TOOLKIT FOR PARLIAMENTARIANS

INTERNATIONAL PARLIAMENTARY CONFERENCE ON THE MILLENNIUM DEVELOPMENT GOALS

REACHING FOR 2015: GOVERNANCE, ACCOUNTABILITY AND THE ROLE OF THE PARLIAMENTARIAN

HOUSES OF PARLIAMENT, LONDON
28 NOVEMBER - 2 DECEMBER 2011
THE 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: COMBATE 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
INTRODUCTION

From 28 November – 2 December 2011 the Commonwealth Parliamentary Association UK Branch (CPA UK) hosted the first International Parliamentary Conference on the Millennium Development Goals at the Houses of Parliament, London. Entitled ‘Reaching for 2015: Governance, Accountability and the Role of the Parliamentarian’, the conference drew together parliamentarians from over 33 countries to discuss their role as legislators and identify key areas of parliamentary activity to accelerate progress toward the 2015 MDG deadline and beyond. The material in this toolkit draws on the proceedings of this conference to provide guidance for members of parliament to incorporate the Millennium Development Goals (MDGs) into their work.

The MDGs represent one of the greatest promises ever made to improve the lives of millions of people who live in poverty and are denied basic rights and dignity. All people have a stake and a role to play in achieving the MDGs. This is especially true for parliamentarians who, as public representatives, must be advocates for the poorest and most marginalised. With the 2015 deadline rapidly approaching, a massive and sustained surge of political will is required to ensure maximum progress. Parliamentarians in all countries have a vital role to play in providing this leadership.

The toolkit provides information and advice to help parliamentarians to become actively involved in reaching the MDGs. Given the competing demands and heavy workload of parliamentarians this toolkit is designed to provide a brief, user-friendly tool which parliamentarians can use flexibly according to their individual interests and parliamentary role. In this publication you will find:

• An introduction to the MDGs, their historical background, current status and key future milestones.
• Tips on how parliamentarians can contribute to the MDGs through their combined responsibilities of lawmaking, oversight and representation.
• Up-to-date facts and figures, case-studies of effective parliamentary work, and suggestions for future activities for each of the 8 goals.
• A look ahead at what might come after the MDGs and ideas for how parliamentarians can contribute to shaping the international development agenda post 2015.
• A list of references and resources to assist parliamentarians in their work.

Working to achieve the MDGs should not be seen as an additional responsibility for parliamentarians but should form part of their day-to-day work, in both donor and developing countries. Across the world, parliaments are increasingly taking a proactive role, flexing their constitutional muscles by getting involved in preparing and monitoring national development plans, advocating for pro-poor policies and legislation and seeking greater equality for marginalised groups. These actions add great impetus to the achievement of the MDGs.

A critical challenge for the MDGs and parliaments is ensuring women’s equal participation both as legislators and in the formal and informal decision-making processes that determine a country’s development trajectory. This is
not just their right. Women’s greater participation in public and political life is also associated with more positive development outcomes. The participation of other historically marginalised groups must be a further objective. This work cannot be carried out in isolation. It is part of the wider mobilisation required across all institutions of society to achieve sustainable, equitable development. In this publication you will find examples of practical policies and activities that can be undertaken in partnership with all stakeholders, including an emphasis on the important relationship between parliament and civil society.

The 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 is one of the largest branches of the Commonwealth Parliamentary Association, the professional association of all Commonwealth parliamentarians. CPA UK’s membership is made up of 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.

ACKNOWLEDGEMENTS

Thanks go firstly to all those who participated in the International Parliamentary Conference on the Millennium Development Goals. Their contributions and discussions throughout the conference formed the basis for this toolkit.

Special thanks go to those who have contributed case studies of their work in promoting the MDGs. These include Hon Ms Sylvia Ssinabulya MP from Uganda, Dr Omar Ndoye MP from Senegal, Ms Aleksandra Blagojevik of the Inter-Parliamentary Union, and Mr Chris Stephenson of Globe International.

In addition we are very grateful to those who provided helpful comments on previous drafts or sections of the Toolkit. Thanks to Professor Myles Wickstead (Commission for Africa), Svend Robinson (The Global Fund), Dyfan Jones (International Parliamentary Strengthening Consultant), and Vic Crawford (Africa All Party Parliamentary Group UK).

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BACKGROUND

“We will spare no effort to free our fellow men, women and children from the abject and dehumanizing conditions of extreme poverty, to which more than a billion of them are currently subjected. We are committed to making the right to development a reality for everyone and to freeing the entire human race from want.”

In the year 2000, Heads of State from across the world gathered in New York to sign the Millennium Declaration. The declaration set an agenda for international relations in the 21st Century and had at its core the commitment to fight against the dehumanising poverty and inequality that affects vast numbers of the world’s population.

Included in this was a statement of values governments agreed should guide their actions in the new Millennium:

- **Freedom:** Men and women have the right to live their lives and raise their children in dignity, free from hunger and from the fear of violence, oppression or injustice. Democratic and participatory governance based on the will of the people best assures these rights.
- **Equality:** No individual and no nation must be denied the opportunity to benefit from development. The equal rights and opportunities of women and men must be assured.
- **Solidarity:** Global challenges must be managed in a way that distributes the costs and burdens fairly in accordance with basic principles of equity and social justice. Those who suffer or who benefit least deserve help from those who benefit most.
- **Tolerance:** Human beings must respect one other, in all their diversity of belief, culture and language. Differences within and between societies should be neither feared nor repressed, but cherished as a precious asset of humanity. A culture of peace and dialogue among all civilizations should be actively promoted.
- **Respect for nature:** Prudence must be shown in managing all living species and natural resources, according to the precepts of sustainable development. Only in this way can the immeasurable riches provided to us by nature be preserved and passed on to our descendants. Current unsustainable patterns of production and consumption must be changed in the interest of our future welfare and that of our descendants.
- **Shared responsibility:** Responsibility for managing global economic and social development, as well as threats to peace and security, must be shared among the nations of the world and should be exercised multilaterally. As the most universal and representative organisation in the world, the UN must play the central role.

THE MILLENNIUM DEVELOPMENT GOALS

In order to achieve the objectives set out in the Millennium Declaration, the UN sought to develop an objective and measurable framework against which progress could be tracked. This gave rise to the 8 Millennium Development Goals and their respective targets and indicators which aim to eradicate...
extreme poverty and hunger; achieve universal primary education; promote gender equality; improve child and maternal health; combat HIV/AIDS, TB, Malaria and other diseases; ensure sustainable development; and establish a global partnership for development.

While the MDGs have subsequently become the central organising framework for international development over the past decade, and are the focus of this toolkit, they should not be seen as separate from the values set out in the Millennium Declaration. The overarching objective of poverty alleviation, operationalised through the MDGs, cannot be achieved unless they are underpinned, for example, by the freedom afforded by democratic and participatory governance or the shared responsibility of rich and poor nations working in partnership.

One of the key achievements of the MDGs has been to identify, for the first time, a set of specific and measurable targets through which progress towards objective development outcomes can be measured. This has had the effect of aligning the efforts of development actors around coordinated, concrete objectives and the time-bounded bench marks and indicators. The MDGs have formed the basis for significant policy reforms and resource allocations and have gained a significant public consciousness providing a powerful and accessible advocacy tool for mobilising public support.

“The MDGs have had a catalytic effect on global development, because of their simplicity, measurability and accessibility. Anybody can understand them, grasp that they matter, judge whether or not his or her country and the wider world is doing enough to achieve them and take action if they are not.”

The High-Level Summit held in New York in 2010 provided an opportunity to survey the progress that has been made so far. The UN identified significant achievements in reducing the number of people living in poverty, increasing school enrolment, reducing child death, expanding access to clean water, increasing access to HIV/AIDS treatment and combating the spread of other diseases.

However, it was also acknowledged that this momentum was partial and fragile, and in many cases, the most vulnerable groups had enjoyed little benefit. Hunger rose during the recent food and economic crises. Employment was similarly affected. There has been only slow progress on gender equality and improving basic sanitation while new cases of HIV outstrip the number of people starting treatment. Progress on maternal health was identified as particularly slow. There is also a lack of tangible measures for accessing progress toward achieving MDG 8, including insufficient aid flows and the continued inequality of the global trade system.

Despite these challenges, the outcome document from the Summit stated the following:

“*We are convinced that the Millennium Development Goals can be achieved, including in the poorest countries, with renewed commitment, effective implementation and intensified collective action by all Member States and other relevant stakeholders at both the domestic and international levels, using national development strategies and appropriate policies and approaches that have proved to be effective, with strengthened institutions at all levels, increased mobilization of resources for development, increased effectiveness of development cooperation and an enhanced global partnership for development.*”

THE ROLE OF PARLIAMENTARIANS

“We feel strongly that parliament should play a leading role in development. We are the democratically elected voice of the people. We have a constitutional mandate and a sworn obligation to represent the people’s interests in development deliberations. Unlike other actors, parliamentarians have the unique mandate to examine, scrutinize and oversee the executive.”

Parliaments are crucial but often overlooked partners in the development process. In their day-to-day work, parliamentarians are the watchdogs that can hold governments to account for their development and aid commitments at a local, national and international level.

As unique, directly elected bodies in most democracies, parliaments have a critical role in ensuring national ownership and popular participation in development. Without their active and informed participation, the likelihood of achieving the 2015 MDGs deadline is greatly reduced.

Parliaments will have varying functions, resources and capacity in different jurisdictions but in most cases parliament has three basic roles – lawmaking, oversight and representation.

Lawmaking
By introducing, scrutinising and amending legislation, parliaments have the opportunity to create an enabling framework for implementing and monitoring progress toward achieving the MDGs. These laws can ensure that internationally agreed human rights standards – such as the International Covenant on Economic, Social and Cultural Rights – are integrated into national policies and that all people have equal access to justice.

Oversight
In its oversight role, parliament is the primary institution for holding governments to account for the implementation of policy. Of critical importance to this is the oversight and scrutiny of budgets which must ensure sustained and sufficient funding and financial accountability for development programmes.

Representation
Parliamentarians are the key link between civil society and the government. Whether representing the interests of their constituents or meeting with various stakeholders and interest groups, they are responsible for ensuring that the voices of the poor are included in the national development process.

In reality, these roles will overlap. The introduction of new legislation will require wide consultation with civil society to ensure the views of constituents are represented and parliament will have to engage in ongoing monitoring and scrutiny to ensure that the legislation is enacted and enforced and that necessary funds are provided for its implementation.

As the capacity, resources, and constitutional role of parliaments will differ, it is not possible to identify a ‘one size fits all approach’. Some parliaments will have a greater role in introducing or amending legislation. Others will be provided with greater information and resources to facilitate their scrutiny of budgets. In some countries civil society will work hand-in-hand with parliament as watchdogs on government while in others this relationship may be less cooperative or even hostile.
As such, it is necessary to see this toolkit as providing just an introduction to the kind of work that can be undertaken by parliaments. Individual parliamentarians will be the best judges of how these approaches can be adapted to the national context and what will work locally to best serve their constituents.

Why are the MDGs important for parliamentarians?2

• The MDGs are the goals that all countries have agreed are international priorities. They allow politicians to link their work locally with major global initiatives.

• Many of the issues and complaints made by citizens to MPs every day, such as education, health, poverty or jobs are all issues that are included in the MDGs.

• Making progress towards achieving the MDGs means that the lives of the people will improve. Generally, governments and parliaments that improve people’s lives are more popular with citizens.

• By engaging with the MDGs in their work parliamentarians can both serve their constituents’ interests and bring about wider social and economic change.

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The rule of law is critical to promoting economic growth, sustainable development and the eradication of inequality and poverty. In a democracy, parliaments are the institution with sole authority for scrutinising and passing legislation and therefore have a pivotal role to play in ensuring that a country’s laws match its development aspirations.

In their legislative duties, parliamentarians should aim to create an enabling environment not only through enacting new laws where necessary, but also by scrutinising and amending existing legislation as well as monitoring its subsequent implementation.

These laws must protect fundamental rights, establish frameworks for implementing and monitoring policies, promote transparency, impose clear lines of accountability and, critically, ensure that all people enjoy equal access to, and protection by, the law.

Legislation, particularly rights-based legislation, helps to improve accountability, providing national and international mechanisms to hold governments to account if they fail to fulfil their duty to respect, protect and fulfil human rights in pursuing MDGs initiatives. They also ensure a focus on the poorest and most marginalised and require their participation in governance structures.1 Parliamentarians can provide the empowerment, support and advocacy to ensure that international legal obligations are used to frame development policy.

In many countries there is a need to undertake pro-poor legal reforms, in many cases due to outdated laws which exist as a legacy of colonial rule. Parliamentarians can be at the fore of this reform process. This involves eliminating laws with a distinct anti-poor component, reforming legal procedures to create greater access for individuals and CSOs acting in the public interest, reducing legal technicalities and simplifying legal language. An appropriate legal system and business and commercial laws enabling the private sector to conduct its activities efficiently are also needed.2

But the law can also be a barrier to achieving the MDGs and parliamentarians must work to expose harmful, discriminatory legal practices and discuss strategies for their reform or repeal. For example, there is a trend towards using punitive laws to address the HIV/AIDS epidemic. Many countries have recently introduced new laws criminalising HIV transmission or have enacted or proposed new or increased penalties for sex work, homosexual acts or intravenous drug use. Such legal responses will lead to more, not fewer, people contacting HIV as punitive laws and law enforcement practices make it more difficult to reach at risk groups.3

Challenges4
Parliament’s ability to engage in the legislative process may be constrained constitutionally and practically. Some jurisdictions may allow only limited opportunities for parliament to scrutinise and amend government legislation, for instance not allowing amendments that place a cost on public finances. Participation in the legislative process may also be constrained by a lack of technical resources for the researching and drafting of legislation.

Parliamentarians can legislate more effectively if they get 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.

Putting the MDGs into your work:

- **Debating the Government’s Legislative Programme:** Parliament will usually open with governments setting out their proposed legislative agenda. This provides an opportunity to question the government on the impact of the legislative programme on the MDGs and gain information to plan a legislative strategy for the coming session (i.e. identify parliamentary and civil society allies to work with on upcoming legislation).

- **Debates and Committee Work:** The process of passing legislation will usually provide the opportunity to debate and scrutinise bills. By asking questions and tabling amendments, parliamentarians can contribute to more effective, pro-poor...
legislation. Where legislation is read in committee there is the opportunity for even more detailed examination, including hearing from external experts, interest groups and civil society. This can be invaluable in bringing the perspective of multiple stakeholders to the formation of legislation and enhances the democratic process by opening up the institutions of governance to civil society.

- **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.

- **MDG 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 on relevant MDGs. This will ensure that interested stakeholders (government, parliament, civil servants and civil society) are cognisant of the MDGs from the very outset of the legislative process.

**Case Study 1: Parliamentarians Develop a Model Law on HIV and AIDS in Southern Africa.**

The Southern African Development Community (SADC) Model Law on HIV & AIDS illustrates the leadership role that parliamentarians from across the sub-region can play to help turn the tide of the pandemic.

The idea of a Model Law emerged in 2007 during the meeting of the SADC Parliamentary Forum’s (SADC PF) HIV and AIDS Committee. The SADC PF Secretariat convened a number of meetings involving parliamentarians, legal drafters, members of Law Reform Commissions, organisations of people living with HIV, human rights experts, academics, HIV activists, and judges from across the sub-region.

In November 2007, a regional deliberative session for Members of Parliament and legal drafters was held in Dar Es Salaam, Tanzania. Following the deliberative session, a Draft Model Law was prepared by the SADC PF Secretariat, which was endorsed ‘in principle’ by the Executive Committee of SADC PF.

In July 2008, a civil society consultation on the Draft Model Law was organised at the University of Pretoria for further input by civil society groups. The Model Law is therefore the product of various consultations and has benefited from input from a wide range of stakeholders from the sub-region.

The Model Law guarantees the respect for human rights principles, rejects coercive approaches, addresses the root causes of vulnerability to infection and ensures the protection of members of vulnerable and marginalised groups.

Both in terms of the way it was drafted, and the provisions it includes, the Model Law stands out as an important milestone for guiding HIV-related legislative reform in southern Africa. It provides a valuable tool for parliamentarians, civil society actors, people living with HIV and other stakeholders to use as reference and yardstick for legislative reform in their country.

**Case Study 2: Using technology to include under-represented groups in the legislative process in Brazil.**

Launched in June 2009 by the Chamber of Deputies of Brazil, the “e-Democracia” programme aims to engage the public in the law-making process in order to achieve concrete legislative results. Relying on the use of social media, combined with offline legislative events (e.g. committee hearings, conferences), the initiative is intended to reach a broad audience that includes citizens, parliamentarians, civil servants, researchers, non-governmental organisations and interest groups.

The backbone of the initiative is its website which provides a multiple participatory mechanism that allows users to be involved in three core moments of the law-making process:

- The sharing of information about a problem that needs to be addressed by law;
- The identification and discussion of possible solutions to the problem; and
- The drafting of a bill itself.

The main goal is to facilitate access to the decision-making process by people who do not traditionally have access or influence over the political system in Brazil. The project has already been used to consult on legislation about youth employment (MDG 1) and internet accessibility (MDG 8) among other issues.
Increasing attention is being placed on the role of parliaments in plugging accountability gaps between governments and citizens to accelerate progress towards the MDGs. In developing countries, many of which are newer democracies, parliaments are maturing and asserting themselves ever more, claiming an expanded oversight and scrutiny role.

Effective checks and balances in the system of governance are essential to ensure that the various organs and agencies of government are held accountable for discharging their duties responsibly and in the manner intended. The MDGs provide a yardstick against which this performance can be judged and more and more the relationship between strong democratic governance and enhanced development outcomes is being realised.

In exercising its oversight functions, parliament is responsible for holding government to account for its development commitments. This role can be fulfilled in a variety of ways – reviewing policies and programmes, visiting projects and facilities to monitor and evaluate them, reporting findings, asking questions and making statements.

Parliaments also play a vital role in the budget process; advocating for spending to be directed towards MDG targets, and monitoring and evaluating the efficacy of that spending. No matter how well laws and policies are designed, they will not be effective if there is no funding to support their implementation. Parliamentarians play an absolutely critical role in the debate surrounding the development of the budget, as well as in the budget approval process.

Parliamentarians can play an important part in opening up the budget, enhancing participation and transparency. It represents an opportunity for parliaments to engage international donors and development agencies, many of which tend to bypass parliament in its bilateral negotiations with governments.

Though the budget approval process is critical, it should not represent the sum of financial scrutiny. It requires ongoing oversight of government spending which is necessary to ensure the effectiveness of previous budget allocations and their contribution to the achievement of the MDGs. Individual parliamentarians can carry out some of this work, perhaps allied to local NGOs in their constituency, or can participate through formal mechanisms such as public accounts committees or their equivalent.

Challenges
The legislative branch can frequently experience difficulties in fulfilling its oversight duties given the severe lack of human and financial resources in many developing country parliaments. It also suffers where the time frame for the budget process is too short or where financial information bypasses parliaments because donors provide extra-budgetary funding or exclude parliaments from bilateral donor agreements.

In order to fulfil their oversight duty successfully, parliaments need access to timely and reliable data. Improving national statistical capacity is essential, including the disaggregation of data to monitor progress for different groups. This evidence strengthens parliament’s position when advocating for policy change or budget allocation. It requires investment in up to date information and communications technology (ICT) and the sharing of knowledge and technology, supported by developing countries.

Putting the MDGs into your work:
- **Debates:** Plenary debates on topical issues are a good way of drawing attention to an issue. A good entry point for oversight of the MDGs is for the parliament to initiate a parliamentary debate on annually or bi-annually compiled MDG Reports. Such plenary debates are also useful moments for drawing media attention to the MDGs. Private members can also try to move debates on the MDGs or related topics of interest depending on parliamentary procedures.

- **Questions:** Members can submit written or oral questions to press for information, action or seek clarifications on the government’s MDGs commitments. Questions on the MDGs as a whole can be asked of the Minister responsible for the MDGs (often the Minister of Finance or the Minister of Development or Economic Planning) whereas questions may be put to specific ministers on MDGs which fall within their remit.
• **Committee Work**: Parliamentary committees can be used to carry out more detailed oversight of planning and policy. Subject-specific hearings can be carried out by relevant line committees on specific aspects of planning, budgeting, policy formulation and the implementation of legislation. As with legislative work, committees provide the space to consider issues in greater depth and give an opportunity to hear testimony from independent experts and civil society representatives. Another option is for the committee to conduct field visits, for example visiting schools or hospitals to examine how policy and budgets are being implemented. This has the advantage of creating greater visibility of parliamentarians in the MDGs process among the general public. This work can be carried out by a specific MDGs committee or by the relevant portfolio committee.

• **Tackling Corruption**: Corruption has a corrosive effect on development and its greatest impact is felt by the poorest groups. Individual campaigning parliamentarians as well as formal parliamentary oversight mechanisms can contribute hugely to curbing corruption. Committee enquiries may be able to compel witnesses or information and portfolio committees can incorporate anti-corruption work in their tracking of government departments and agencies.

**Case Study: Nigeria’s MDGs Committee**

In 2005 debt relief gave Nigeria savings of $1 billion a year, which was used to fund projects to help achieve the MDGs. A new post was created, the Office of Special Assistant for the MDGs, and a bicameral Committee was established in the Nigerian Parliament.

In its short existence, the Committee has carried out important oversight work. In 2007, about N38.8b was returned to government, which the MDGs Committee traced to the inefficiencies of the government, resulting in ministries, departments and agencies being unable to access funds.

For this, the Committee criticised the government’s lack of seriousness towards the MDGs agenda. Consequently, the Committee has moved to strengthen its oversight responsibilities. To date, the government of at least one state – Lagos State – has been sanctioned by the Committee for its lack of visible MDGs projects on the ground. Resulting from the committee’s advocacy, the oversight reports are now on the government’s website, including a monitoring tool and a form to show expenditure and activity profiles, as well as an input-output-outcome analysis.

The Committee has established a capacity-building resource by creating an MDGs resource centre in the National Assembly, through collaboration with CSOs and in 2010 the national report on the MDGs was sent to Parliament for the first time for debate before being forwarded to the United Nations.

Interestingly, the Committee on MDGs has a membership of 32, made up of the chairpersons of other committees. This decision to incorporate all the chairs of the committees guarantees that the MDGs remain the concern of all; it also guarantees that the committees do not overlap in their functions relating to the MDGs.

**Case Study: UK Public Accounts Committee examines DFID’s financial management**

The Committee of Public Accounts is appointed by the House of Commons to examine “the accounts showing the appropriation of the sums granted by Parliament to meet the public expenditure, and of such other accounts laid before Parliament as the committee may think fit”.

For its 52nd Report in the current parliamentary session, it examined the Department for International Development’s (DFID) financial management capability, its increasing focus on value for money, and the challenges it faces in managing its increasing programme budget while reducing its overall running costs. The Committee took written and oral evidence from DFID. While most departments are under increasing pressure to reduce expenditure, DFID’s spending on aid is due to increase by a third in real terms over the next four years. At the same time DFID is expected to reduce its administrative expenditure by £34 million to £94 million (a real terms reduction of a third). The report found that DFID’s plans to increase spending in fragile states and in sectors where it has less experience increase the risks to value for money, especially given incomplete information on costs and outcomes, and its poor understanding of the levels of fraud and corruption.

The report recommended, inter alia, that DFID should increase the attention given at all levels of its organisation to tackling fraud, with a stronger framework for ensuring funds are spent properly on the ground, with effective monitoring and pro-active anti-fraud work.
REPRESENTATION

Chosen to represent the public interest and, where directly elected, to give voice to the interests of their constituents, parliamentarians are a key link between civil society and government. They can ensure the voices of the poor are heard in the MDG process and that this process is nationally owned, whilst paying particular attention to the marginalised in society. This role extends to a public leadership duty, working with all spheres of public life to mobilise behind the objectives of the MDGs.

The MDG framework provides parliamentarians with a toolbox to pursue the everyday concerns of people living in poverty. While the MDGs are drawn in terms of global targets, they also represent basic fundamental aspirations and in this way the MDGs assist parliamentarians in their most basic task – representing the needs of the public at a local and national level and ensuring all citizens’ benefit from and have ownership of the progress made toward the MDGs.

Cooperation with civil society is key here. Parliaments can provide civil society organisations (CSOs) with access to channels of political communication and decision-making. CSOs can provide parliaments with additional capacity and resources, both in terms of a network of members that may exist across the country, as well as expertise on specific sectoral issues.

The media and information and communication technologies (ICT) are also significantly changing the way citizens interact with each other and with legislatures. This is opening up new frontiers for parliamentary representation. Citizens can communicate with their representatives through online and mobile technology creating a more interactive and egalitarian mode of correspondence.

Challenges
In some countries, insufficient links to other representative groups, including local government and CSOs, limit the ability of parliamentarians to effectively represent the people. This can often be compounded by mutual distrust between civil society groups and politicians. Limitations on media and civil and political rights may also limit the opportunity for criticism, dissent or public advocacy.

Despite the great potential for new communication technologies to open up politics, there remains a huge digital divide between the use of this technology in developing and developed countries. Though, for example, mobile phone use even in the most remote regions is becoming widespread, many parliamentarians and their constituents still lack the capacity and resources to effectively harness this technology.

Putting the MDGs into your work:
• **Meetings:** Parliamentarians can host public meetings themed around the MDGs, inviting different groups to provide their perspective.
• **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.
• **MDG Caucus:** 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.
• **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 mean that many do not enjoy the benefits of progress on the MDGs. Examples of this work could include ensuring your constituency office 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
Case Study: The “Listen Loud Campaign” Project, Namibia

The Project aimed to capture the voices and the perspectives of children and young people of Namibia regarding the issues that affect their lives through mobile phone-based opinion polls. During the 5 weeks prior to the presidential and parliamentary elections in Namibia in November 2009, young Namibians could call a toll free number to express their views on themes such as Education, HIV/AIDS, Health, Child Protection, Employment, Participation and Environment.

The opinions collected were presented to the Children’s Parliament in 2010 where young people themselves discussed these topics and made recommendations to the parliamentarians for consideration. With the inception of the new Parliament, these recommendations formed the starting point for appropriate guidelines and action in favour of children and young people, reflecting issues that affect their well-being.

The Project was implemented by the Namibian Institute for Democracy (NID) under the auspices of the Unicef office in Namibia, the Parliament of Namibia, and the Regional ICT Strategy of the SADC Parliamentary Forum.

The project in numbers:

- Number of calls received: almost 20,000 in 5 weeks of campaign (an average of 4,000 calls per week);
- Number of SMS received: 250 messages over four week period;
- Duration of the project: 7 months.

Case Study: Regional Parliamentary Networks Highlight the Inclusion of People with Disabilities in Development

The EU-ACP Joint Parliamentary Assembly (JPA) brings together the elected Members of the European Parliament and the elected representatives of the African, Caribbean and Pacific States (ACP countries) that have signed the Cotonou Agreement. At the end of 2010 the Bureau of the ACP-EU Joint Parliamentary Assembly authorised its Committee on Social Affairs and the Environment to draw up a report, on the inclusion of persons with disabilities in developing countries.

Politicians with disabilities from Haiti, Hungary, and Uganda contributed directly to the discussions for this report along with contributions from the International Disability and Development Consortium, the Togolese Federation of Persons with Disabilities and the Secretariat of the African Decade of Persons with Disabilities (SADPD). Hearings were held in a variety of locations around the world and the final report was adopted unanimously at the Joint Parliamentary Assembly in Lomé, Togo, in November 2011.

Among other things, the resolution encourages parliamentarians to work together to ensure that national disability laws and plans are passed by their parliaments, including through scrutiny of budgets and the use of private members’ bills. It calls on national parliaments to establish committees to follow up the implementation of legislation addressing the needs of people with disabilities. The report goes on to state that the MDGs cannot be achieved without the inclusion of people with disabilities. It also draws attention to special measures designed to achieve equality for people with disabilities, including quotas for elections, which have had positive impacts on the image of people with disabilities at national level. Finally, the report calls on the ACP-EU Joint Parliamentary Assembly to report on, review and highlight good practices and progress on inclusion in ACP countries on a bi-annual basis.

GOAL 1
ERADICATE EXTREME POVERTY AND HUNGER

SUMMARY
Strong growth in the first half of the last decade saw significant progress towards the reduction of poverty and hunger. However, the recent economic and financial crises that began in 2008 saw declines in commodity prices, trade and investment, resulting in slower growth globally.

Despite these declines, current trends suggest that the momentum of growth in the developing world remains strong enough to sustain the progress needed to reach the poverty-reduction target at a global level, through progress varies hugely between regions. Based on recently updated projections from the World Bank, the overall poverty rate is still expected to fall below 15% by 2015, indicating that the MDGs target can be met.

QUICK FACTS
- The number of people living under the international poverty line of $1.25 a day declined from 1.8 billion to 1.4 billion between 1990 and 2005.
- The proportion of people living in extreme poverty in developing regions dropped from 46% to 27% — on track to meet the target globally.
- The economic crisis is expected to push an estimated 64 million more people into extreme poverty in 2010.

SUGGESTED ACTIONS FOR PARLIAMENTARIANS
- If such a law does not already exist, promote a framework law protecting the right to food, for example, by tabling a Private Members Bill.
- Promote access to good quality, nutritious food by advocating for fair and safe access to land for the landless poor and enhancing access to local food markets.
- Highlight under-nutrition as a major public health issue and press the government to ensure that the treatment of severe acute malnutrition is included in health packages, for example through pushing for dedicated line items in the budget.
- Establish forums locally for consulting civil society groups on food and agriculture policy and advocate for their formal inclusion in the national policy-making process.
- Promote schemes that incentivise employers to provide training and employment opportunities to young people and women in order to ensure they gain necessary skills.
In recent years, parliaments have played a key role in passing framework laws that protect the right to food in the region. Legislation has been enacted in Argentina, Guatemala, Ecuador, Brazil, and in Venezuela. In ten other countries in the Latin American and the Caribbean region, similar laws are currently proposed for adoption by the respective parliaments. These and other national laws and regulations on food can be found in the UN Food and Agriculture Organisation’s legislative database.

This trend towards the adoption of framework laws has been prompted, in part, by the dedication and commitment of parliamentarians, many of whom are connected through the Frente Parlementario contra el Hambre, a network in which best practices are exchanged between national parliaments to encourage the drafting and adoption of legislation that improves the protection of the right to food.

These laws provide for, inter alia, specified targets for governments to achieve, the allocation of responsibility for action across different branches of government and the coordination of this action. They also commonly establish a permanent dialogue between government and civil society organisations.

The mechanisms through which participation of civil society is ensured vary across States. In Brazil, two thirds of the members of the National Council on Food and Nutrition Security represent civil society organisations while in Venezuela civil society participates locally through agrarian assemblies and Community Councils. The status of the councils also differs. In Brazil, the council is consultative and makes recommendations while in Guatemala and Ecuador the body can make binding decisions. Participants range from farmers and the private sector to consumers.
**GOAL 2**

**ACHIEVE UNIVERSAL PRIMARY EDUCATION**

**SUMMARY**

Enrolment in primary education has increased slowly across the developing world as a whole. The net enrolment ratio has gone up by 7% since 1999, reaching 89% in 2009. Recently this progress has actually slowed, with an increase of just 2% between 2004 and 2009. So despite progress, there is a danger of missing the MDG target of universal primary education by 2015.

Most regions have advanced somewhat, though progress varies considerably among geographical groupings. With an 18% gain between 1999 and 2009, sub-Saharan Africa has the best record for improvement, followed by Southern Asia and Northern Africa, which had a 12% and an 8% increase, respectively. By contrast, the net enrolment ratio fell from 94% to 93% in the Caucasus and Central Asia Region.

**QUICK FACTS**

- About 69 million school-age children are not in school. Almost half of them (31 million) are in sub-Saharan Africa, and more than a quarter (18 million) are in Southern Asia.
- It is estimated that double the current number of teachers would be needed in sub-Saharan Africa in order to meet the primary education target by 2015.
- In sub-Saharan Africa, more than 30% of primary school students drop out before reaching a final grade.

**SUGGESTED ACTIONS FOR PARLIAMENTARIANS**

- If there is no pre-existing legislation setting a right to free and compulsory primary education for all, submit a bill to make primary education free and compulsory.
- Ensure that minority communities and children with disabilities in your constituencies have equal access to primary education by holding public meetings to identify the current barriers that exist.
- Work with civil society groups including prominent organisations such as religious groups, who can assist in encouraging school enrolment for traditionally and culturally excluded groups, especially girls.
- Scrutinise public finances to ensure that there are adequate resources allocated to education, and to ensure this money is spent efficiently and effectively and reaches its intended recipients.
CASE STUDY:
BANGLADESH’S PARLIAMENTARY CAUCUS ON EDUCATION

Bangladesh’s first parliamentary caucus on education was composed of representatives from all the political parties in parliament and was created to hold government officials and ministers to account for their policy decisions and budget expenditure on education.

The work of the caucus was supported by the People’s Empowerment Trust, a non-profit legislative advocacy group, which provided orientation sessions and technical assistance to the caucus. Research generated by PET increased parliamentarian’s understanding of educational issues and evidence it collected was used by the caucus in its lobbying of government, showing the value of close cooperation between parliamentarians and civil society. The caucus identified two priority issues in its strategic plan from 2004-2007: recognition of education as a right in the Bangladesh Constitution and increased funding for education.

The caucus held a national seminar on the need for a constitutional amendment to recognise education as a fundamental right. The seminar was attended by a wide cross section of stakeholders from government, parliament and civil society. The aim of the seminar was to discuss the importance of the constitutional amendment, its implications in terms of a child’s right to education, and what various actors could do to ensure that the amendment would be passed. The caucus successfully introduced legislation in parliament on the constitutional amendment, with the support of the Minister for Education.

The second activity of the caucus was to challenge the government on the resources it allocated to the education sector which stood at 1 % of GDP (experts recommend a minimum educational spend of 6 % of GDP). Lobbying the Minister of Finance and Planning on a cross party basis, the group secured a role in monitoring the implementation of the national primary education plan. Their involvement resulted in an increase in resources allocated to the education sector in the 2006/07 budget.

The work of the parliamentary caucus on education was recognised as being instrumental in influencing government decisions on education up to the dissolution of parliament by an interim government in 2007.

GOAL 3
PROMOTE GENDER EQUALITY AND EMPOWER WOMEN

SUMMARY
Only three regions—the Caucasus and Central Asia, Latin America and the Caribbean, and South-Eastern Asia—have achieved gender parity in primary education. Exceptionally, in Eastern Asia, girls slightly outnumber boys in primary school. Progress for girls has lagged in most other parts of the developing world, and equal access to education in the early years remains a distant target in Northern Africa, Oceania, Southern Asia, sub-Saharan Africa and Western Asia.

At the onset of the crisis in 2009, unemployment rates for men were increasing faster than those for women. In 2010, the world economy began to recover and unemployment started to decrease among both sexes. However, the unemployment rate for men declined faster than that for women. This trend – combined with the fact that women’s unemployment rates already exceeded those of men – suggests that the gap between women and men in many regions will not close any time soon.

Despite growing numbers of women parliamentarians, the target of equal participation of women and men in politics is still far off. Figures from the end of January 2011 show that women held 19.3 % of seats in single or lower houses of parliament worldwide. This is the highest ever but represents only slow progress from the 1995 level of 11.6 % representation and remains well below parity.

QUICK FACTS
• In 2008, there were 96 girls for every 100 boys enrolled in primary school, and 95 girls for every 100 boys in secondary school in developing regions.
• The share of women employed outside of agriculture remains as low as 20 % in Southern Asia, Western Asia and Northern Africa.
• In 2010, just nine of 151 elected heads of state and 11 of 192 heads of government were women. Globally, women hold only 16 % of ministerial posts.

SUGGESTED ACTIONS FOR PARLIAMENTARIANS
• Monitor government programmes promoting gender equality by conducting field visits, meeting relevant civil society organisations and reporting findings to constituents and to the legislature.
• Take a leadership role on violence against women by sponsoring legislation ensuring women have legal recourse against domestic violence, rape and other manifestations of violence against women and by speaking publically on the need to address violence against women.
• Review legislation and start a debate in parliament on gender discrimination, and especially harmful traditional practices.
• Call for affirmative action to address gender inequality in parliament, public appointments and the private sector, underpinned and enforced by legislation.
• Advocate for equal property and inheritance rights for women in law.
• Create a women’s caucus in the parliament to create a focal point for gender and ensure that your parliament is represented regional parliamentary networks and committees that deal with the promotion of gender equality and women.

TARGET 3.A:
Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education, no later than 2015.
CASE STUDY: KYRGYZSTAN’S PROMOTION OF WOMEN IN PARLIAMENT INITIATIVE

The Promotion of Women in Parliament initiative sought to engender the legal framework by institutionalising the analysis of draft laws through a gender lens and advocated greater inclusion of gender issues in the Parliament’s agenda. Largely as a result of the initiative, gender became a primary issue for one of the Parliamentary Committees and in 2007, a 30% gender quota was introduced into the Elections Code and 24 women became Members of Parliament. There was also further improvement of the gender equality law, including the definition of sexual harassment and special measures for women in the civil service.

To support women working in the informal economy, Kyrgyzstan’s Support to Rural Women initiative advocated for policy reform including the development of a regulatory framework for informal workers. The initiative’s gender analysis and accompanying recommendations for existing legislation on labour and entrepreneurship have strengthened the relevant regulatory framework from a gender perspective. The programme demonstrated that strengthening the relevant policy debates requires close partnership with the most active women’s NGOs in the country to introduce gender approaches into the legislative processes, strengthen the political voice of women and ensure steps taken are in line with national and international commitments in promoting gender policy frameworks.

SUMMARY
Steady progress is being made in reducing child deaths. Globally, the mortality rate for children under five has declined by a third, from 89 deaths per 1,000 live births in 1990 to 60 in 2009. The greatest success is found in Northern Africa and Eastern Asia, where under-five mortality declined by 68% and 58%, respectively. The highest levels of under-five mortality continue to be found in sub-Saharan Africa, where one in eight children dies before the age of five (129 deaths per 1,000 live births), nearly twice the average in developing regions overall and around 18 times the average in developed regions.

Increasing evidence suggests that MDG 4 can be achieved, but only with substantial and accelerated action to eliminate the leading killers of children. In sub-Saharan Africa, diarrhoea, malaria and pneumonia are responsible for more than half the deaths of children under five. In Southern Asia, over half of all childhood deaths occur in the first 28 days after birth, pointing to the need for better post-natal care. In both regions, under-nutrition is an underlying cause of a third of these deaths.

QUICK FACTS
- Almost nine million children still die each year before they reach their fifth birthday.
- Of the 67 countries defined as having high child mortality rates, only 10 are currently on track to meet the MDG target.
- In 2008, measles immunisation coverage reached 81% in developing regions, up from 70% in 2000.

SUGGESTED ACTIONS FOR PARLIAMENTARIANS
- Monitor government policy and programmes on healthcare for children and report on their efficacy and advocate for a specific line item in the national budget for child health.
- Press the government to supply resources and implement effective infant vaccine programmes to combat child deaths by preventable diseases.
- Initiative a public education campaign in your community/constituency to promote breast feeding and inform people of its health benefits in reducing children’s vulnerability to disease.
- Review legislation and financing arrangements in order to identify the financial barriers to children’s health care with a view to introducing targeted and effective social protection measures.
CASE STUDY:
PARLIAMENTARIAN ACTION REMOVES FINANCIAL BARRIERS TO CHILDREN’S HEALTH CARE IN VIETNAM³

Vietnam has made impressive progress in child health: between 1990 and 2008, the under-five mortality rate was reduced from 56 to 14 per 1,000 live births. One of the most important factors has been legislation to remove the financial barriers that prevented universal access to health care, particularly for vulnerable groups.

In 2004, the Law on Child Protection, Care and Education was enacted by the National Assembly. Article 15 of the law stipulates that all children under six have the right to free health care. That right was initially met by fee exemptions, but has now been made part of the National Health Insurance Law, which was passed in 2008 and came into effect in July 2009.

Parliamentarians played a critical role in the development of both of these laws. They used their representative function by organising visits to their constituencies, ensuring that constituents’ concerns were reflected in the drafting process. Parliament also convened consultations and hearings with experts from around the country and conveyed their perspectives on drafts of the law to the drafting committee. Many recommendations made to the drafting committee were reflected in subsequent drafts of the law.

3. Adapted from The Partnership for Maternal, Newborn and Child Health, Inter-Parliamentary Union (2010) Taking the lead: Parliamentarians engage with maternal, newborn and child health. Geneva: World Health Organisations
GOAL 5

IMPROVE MATERNAL HEALTH

SUMMARY

In the developing regions as a whole, the maternal mortality ratio dropped by 34% between 1990 and 2008, from 440 maternal deaths per 100,000 live births to 290 maternal deaths. However, the MDGs target is still far off. This is especially true given the increasing number of young women entering their prime reproductive years in countries already hard pressed to meet current demands for improved maternal health and reproductive health care.

The vast majority of maternal deaths are avoidable. The largest proportion of such deaths is caused by obstetric haemorrhage, mostly during or just after delivery, followed by eclampsia, sepsis, complications of unsafe abortion and indirect causes, such as malaria and HIV. Studies have also shown that the likelihood of maternal death increases among women who have many children, are poorly educated, are either very young or very old, and who are subjected to gender discrimination.

QUICK FACTS

- More than 350,000 women die annually from complications during pregnancy or childbirth, almost all of them – 99% – in developing countries.
- In sub-Saharan Africa, a woman’s maternal mortality risk is 1 in 30, compared to 1 in 5,600 in developed regions.
- Every year more than 1 million children are left motherless. Children who have lost their mothers are up to 10 times more likely to die prematurely than those who have not.

SUGGESTED ACTIONS FOR PARLIAMENTARIANS

- Work with parliamentary committees to take the lead in parliament on legislating or reviewing legislation to promote maternal health.
- Meet with women’s health groups to identify needs and priorities ahead of the budget with a view to influencing budget allocation for maternal health.
- Take a leadership role for maternal health by requesting the Minister responsible for Health to report on the status of maternal health and the government’s fulfilment of its obligations under the Global Strategy for Women’s and Children’s Health.
- Ensure that new members of parliament are educated and briefed on MDG 5 by developing mentoring programmes to pass on the knowledge.
- Engage male parliamentarians on MDG 5.
CASE STUDY:
THE UGANDAN WOMEN PARLIAMENTARIANS’ NETWORK ON MATERNAL HEALTH (NAWMP-UGANDA³)

The NAWMP was formed in 2007. To date it has 92 members including 21 male MPs. Since its inception, the Network has advocated for the repositioning of maternal health as a development issue and has carried out political advocacy to get the countries to support efforts to address maternal health challenges.

The Network has tabled two motions for resolutions of Parliament. The first motion resolved that maternal deaths should be a notifiable condition by law and led to the establishment of maternal audit committees at all health centres. These committees are required to report quarterly to the Minister. A second motion calling for compensation to be given where maternal deaths occur at a health facility has not yet been passed. Members of the Network also tabled two Private Members Bills which were passed: The Anti Female Genital Mutilation Bill, and the Trafficking in Persons Bill.

Members participated in developing and subsequently approving the National Roadmap for the Acceleration of the Reduction of Maternal and New Born Mortality and Morbidity in Uganda.

The NAWMP has also been effective in monitoring the national budget to ensure that maternal health is adequately accounted for. In 2010, it refused to approve a government loan request that did not include health borrowing, only approving a subsequent loan that secured $30 million for maternal health. Members also participated alongside civil society groups in the Reproductive Health Commodity Security Coalition which led to the establishment of a budget line for contraceptives in the 2009/2010 Budget.

The NAWMP has also established an important partnership with the private sector through the Uganda Investment Authority, leading to the donation of medical supplies and equipment to six major hospitals and an ongoing blood donation initiative.

3. Case study provided by Hon. Ms Sylvia Ssinabulya MP, Chairperson of the NAWMP.
**GOAL 6**

**COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES**

**SUMMARY**
Between 2001 and 2009, the HIV incidence rate declined steadily, by nearly 25% worldwide. However, this global progress masks substantial regional differences. In 2009, an estimated 2.6 million people were newly infected with HIV. This represents a drop of 21% since 1997, the year in which new infections peaked. The number of people receiving antiretroviral treatment for HIV or AIDS increased 13-fold from 2004 to 2009. The number of AIDS-related deaths declined by 19% over the same period resulting in more people living with the disease than ever before.

Major advances are being made against malaria, accomplished through critical interventions, including long-lasting insecticide-treated mosquito nets and artemisinin-based combination therapies. Globally, deaths from malaria are down by an estimated 20% – from nearly 985,000 in 2000 to 781,000 in 2009.

The burden of tuberculosis is gradually easing. Globally, the incidence rate of tuberculosis peaked in 2004 at 142 cases per 100,000 people. Since then, it has fallen by about 1% a year, reaching 137 cases per 100,000 people in 2009. Mortality rates from tuberculosis are dropping in all regions and deaths attributed to the disease have fallen by more than one third since 1990.

**QUICK FACTS**
- Every day over 7,400 people are infected with HIV and 5,500 die from AIDS-related illnesses. HIV remains the leading cause of death among reproductive-age women worldwide.
- Malaria kills a child in the world every 45 seconds. Close to 90% of malaria deaths occur in Africa, where it accounts for a fifth of childhood mortality.
- 1.8 million people died from tuberculosis in 2008, about 500,000 of whom were HIV-positive.

**SUGGESTED ACTIONS FOR PARLIAMENTARIANS**
- Urge the government, particularly the ministries of economy and finance, to allocate at least 15% of the national budget to health, as set out in the Abuja domestic health financing commitments.
- Work directly with people affected by HIV/AIDS and civil society groups, including religious groups, to challenge the stigma and discrimination faced by people living with or at risk of the disease.
- Raise awareness in your constituency of the importance of using insecticide-treated bed nets in the fight against malaria.
- Work to improve water and sanitation services both at constituency/local level and across the country to reduce the spread of communicable diseases.
- In donor countries, monitor the governments fulfilment of its funding commitments to global health initiatives such as the Global Fund and GAVI Alliance.
CASE STUDY: SENEGALESE PARLIAMENTARIANS USING THE LAW TO TACKLE THE HIV/AIDS EPIDEMIC

The severity of HIV/AIDS in Africa and the socio-economic impact that the pandemic was having on the future of the continent led to a 2004 meeting of the parliamentary networks of 18 countries in N’Djamena (Chad). Parliamentarians were joined by a variety of stakeholders, including people living with HIV/AIDS, religious leaders, journalists, women’s groups, various other civil society groups and national HIV/AIDS Commissions. The outcome of the meeting was the agreement of a model law to be adapted as appropriate in each jurisdiction.

Draft legislation was submitted to the National Assembly of Senegal in March 2009. A meeting of the coordinators of the regional parliamentary networks on HIV/AIDS in Bamako (Mali) in February 2009 considered the legislation and identified a number of deficiencies with regard to human rights and gender. On 3 March, a letter was sent to the Speaker of the National Assembly asking for the passage of the law to be suspended.

In the following year parliamentarians held a number of meetings, workshops and seminars with the National Council for the Fight against Aids (CNLS), the Ministry of Health and other interested parties, resulting in 32 suggested amendments to the text of the law. The revised text was voted through both the Assembly and the Senate unanimously.

After enactment in April, the parliamentary network and the CNLS visited the 14 regions of Senegal to promote public awareness of the law through the Regional Development Committees. Parliamentarians also featured in a number of television and radio programmes and various seminars and road shows devoted to discrimination, stigmatisation, and other aspects of the pandemic.

The existence of the law allows Ministers to be systematically questioned about the responsibilities of their Department for tackling HIV/AIDS as set out in legislation. This allows parliamentarians to play an important role in ensuring that Senegal is on track to meet the HIV/AIDS targets in MDG 6.

3. Case study provided by Dr Omar Ndoye MP (Senegal), President of the Health, Population, Social Affairs and National Solidarity Committee; Coordinator of the Francophonie Parliamentary Network Against HIV/AIDS.
GOAL 7
ENSURE ENVIRONMENTAL SUSTAINABILITY

**Target 7.A:**
Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.

**Target 7.B:**
Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss.

**Target 7.C:**
Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation.

**Target 7.D:**
Achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers.

SUMMARY
Progress on the indicators for MDG 7 gives a mixed picture. Although still alarmingly high, the rate of deforestation and loss of forest from natural causes is slowing down. In 2008, the latest year for which data are available, global carbon dioxide (CO2) emissions continued to rise, reaching 30.1 billion metric tons, an increase of 1.7 % from the previous year. This change was smaller than in the period 2006-2007 (2.9 %) due to the economic crisis, which resulted in a decrease in emissions in 2008 in several countries. Per capita emissions remain highest in the developed regions. The world has missed the 2010 target to slow the decline in biodiversity. Nearly 17,000 species of plants and animals are currently at risk of extinction, and the number of species threatened by extinction is growing by the day. Progress to improve access to clean drinking water has been strong. Globally, coverage increased from 77 % in 1990 to 87 % in 2008. However, the world is far from meeting the sanitation target though gaps between urban and rural regions are narrowing.

**QUICK FACTS**
- Some 1.7 billion people have gained access to safe drinking water since 1990. Yet 884 million people worldwide still do not have access to safe drinking water and 2.6 billion people lack access to basic sanitation services, such as toilets or latrines.
- The world has missed the 2010 target for biodiversity conservation. Based on current trends, the loss of species will continue throughout this century.
- Slum improvements are failing to keep pace with the growing number of urban poor. The absolute number of slum dwellers keeps rising, with some 828 million people living in slums today, even though the share of the urban population living in slums is declining.

**SUGGESTED ACTIONS FOR PARLIAMENTARIANS**
- Sponsor a parliamentary debate on how the country can balance economic development with sustainable management of natural resources.
- Create a parliamentary focal point for environmental and climate change issues, for example, by establishing a committee or strengthening an existing body.
- Ensure that sustainable development initiatives incorporate and represent the interests of marginalised communities in your constituency.
- Lead by example in your own life, for example by reducing your carbon footprint, recycling household waste, conserving water, minimising paper use in your office etc.
The Global Legislators Organisation (GLOBE) is an international network of legislators who are committed to advancing legislation to address the major global environmental challenges. The GLOBE Mexico chapter, a cross-party group of legislators from the Mexican Senate and Chamber of Deputies, recently played a critical role in the passage of two important pieces of environmental legislation. The legislators are supported by a full-time Secretariat and a range of national experts who provide technical advice.

In December 2011 the Senate passed the General Law on Climate Change and the Chamber of Deputies approved a set of reforms to create a legal foundation for efforts to Reduce Emissions from Deforestation and Forest Degradation (REDD+). If approved when they move to the other chambers, Mexico will have made a significant step towards developing a legal framework that supports the delivery of MDG7: ensuring environmental sustainability.

The General Law on Climate Change integrates four climate change initiatives that were presented by different political parties following the United Nations climate change conference in Cancun in December 2010 and, among other measures, defines the relevant responsibilities of the three levels of government. The vote in the Chamber of Deputies approved a set of reforms to the General Law of Ecological Equilibrium and Environmental Protection and the General Law on Sustainable Forest Development. Both laws were amended to allow for the recognition of environmental services and to prepare for a legal system of safeguards to support REDD+.

GLOBE Mexico’s legislative work represents a clear example of how national legislatures are leading the way in addressing climate change by establishing legal frameworks that promote sustainable development. It is hoped that both of these laws will have been approved in time for the World Summit of Legislators, which takes place in Rio on 15th – 17th June 2012, just ahead of the Rio+20 event. This event will convene legislators from around the world to explore the role of parliaments in achieving the goals of the three Rio Conventions.

3. ibid
4. www.globeinternational.info
**GOAL 8**

**DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT**

**SUMMARY**

In 2010, net aid disbursements amounted to $128.7 billion, equivalent to 0.32% of developed countries’ combined national income. It represents an increase of 6.5% in real terms over 2009 levels yet falls $19 billion short of the 2005 Gleneagles pledges.

Despite fears of renewed protectionism at the beginning of the economic crisis in 2008, the preferential market access granted to developing countries, and the LDCs particularly, remained relatively unchanged from the levels of the previous five years.

Growth in mobile telephone communications continues to be strong in the developing world, where mobile penetration reached around 68% by 2010. Access to mobile communications offers innovative applications in the areas of business, health and education, which can contribute to the achievement of other MDGs. However, internet penetration levels in the developing world in 2010 remain as low as 21% and only 3% in LDCs.

**QUICK FACTS**

- Only 5 countries, Denmark, Luxembourg, the Netherlands, Norway and Sweden, have reached or exceeded the United Nations target for Overseas Development Assistance (ODA) of 0.7% of their gross national income (GNI).
- Thirty-five of the forty Heavily Indebted Poor Countries have had future debt repayments reduced by $57 billion.
- In sub-Saharan Africa, where only 1% of people have access to fixed telephone lines, more than 30% now have access to mobile phones.

**SUGGESTED ACTIONS FOR PARLIAMENTARIANS**

- Hold a forum in your constituency inviting business leaders to discuss ways in which the private sector can contribute to the achievement of the MDGs.
- Continue to work with regional and international parliamentary colleagues to promote the participation of democratically elected public representatives within the decision making process on global development objectives, such as the OECD Aid Effectiveness High Level Forums.
- Establish the practice of having parliamentary debates ahead of all major international meetings and signing of international treaties, including WTO ministerial meetings.
- Request that representatives of donor governments and multilateral organisations such as UN Agencies and the World Bank, attend the relevant Parliamentary Committees to outline their policy positions and success or otherwise of policy implementation.
- In donor countries, monitor governments’ fulfilment of ODA commitments and progress toward the UN target of 0.7% of GDP, including by setting out the target in legislation.
CASE STUDY:
CASE STUDY: PARLIAMENTARY FORUM AT THE FOURTH HIGH-LEVEL FORUM ON AID EFFECTIVENESS 4

At the Fourth High Level Forum on Aid Effectiveness (HLF-4) in Busan the Inter-Parliamentary Union (IPU), the Association of European Parliamentarians with Africa (AWEPA) and the National Assembly of the Republic of Korea jointly organised a Parliamentary Forum on 29 November 2011. The Forum aimed to bring the voice of parliaments to the debate on how to make aid and development more effective. It would also serve to catalyse deepened involvement of parliaments and parliamentarians in the implementation of the commitments endorsed at the HLF-4. More than 70 parliamentarians from some 60 countries and numerous observers attended the Forum.

The Forum adopted a statement in which participants were unequivocal in their assertion that parliaments should play a leading role in development, especially given their unique mandate to adopt requisite legislation and national development policies, and oversee the implementation of the budget and the performance of the executive.

One of the most prominent messages emerging from the Forum was the importance of North-South and South-South dialogue amongst parliamentarians on issues of aid and development. It was also agreed that MPs have a variety of tools at their disposal which they may employ in order to create space for their deepened engagement. Suggestions included the use of private members motions, committee oversight visits to the field, and strengthened cooperation with audit institutions and NGOs.

In order to assure this democratic foundation, a monitoring indicator for parliament’s competence in and performance on aid should be created, as part of the development reform process in the post-Busan landscape. At the country level, there was also a firm call for parliamentary involvement in the shaping and negotiation of aid contracts and programs, mindful that the extent to which this is politically feasible will differ from country to country. Finally, the Parliamentary Forum felt strongly that the time has come for the inclusion of parliamentarians in the post-Busan central coordination structures. This includes the establishment of regular fora for parliamentary dialogue and active participation in decisions related to the development reform process at the country, regional, and global levels.

Post 2015
WHAT COMES AFTER THE MDGS?

SUMMARY
All stakeholders must work hard to accelerate progress towards the 2015 deadline for the MDGs. However, it is likely that even with the greatest of political will, many countries will fall short of those targets. This leaves great uncertainty for where the unfinished business of the MDGs will sit on the global agenda after 2015.

The MDGs emerged at a time of relative stability and prosperity and were the result of over a decade of international summits and gradual consensus building on development issues. With the current, more volatile, international political, economic and security climate and a shortened timescale, replicating this process is impossible. It is critical that efforts to achieve the MDGs must now also incorporate the process of establishing an inclusive and coherent successor to the MDGs in the limited time remaining.

There are growing calls for a process to be kick-started that is transparent, participatory, and includes the perspectives of those directly affected by poverty and inequality. Parliamentarians, through local, national and international processes of consultation and representation, have a vital contribution to make in ensuring their voices are heard and listened to.

QUICK FACTS
- Many countries are on track to achieve several MDGs: gender parity in primary education (89 of them), gender parity in secondary education (82), access to safe drinking water (66), primary completion rate (55), and extreme poverty (47).
- Among developing countries, 45 percent are far from meeting the target on access to sanitation; 39 percent and 38 percent are far from the maternal and child mortality targets respectively.
- Many of the targets set for the MDGs fall well below already agreed and legally binding international human rights standards such as the International Covenant on Economic, Social and Cultural Rights.
- 87% of civil society representatives in developing countries indicated they wanted some kind of overarching, internationally agreed framework for development after 2015.

SUGGESTED ACTIONS FOR PARLIAMENTARIANS
- Using international networks, lobby the UN to lead a comprehensive, inclusive and timely process to develop and agree an international development framework to succeed the MDGs.
- Ensure your Executive participates robustly in international negotiations and leads a comprehensive national planning process for an MDG successor framework.
- Gather research and evidence on the impact of the MDGs in your constituency.
- Call the UN Resident Representative in your country to parliament to outline the process the UN Country Office is using to ensure the development of a framework to succeed the MDGs is open and transparent and how the UN will gather the views of stakeholders within your country.
- Engage in the UN-led consultation process at national level and facilitate the participation of other stakeholders including civil society, faith groups, local government and the private sector.
- Work with civil society to ensure the participation of socially marginalised and vulnerable groups in any consultations or deliberations.
- Table parliamentary debates on a post-2015 agenda using the information gathered in national deliberations.
## Draft UN Timeline for Work on Post 2015 Framework

<table>
<thead>
<tr>
<th>DATE</th>
<th>EVENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>January 2012</td>
<td>Task Team of Senior Technical Experts Appointed</td>
</tr>
<tr>
<td>First half of 2012 (tbc)</td>
<td>UN country consultations</td>
</tr>
<tr>
<td>End of May 2012 (tbc)</td>
<td>Study of Task Team delivered Rio+20 Conference on Sustainable Development</td>
</tr>
<tr>
<td>20-22 June 2012</td>
<td>Rio+20 Conference on Sustainable Development</td>
</tr>
<tr>
<td>End June 2012 (tbc)</td>
<td>Appointment of High-Level Panel</td>
</tr>
<tr>
<td>May 2013</td>
<td>Report of High-Level Panel delivered</td>
</tr>
<tr>
<td>September 2013</td>
<td>UN General Assembly including MDG Summit</td>
</tr>
</tbody>
</table>

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3. CAFOD (2011) 100 Voices: Southern perspectives on what should come after the Millennium Development Goals. London: CAFOD.
The first UN Human Development Report is published.

Indices of poverty from this date become baseline for MDG targets.

OECD’s Development Assistance Committee publishes *Shaping the 21st Century: the Contribution of Development Cooperation* incorporating the ‘International Development Goals’ (incorporating six of the MDGs).

In September 2000, 189 world leaders convene at the UN to agree the Millennium Declaration committing their nations to a new global partnership to reduce extreme poverty.

The MDGs are endorsed and receive funding commitments at the UN Conference on International Financing for Development at Monterrey.

At a High-Level Event at the UN, Governments, foundations, businesses and civil society groups announce new commitments to meet the MDGs, generated an estimated $16 billion.

Recognising the lack of progress on MDG5, the Global Strategy on Women’s and Children’s health is agreed, pledging $40 billion to save 16 million lives by 2015.

The 2010 MDG Summit sees a call for renewed efforts to achieve the 2015 targets and concludes by adopting a global action plan, *Keeping the Promise*.

Further initiatives on hunger, poverty and disease are announced.

The G8 Gleneagles summit commits to increasing aid to fight poverty.

The World Summit reiterates commitment to the UN Millennium Declaration.

Kofi Annan’s *In Larger Freedom* sets out proposals calls for renewed commitment to halving poverty by 2015.

The Paris Declaration on aid effectiveness agrees principles for improving the effectiveness of aid.

The World Summit reiterates commitment to the UN Millennium Declaration.

Following refinement by a working group including the UN, OECD, World Bank and IMF, the 8 Millennium Development Goals (with 18 targets and 48 indicators) appear in the annex to the Secretary-Generals Road Map Towards the implementation of the UN Millennium Declaration.

The 2010 MDG Summit sees a call for renewed efforts to achieve the 2015 targets and concludes by adopting a global action plan, *Keeping the Promise*.

World leaders will meet to review progress on the MDGs and set in motion a process to agree on a successor framework post-2015.

The G8 Gleneagles summit commits to increasing aid to fight poverty.

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RELEVANT ORGANISATIONS

African Development Bank  

Asian Development Bank  
www.adb.org/poverty/mdgs.asp

International Labour Organisation  
www.iло.org/mdg

International Monetary Fund  

International Trade Centre  
www.intracen.org/about/millennium-development-goals/

International Telecommunications Union  
www.itu.int/ITU-D/ict/mdg/

Organisation for Economic Co-operation and Development (Development Assistance Committee)  
www.oecd.org/dac/

UNAIDS  

UNCTAD  
www.unctad.org/mdgs

UNEP  
www.unep.org/mdgs/

UNESCO  
www.unesco.org/bsp/eng/mdg.htm

UN FAO  
www.fao.org/mdg/en/

UNFCCC  
www.unfccc.int

UN-Habitat  
www.unhabitat.org/categories.asp?catid=312

UNICEF  
www.unicef.org

UN Women  
www.unwomen.org

World Bank  
www.worldbank.org/mdgs/

World Health Organisation  
www.who.int/mdg/en/

World Trade Organisation  
www.wto.org/english/tratop_e/coher_e/coher_e/mdg_e/mdg_e.htm

MILLENNIUM DEVELOPMENT GOALS WEBSITES

United Nations Millennium Development Goals  
www.un.org/millenniumgoals/

United Nations Development Programme (UNDP)  
www.undp.org/mdg/

United Nations Development Group (Good Practice Data Bank)  
http://mdgpolicynet.undg.org/?q=node/43

Official UN Millennium Development Goals Indicators  
mdgs.un.org/ UNSD/ MDG/Default.aspx

The Millennium Project  
www.unmillenniumproject.org/

The Millennium Campaign  
www.endpoverty2015.org/

MDGs in Latin America and the Caribbean  
www.eclac.cl/mdg/

MDGs in Asia-Pacific  
www.unescap.org/

MDGs in Africa  
www.uneca.org/mdgs/

PARLIAMENTARY WEBSITES

AGORA (Parliamentary Development Web Portal)  
www.agora-parl.org

Arab Parliamentary Knowledge Portal  
www.arabparliaments.org

Commonwealth Parliamentary Association  
www.cpahq.org

Commonwealth Parliamentary Association UK  
www.parliament.uk/cpauk/mdgs

International Knowledge Network for Women in Politics  
www.iknowpolitics.org/

Inter-Parliamentary Union  
www.ipu.org

Global Centre for ICT in Parliament  
www.ictparliament.org/

Parliamentary Centre  

Parliamentary Network on the World Bank and IMF  
www.pnowb.org/
RESOURCES AND ADDITIONAL INFORMATION


Engaging parliaments in the MDGs: A key part of national MDG strategies.
