussion will impact positively on achieving the goals.

Passing legislation is only part of the solution towards achieving the post-2015 development goals. Monitoring and overseeing the implementation of legislation and policy is an equally important function of a Parliament.<sup>11</sup>

11. United Nations Development Programme (2010) Parliamentary engagement with the MDGs: a Manual for Use in Parliaments, New York: United Nations. (<http://www.undp.org/content/dam/aplaws/publication/en/publications/democratic-governance/dg-publications-for-website/a-manual-on-parliamentary-engagement-with-the-millennium-development-goals/Parliamentary%20Engagement%20with%20the%20MDGs.pdf>)



### Swedish Case Study Shared Responsibility - Sweden's Policy for Global Development

In Sweden, the government launched a bill – Shared Responsibility: Sweden's Policy for Global Development – that brought all components of Sweden's development policy together, and took a comprehensive approach to policy areas (debt, trade, agriculture, education environment and migration). This legislation ensures a coherent and consistent development policy, because the country speaks with one voice in international fora. The bill was debated and improved by the Swedish Parliament which further requested an annual report on progress on implementation of the new policy.<sup>12</sup>

12. United Nations Development Programme Issue Brief (2013) Parliament's role in defining and promoting the Post-2015 Development Agenda, New York: United Nations

## Legislative mechanisms:

- **Debating the legislation:** The process of passing legislation will usually provide the opportunity to debate and scrutinise bills. This can involve asking questions and tabling amendments to suggest more effective ways of implementing the post-2015 development goals. At certain stages of a bill parliamentarians are given the opportunity to debate specific clauses in a bill and debate any proposed amendments.
- **Working in committees:** A more detailed examination of the legislation often occurs when a bill goes to Committee. This provides an opportunity for parliamentarians to scrutinise legislation in-depth in order to assess the potential impact of the draft law and to correct any inconsistencies. Parliamentarians often receive input from civil society organisations, academics, subject experts, businesses and citizens which increases the access to relevant and current information on important issues. Gathering the views of these stakeholders assists Parliaments in assessing the likely impact of the legislation and provides perspectives on the ground in the country and within constituencies.
- **Introducing Private Members' Bills:** In some parliaments individual members are able to introduce bills. Procedures for this vary and generally, few bills will pass onto the statute books. Often the value of the bill is not in introducing new legislation but in highlighting an issue and pressuring the government to take action.
- **Requesting explanatory notes:** Parliaments can call for explanatory notes or impact analyses that accompany new legislation to include consideration of the likely impact of proposed legislation. This will ensure that interested stakeholders (government, parliament, civil servants and civil society) are cognisant of the post-2015 development goals from the very outset of the legislative process.

***“A strong legislature is essential for democratisation and public accountability. Capable parliaments introduce, scrutinise, and oversee national policies, legislation, and budgets; they ensure their implementation; and they ensure that all citizens, including the most marginalised and disempowered, have their voices heard.”<sup>13</sup>***

Helen Clark, Administrator of the United Nations Development Programme

***“Parliamentarians will have an important role not just in the development, but also in the delivery of the new development agenda...We need the parliamentarians to have the necessary capacities at all levels to make governments translate commitments into real action plans”<sup>14</sup>***

Rt Hon. Alan Duncan MP, Minister of State for International Development, United Kingdom

13. Helen Clark, Video message for International Parliamentary Conference on the Post-2015 Development Agenda, 26 Nov 2013 (<http://www.undp.org/content/undp/en/home/presscenter/speeches/2013/11/26/helen-clark-text-of-video-message-to-the-united-kingdom-commonwealth-parliamentary-association-international-parliamentary-conference-on-the-post-2015-development-agenda.html>)

14. Rt Hon. Alan Duncan, Speech at International Parliamentary Conference on the Post-2015 Development Agenda, 25 Nov 2013

## OVERSIGHT

A key function of most Parliaments is the oversight function. The government is usually accountable to the Parliament and the Parliament is therefore in a position to oversee and monitor policy implementation to ensure government and individual ministries are held to account in their international commitments. Parliaments can use their oversight responsibility to assess what progress is being made, examine whether government policy is being effectively implemented and analyse what impact these policies are having on achieving the targets. Lessons from the MDGs have shown that the oversight function of Parliaments has been an important entry point to engage with the MDGs and make the MDGs central to their work. For example, in many countries, governments have worked with international development partners and domestic civil society groups to produce annual or biannual MDG reports or MDG progress reports that outline the impact that government policy is having on making progress towards the MDGs. There are many different mechanisms that a Parliament can use to oversee the implementation of the post-2015 development goals both in full parliamentary plenary sessions and in parliamentary committees.

### Oversight mechanisms:

- **Debates:** Plenary debates on topical issues are an effective way for a Parliament to oversee progress made towards achieving the post-2015 development goals. As seen with the MDGs many parliaments initiated debates to discuss the national MDG progress reports and the impact that government policy was having on achieving these goals. Such debates have also provided useful moments for drawing media attention to the MDGs and the progress made. Private members can also try to move debates on the MDGs or related topics of interest depending on parliamentary procedures.
- **Questions:** As discussed previously, written or oral questions provide parliamentarians with a valuable opportunity to press for information, action or seek clarifications on the government's progress in implementing international commitments under the post-2015 development agenda.



Meeting of the Work and Pensions House of Commons Select Committee  
Image courtesy UK Parliament



### **Pakistani Case Study** **Pakistan Task Force on the MDGs**

The Task Force on the MDGs, assembled by The Honorable Speaker of the Pakistani National Assembly, oversees the implementation of the Millennium Acceleration Framework on Education for the period of 2013-2015. Its principal objective is to create and maintain an enabling environment that will ensure an open, inclusive and transparent consultation process. Provincial task forces on the MDGs have also been convened in all the four Provincial Assemblies to facilitate regular vertical coordination between the Federal

Government and provinces, as well as horizontal coordination between the provinces.

### **National Stakeholder Consultation**

A series of engagement sessions and consultation meetings have been scheduled at both levels to ensure that the various issues and needs of key stakeholders, who will be responsible for driving the MDG initiatives, are understood. The first such meeting took place on the 12 September 2013, involving all ministries, donors, civil society and key stakeholders. The key objectives of the meeting included; reviewing the progress of respective MDGs against the set targets, milestones, challenges and the lessons learnt as a result; sharing analysis and recommendations on the way forward for MDG 2013-2015; and sharing respective provincial MDG Acceleration Framework models.

The Task Force on the MDGs also emphasises the importance of credible, authentic, and comparable data, which plays a critical role in tracking, monitoring and evaluating social sector reforms to make informed policies.

- **Committees:** Parliamentary committees can be used to carry out more detailed oversight of policy formation and implementation. In many countries, using committees to oversee progress towards achievement of the MDGs can be more effective because committees can often work more flexibly than full sessions of the Parliament. These committees can request that government ministries provide the committee with regular briefings on progress being made towards achieving their international commitments. They can also undertake investigations which include asking CSOs and other stakeholders to provide information in writing, orally, or in electronic format to the committee during the investigation.
- **Field visits:** A very effective oversight mechanism for gathering information on progress towards achieving the post-2015 development goals is for parliamentarians to undertake field visits to see for themselves the impact that projects or policies are having. By visiting regions or communities parliamentarians can meet constituents who are directly affected by government policy and key service providers such as CSOs. Such field visits allow parliamentarians to see firsthand the impact that projects and policies are having on communities and can bring to life the reality and importance of the development goals. The information gathered during such field visits will benefit parliamentarians with regard to their legislative, oversight and representation functions.
- **Freedom of Information requests:** Freedom of information (FOI) laws establish a “right-to-know” legal process by which requests may be made for government-held information, to be received freely or at minimal cost, barring standard exceptions. As of September 2013, at least 95 countries had nationwide laws that allow the public to request and receive data and information held by national governments.<sup>15</sup> These laws provide an avenue for parliamentarians to request more detailed information on programmes to ensure that governments are implementing the post-2015 development goals efficiently and effectively.

15. Right2INFO.org, Access to Information Laws: Overview and Statutory Goals (<http://www.right2info.org/access-to-information-laws>)



### **Australian Case Study Australian Parliamentary Visit to Indonesia**

The effectiveness of Parliamentary Oversight is exemplified by considering the Australian parliamentary delegation to Padang, Indonesia, in September 2013. The parliamentarians visited Padang with the aim of viewing Australian Government-funded reconstruction efforts, following the 2009 earthquake, and aid programs in the region.

During their visit, the delegation visited the SDN04 Kajai Elementary School in Kota Pariaman, which was reconstructed as a result of a program jointly-funded by Australia and America, and the Puskesmas Pauh Kamar health care centre, reconstructed with Australian Government funding.

To further evaluate the effectiveness of Australia's development assistance and reconstruction efforts in the region, the delegation visited the nearby village of Kelurahan Bungo Paso and met families who have had drinking water connections placed in their homes thanks to Australia's expansive water and sanitation programs.<sup>16</sup>

16. DFAT, Australian parliamentarians visit aid programs in Padang (<http://aid.dfat.gov.au/HotTopics/Pages/Display.aspx?QID=805>)



Sen. Andreychuck, Johanne Deschamps MP, Mauril Bélanger MP, Sen. Massicotte, Pat Martin MP, and Ted Menzies MP during the Canada-Africa Parliamentary Association's bilateral visit to Tanzania and Uganda, September 2007  
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## TRANSPARENCY AND THE DATA REVOLUTION

The High Level Panel (HLP) on the Post-2015 Development Agenda called for a “data revolution for sustainable development, with a new international initiative to improve the quality of statistics and information available to people and governments”.<sup>17</sup> Although more open and improved data increases transparency it is not always synonymous with accountability, less waste, or better coordination. This happens when people are able to use the information. The extent to which they are able to do so depends on their context, including the political and administrative climate.<sup>18</sup>

To realise the data revolution there needs to be substantial investments in building capacity in advance of 2015. Improving national statistical capacity is essential, including the disaggregation of data to monitor progress for different groups. It requires investment in up to date information and communications technology (ICT) and the sharing of knowledge and technology, supported by developing countries. At present, spending on data is too easily dismissed as bean counting or administration with only 0.3% of aid spent on supporting statistical systems.<sup>19</sup> In fact data is a key tool for planning how resources are allocated and ensuring that commitments are delivered.

The revolution in information technology provides an opportunity to strengthen data and statistics for accountability and decision-making purposes. Better data and statistics will help parliamentarians, international organisations, CSOs, the private sector and citizens to track progress and hold governments to account. Stronger monitoring and evaluation at all levels, and in all processes of development (from planning to implementation) will help guide decision making, update priorities and ensure accountability.<sup>20</sup> A regularly updated registry of commitments is one idea to ensure accountability and monitor delivery gaps.

Parliamentarians and civil society need to focus on how to better use the new information that comes from the data revolution – to monitor how well resources are being applied to the people who most need them.<sup>21</sup> By following the money, all the way from resources to results – data can help to increase transparency.

### Steps to achieve a data revolution:

- Passing legislation that enshrines the right to information.
- Making detailed and timely government revenue, budget, and spending information publicly available to a common open standard.
- Lobbying for more investment in statistical capacity and public reporting.
- Reforming the governance of country data so that it is independent of government.
- Advocating for improved access to mobile phone and broadband coverage.
- Supporting the collection of disaggregated data to improve national allocation decisions.<sup>22</sup>

17. The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda (2013) A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development, New York: United Nations. (<http://www.post2015hlp.org/wp-content/uploads/2013/05/UN-Report.pdf>)

18. Owen Barder, The open data revolution comes to aid – Guest blog, 29 November 2011 (Accessed at <http://www.aidinfo.org/the-open-data-revolution-comes-to-aid.html>)

19. Tony German, Speech Notes for Speech at International Parliamentary Conference on the Post-2015 Development Agenda, 27 November 2013 (<http://www.parliament.uk/documents/CPA/Post-2015%20conference/Presentations/Tony%20German.docx>)

20. The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda (2013) A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development, New York: United Nations. (<http://www.post2015hlp.org/wp-content/uploads/2013/05/UN-Report.pdf>)

21. *Ibid* 17

22. Andrew Palmer and Alan Hudson, A citizen-centred data revolution, 17 October 2013 (Accessed at <http://www.one.org/international/policy/a-citizen-centred-data-revolution/>)

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## BUDGET SCRUTINY

The annual budget of any country will outline the spending priorities of the government for the coming year. In any national budget, difficult political decisions need to be taken regarding which budget lines and programmes are prioritised within the budget. Although the budget process and the influence that Parliaments can have on the annual budget vary enormously depending on the country, most Parliaments are in a position to scrutinise the budget. Holding the government to account for its use of public money is one of the key roles of parliamentarians.

It is through annual parliamentary reviews of proposed government expenditures that parliaments can ensure adequate, efficient and transparent allocation of resources in national and local budgets for the achievement of the post-2015 objectives and that funding is prioritised in the best way to make progress towards the post-2015 development goals. Parliamentarians can also use this opportunity to scrutinise the budget in an effective manner by asking ministers to explain individual budget lines and the impact they will have on achieving the goals.

In addition to assessing the impact of the spending priorities of the national budget, it is of equal importance that parliaments scrutinise whether the expenditure in the previous year has been effective and has made an impact on making progress towards the post-2015 development goals. As we have seen with the MDGs, this is a clear role for Parliamentary Public Accounts Committees or their equivalents by scrutinising previous spending on MDG-related programmes and assessing whether these programmes have been effectively implemented and the resources well spent.

Effective budget analysis and scrutiny can be a highly technical and challenging task for any Parliament. However, there are a number of steps the Parliament can take to make budget scrutiny more effective.

### **Budget scrutiny mechanisms:**

- **Budget Speech:** The minister responsible for the budget will deliver a speech on the budget which presents the broad economic policies of the government and may also highlight some key social policies. Comprehensive figures of the amount allocated to each government programme are submitted in writing. Since a budget is an expression, in numbers, of the government's policy, budget speeches are followed by policy debates. In some countries, debates can cover the whole range of government policy. This provides an opportunity for parliamentarians to highlight and debate spending on the post-2015 development goals.
- **Committee on the implementation of budgets:** Many parliaments have a parliamentary committee that is called on to scrutinise the implementation of the budget across government departments. There are two main types of committees on budget implementation. One is the Budget or Finance Committee, which corresponds to the Finance Ministry, which both authorises the budget bill and scrutinises reports on its implementation. The other is a Public Accounts Committee, which is not involved in the deliberations on the draft budget. The Public Accounts Committee is often different from other permanent committees in its composition and is frequently chaired by a member of the opposition. Public Accounts Committees usually examine reports from the country's supreme audit institution (SAI, frequently headed by an auditor-general). These committees scrutinise expenditure to assess whether funds have been used efficiently, effectively, and in the intended fashion. They are a crucial mechanism for ensuring transparency and accountability in government financial operations. Through analysing the budget parliamentarians these committees will be able to examine the budget lines related to the post-2015 development goals.



- **Financial Reviews:** Soon after the commencement of the financial year, Parliaments (through committees or as a whole) will be tasked with conducting a financial review of the performance in the previous financial year and the current operations of each individual department or ministry. This provides parliaments with an opportunity to question how money is spent to ensure that it is going to programmes which help to accelerate development goals. By asking questions parliamentarians are able to receive justifications for the budget as a whole and for specific budget lines which relate to the post-2015 development agenda.

## PARLIAMENTARIANS AND CORRUPTION

Corruption is undeniably one of the most serious impediments to human development as it undermines and distorts the proper functioning of democratic institutions. Each year corruption is estimated to have cost more than 5% of global GDP (US\$2.6 trillion).<sup>23</sup> The Millennium Development Goals (MDGs) have been hindered by corruption by obstructing unfettered public access to social services and diverting resources away from investments in public infrastructure, public institutions and social services. Fighting corruption is now at the forefront of citizens' demands and is a key topic in national global development discourses, including in consultations on the post-2015 development agenda.<sup>24</sup>

Corruption is an issue that has garnered particular attention since 2000, resulting in the entry into force of the United Nations Convention against Corruption (UNCAC) in 2005 which has achieved near-universal ratification and has created a global momentum in support of the fight against corruption. Parties to the convention commit to the establishment of anti-corruption bodies, enhanced transparency in the financing of election campaigns and political parties, efficiency of public servants, recruitment based on merit, transparency and accountability in matters of public finance and generally high standards of conduct in all areas of public affairs – in addition to tighter regulation of business and private financial transactions.<sup>25</sup>

### What is the role of a parliament in the implementation of the Convention?

Parliaments and parliamentarians have a key role to play in combating corruption and in the different processes envisaged under UNCAC. In particular parliaments and parliamentarians can:

- play an active role in the design and implementation of a national anti-corruption strategy, the establishment and strengthening of relevant national anti-corruption body/bodies, and in framing and reviewing relevant legislation;
- promote UNCAC and play an important oversight role in the monitoring and review of national efforts to implement and domesticate the Convention (including by identifying gaps in the implementation of its provisions);
- collaborate with the executive in strengthening anti-corruption policies and procedures; and
- assist in developing coalitions of civil society organisations and other stakeholders to support full compliance with UNCAC.<sup>26</sup>

23. GOPAC and UNDP, Anti-Corruption Assessment Tool for Parliamentarians, 12 November 2013 (<http://www.undp.org/content/dam/undp/library/Democratic%20Governance/Anti-corruption/User%20Guide%20-%20Anti-Corruption%20Assessment%20Tool%20for%20Parliamentarians.pdf>)

24. Ibid.

25. United Nations System Task Team on the Post-2015 UN Development Agenda (2012) Governance and development: Thematic Think Piece, New York: United Nations ([http://www.un.org/millenniumgoals/pdf/Think%20Pieces/7\\_governance.pdf](http://www.un.org/millenniumgoals/pdf/Think%20Pieces/7_governance.pdf))

26. Ibid 23.

## REPRESENTATION

In many countries, Parliamentarians have been elected as representatives of geographical areas or social groups. Representing the views of their constituents in Parliaments and providing constituents with information on national and Parliamentary issues is a key role for Parliamentarians.

Parliamentarians are an important link between governments and key stakeholders in civil society and the private sector. Reflecting on MDGs has proved that parliamentarians can ensure that citizens have a voice at the national level and are able to participate in the decision-making process when implementing the goals. Parliaments also have an important role to play in raising awareness of the goals and efforts to achieve them.

By establishing dialogue with constituents parliamentarians can both provide information and receive feedback on the effectiveness of government policies at a grassroots level. Through this dialogue parliamentarians will become more aware of the day to day concerns of constituents, such as jobs, education and healthcare which are issues that will be included in the post-2015 development goals. It is important that parliamentarians should not only listen to the concerns and grievances of constituents but also provide feedback to them when progress is made or to explain why there is no progress being made.



### Tanzanian Case Study Learning from Tanzanian MPs' leadership on HIV/AIDS

Much of Tanzania's success in fighting HIV/AIDS can be attributed to the founding of the Tanzania Parliamentarians AIDS Coalition (TAPAC) in 2001. Its unique membership includes 75 per cent of current Tanzanian MPs, the country's President, Prime Minister and many other high-level politicians. Over the past decade, TAPAC's actions have contributed to lowering the HIV prevalence rate, the adoption of one of the most progressive legislations on HIV/AIDS, and the creation of a Standing Committee on HIV/AIDS Affairs

in 2008, which truly mainstreamed HIV in the work of Parliament.

High-level leadership has also played a critical role in combating stigma in Tanzania. Tanzanian MPs have exercised leadership both nationally and on the ground in their constituencies, by involving local authorities in advocacy efforts and action. By working directly with stigmatised groups such as injecting drug users, and the most vulnerable particularly women and young people, and by supporting AIDS orphans and giving civil society a voice during the drafting of the HIV Bill, Tanzanian MPs contributed to advocacy efforts and changing attitudes to HIV/AIDS.<sup>27</sup>

27. Inter-Parliamentary Union, Learning from Tanzanian MPs' leadership on HIV/AIDS: IPU Advisory Group on HIV/AIDS field visit to Tanzania, 10-12 September 2012 ([http://www.ipu.org/pdf/publications/hiv12\\_en.pdf](http://www.ipu.org/pdf/publications/hiv12_en.pdf))

### Parliamentary mechanisms:

- **Meetings:** Parliamentarians can host public meetings themed around the post-2015 development goals, inviting different groups to provide their perspective. These public consultations provide an opportunity to gather views directly from citizens and gather information on the impact that policies are having on making progress towards the post-2015 development goals.
- **Media:** Making information widely available in multiple formats enhances the transparency of the parliamentary process and encourages greater participation from the general public. New media and social networking provides the opportunity to make to create a 'dialogue' on issues that affect them.

- **Parliamentary groups:** These are voluntary associations or groups composed of members from all political parties. They can hold meetings with representatives of civil society, NGOs, policy think-tanks, business, and academia and can organise official visits (at home and abroad) to share learning on best practise. They provide an informal forum for bringing civil society representatives into parliament and encouraging greater mutual trust and cooperation between these two groups. In addition, these parliamentary groups often organise events to discuss, debate and lobby on issues to put strong pressure on the government.
- **Marginalised groups:** Parliamentarians should make extra efforts to ensure that their work reaches groups of people who are under-represented in the political process (e.g. women and girls, people with disabilities, ethnic or religious minorities and indigenous people). Discrimination faced by these groups has meant that many have not enjoyed the benefits of progress on the MDGs. Examples of this work could include ensuring constituency offices or public meetings allow disabled access or attending meetings of a local women's group to hear about the issues that present problems to them in their day-to-day lives.
- **Elections:** Elections provide important opportunities to establish, reaffirm or redirect development priorities. This is the time when parliamentarians are in most contact with constituents and the post-2015 development goals can be used within manifestos and campaigning, including concrete pledges, to highlight a party or candidate's commitment to issues that affect the electorate.



### Tongan Case Study Practice Parliament for Women in Tonga

Since 2010, Tonga has been undergoing constitutional and parliamentary reforms as part of its wider political reform towards democracy. These reforms intend to build a modern and more representative parliament with representation from socially marginalised and underrepresented groups such as women, youth and people with disabilities. Tonga's Parliament remains predominantly male with only one female Member in 28 Members of Parliament. There is growing pressure to improve gender equality by encouraging the participation of women in parliament so that it better reflects the population's gender balance.

To address these issues, the Speaker of the Legislative Assembly of Tonga, Lord Fakafanua, was instrumental in encouraging donor partners to fund a Practice Parliament for Women. This initiative provides a forum for women to showcase their potential in Parliament, promote women in leadership and key decision making roles, highlight gender equality and women's views on minority representation. It provides a platform whereby women will fully comprehend the importance of their active participation in the law-making process. Furthermore, giving women a first-hand opportunity to voice their interests in a parliamentary setting will give them the confidence, familiarity and experience to become future MPs. It is anticipated that the Practice Parliament will play a key role in encouraging women to register as candidates for parliament in the upcoming General Elections in November 2014.

#### Below are the following objectives for the Practice Parliament for Women:

- **Objective 1:** To encourage the active participation of both men and women in parliament
- **Objective 2:** To increase awareness on the important role of both men and women in a participatory democratic system in light of Tonga's political reforms
- **Objective 3:** To help women better understand the parliament's lawmaking role, its procedures and processes
- **Objective 4:** To empower women and demonstrate women's potential capacity in decision making in a near reality parliament setting
- **Objective 5:** To inspire and to increase the confidence of women to run as parliament candidates so that they become future leaders and key decision makers in Tonga.



## CASE STUDIES FROM THE CONFERENCE

### Child Mortality

*Dr Bhanu Williams (Consultant in Paediatric Infectious Diseases and General Paediatrics at North West London Hospitals NHS Trust) writes:*

*In 2012, the under-five mortality rate in Somalia was 147/1000 live births, 56/1000 in India and 5/1000 in the United Kingdom. The poorer the child, the more likely they are to be exposed to risk factors for ill health. Unclean water and poor sanitation lead to diarrhoeal disease while inadequate housing, air pollution and overcrowding promote the spread of respiratory pathogens. Poor children are more likely to be underweight and micro-nutrient deficient and, once they have acquired an illness, be less resistant to disease, less likely to reach a health facility and be less likely to receive adequate care than their richer peers. Preventive public health measures tend to have the worst coverage amongst the poorest populations with the greatest need.*

*Improvements have been made in global child health but it seems unlikely that Millennium Development Goal 4, which aims to reduce the under-five mortality rate by two-thirds between 1990 and 2015, will be met. Global parliamentarians are uniquely poised to work with the international child health community to improve child health by demonstrating leadership, priority setting, legislating and allocating funding for interventions such as vaccination programmes, distributing insecticide treated nets and scaling up access to clean water. In 2012, 6.6 million children died before reaching their fifth birthday. Most of these deaths were preventable by known, cost-effective interventions. Without good child health, there is no foundation on which to build future transparent, participatory and prosperous societies so eliminating avoidable child deaths and disability must be central to the post 2015 development agenda.*

At a breakout session on infant mortality conference participants proposed that in order to end preventable child deaths, Parliamentarians should:

- Hold old recipient and donor Governments to account for existing commitments on reducing child mortality and its social, economic and environmental determinants.
- Adopt a multisectoral and holistic approach in consideration of child mortality.
- Be more pro-active, and put constituency responsibilities before party loyalty.
- Use their Constituency Project Funding to support MDG-related projects.
- Interact with regional / continental parliamentary bodies (e.g. ECOWAS Parliament).
- Push for peace and security to be incorporated into SDGs.
- Participate in high-level discussions through organisations such as IPU, and demand positions in all forums involved in post-MDG discussions, including the High-level Panel
- Commit to promoting funding and legislation to reduce deaths from vaccine-preventable diseases, as part of a comprehensive framework for disease prevention, protection and treatment.

# POST-2015 ACTION PLAN FOR PARLIAMENTARIANS

Strengthening the capacity of parliamentarians to participate and engage in the post-2015 process is vital to achieving a single universal agenda which merges the efforts to eradicate poverty and to promote sustainable development. At the International Parliamentary Conference on the Post-2015 Development Agenda delegates called on governments to maintain their commitment to a transparent process, which includes input from all stakeholders including civil society, scientific and knowledge institutions, parliaments, local authorities, and the private sector. Recognising the successes and learning the lessons from the MDG process conference delegates agreed to commit to a set of recommendations. Through their discussions they agree to an action plan to enable all parliamentarians to engage in the design, implementation and oversight of the post-2015 agenda.

## Key Principles

The following set of key principles should underpin the new development goals:

- *Democratic governance* – by building and strengthening effective institutions that are participatory, transparent and accountable.
- *Human rights* – by upholding the Universal Declaration of Human Rights, respecting all internationally recognised human rights and fundamental freedoms, including the right to development.
- *Sustainable development* – by ensuring that economic, social and environmental sustainability are included in disaster risk reduction, peace and security, resilience and the recognition of the impact of climate change into the framework.
- *Equality* – by ensuring that no one is left behind and that the appropriate measures are in place to protect and promote equality, equity, and social inclusion by incorporating them into laws, policies and programmes.
- *Global partnership* – by fostering a new spirit of solidarity, cooperation, and mutual accountability which ensures effective and equitable financing for development and delivers on all commitments.



Gunilla Carlsson and the Speaker of the UK House of Commons, the Rt Hon. John Bercow MP addressing delegates at the International Parliamentary Conference on the Post-2015 Development Agenda, London, 2013  
Image courtesy of CPA UK

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## Formulation of Post-2015 Goals

When influencing the formulation of the new development goals Parliamentarians should engage with the intergovernmental negotiations and policy discussions at local, national and regional levels by:

- **Promoting** discussion through parliamentary debates and questions to obtain information, raise awareness, to hold our governments to account and to draw media attention to the post-2015 debate.
- **Conducting** committee hearings that investigate national priorities in greater depth and that give opportunities to hear testimony from independent experts and civil society representatives.
- **Convening** constituency meetings and public fora to establish dialogue with members of the public to inform them of the issues and ensure their voices are heard.
- **Engaging** with relevant stakeholders such as local authorities, civil society organisations, the media and the private sector by sharing information and supporting their participation in decision-making.
- **Providing** representation to women and young people, and vulnerable and marginalised groups to ensure that they will be at the centre of the post-2015 agenda.

## Monitoring the Post-2015 Goals

To effectively monitor the implementation of the new development goals Parliamentarians should:

- **Introduce, scrutinise and review** legislation to ensure that the new development goals are reflected in national policies and that the necessary enabling legislation is in place.
- **Oversee** policy implementation to ensure our governments and other stakeholders are held to account in their international commitments.
- **Advocate** for the adequate, efficient and transparent allocation of resources in national and local budgets to ensure they are prioritised in the best way to make progress towards the new development goals.
- **Provide** representation to all sectors of society by ensuring that citizens, different stakeholders and civil society groups have a voice at the national level and are able to participate in the decision-making process.
- **Foster** debate on innovative, fair, transparent and accountable mechanisms – including ensuring fairer trade – by which to achieve the post-2015 agenda.<sup>28</sup>

28. Commonwealth Parliamentary Association, Communiqué and Action plan - International Parliamentary Conference on the Post-2015 Development Agenda, Houses of Parliament, London, United Kingdom, 26 - 28 November 2013. (<http://www.parliament.uk/documents/CPA/Post-2015%20conference/IPC2015%20Communique%20-%2028%20November%202013.pdf>)

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# CONCLUSION

The International Parliamentary Conference on the Post-2015 Development Agenda helped to highlight the importance of involving parliamentarians in the post-2015 development agenda consultations as we lead up to the intergovernmental negotiations in September 2014. The challenge for parliamentarians is to define how best to maximise their involvement with these consultations whether it is at the national, regional or international level. This can be achieved in two parts; firstly by ensuring that Governments and International Organisations recognise the vital role they can play in consultations at an international level and secondly by influencing the consultations that are taking place within their own Government and the relevant Government Ministries. As a minimum parliamentarians should be consulted during the negotiations and have the opportunity to submit inputs, questions and comments.

However it is important that parliamentarians are proactive rather than reactive with regards to their engagement. Parliamentarians have to make sure that their voices are heard during these key consultations but their success in engaging with the post-2015 development agenda will hinge on their ability to show their political relevance and their ability to develop internal mechanisms to provide a specific focus on the post-2015 development agenda. Ensuring cross party consensus within parliament on these two issues will assist in ensuring a central role for parliamentarians in the post-2015 development agenda consultations.

To ensure greater legitimacy of the post-2015 development agenda parliamentarians must play a central role to increase the likelihood of the agenda being effectively implemented. During the implementation stages of the development goals after 2015 parliamentarians must utilise their legislative, budgetary scrutiny, oversight and representation roles to ensure they are implemented by their respective Governments. As outlined above conference delegates outlined the key mechanisms available to parliamentarians to monitor the progress of the post-2015 development agenda. However parliamentarians alone cannot be left to ensure their Governments are implementing the development goals. They must work with all relevant stakeholders including international organisations, civil society, private sector, media, academia and individual citizens to ensure these goals are achieved.

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- Development Initiatives
- DFID
- Forward
- ICAI
- Inter-parliamentary Union
- International Alert
- international Development Committee, House of Commons
- International Network for Cancer Treatment and Research (INCTR)
- London International Development Centre
- Malaria Consortium
- NMUN Africa
- One Campaign
- Oxfam
- Plan UK
- Privacy International
- Progressio
- Publish What You Fund
- Restless Development
- Results UK
- Results UK (APPG on TB)
- Royal College of Paediatrics and Child Health
- Sabin Foundation Europe
- Safer World
- Save the Children
- Scottish parliament
- Selfless
- Sightsavers
- Solar Aid
- Soroptimist International HQ
- STOPAIDS (former UK Consortium on AIDS and International Development)
- The Elders
- The International Network for Cancer Treatment and Research (INCTR)
- UCL
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- Unilever
- UNMC
- VSO UK
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**CPA UK**

Westminster Hall

London

SW1A 0AA

Tel: +44 (0) 207 219 5373

Fax: +44 (0) 207 233 1202

Email: [cpa@parliament.uk](mailto:cpa@parliament.uk)

Web: [www.parliament.uk/cpauk](http://www.parliament.uk/cpauk)

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