



Project  
**MUSE**<sup>®</sup>  
*Scholarly journals online*

## Millennium Development Goal 8: Indicators for International Human Rights Obligations?

Sakiko Fukuda-Parr\*

### ABSTRACT

Millennium Development Goal 8 is arguably the most significant step since the Covenant on Economic Social Rights in taking the idea of global solidarity and international responsibilities for development from a statement of principle to international policy. It commits the international community to strengthen partnership for poverty reduction, and defines benchmark targets and indicators of progress. This article examines this goal as a hu-

---

\* Sakiko Fukuda-Parr, B.A., University of Cambridge, M.A., University of Sussex, M.A.L.D. Fletcher School of Law and Diplomacy. She is a development economist working in the interdisciplinary framework of human development concerned with the central role of people and their human rights in the development process. She is Visiting Professor of International Affairs at the New School University. Prior to that, she was a Research Fellow at Harvard University's Kennedy School of Government. From 1995 to 2004, she was director of the United Nations Development Programme, *Human Development Reports*. Her publications include *Readings in Human Development* (edited with K.S. Shivakumar), *Rethinking Technical Cooperation: Reforms for Capacity Building in Africa* (with Elliot Berg), *Capacity for Development* (edited with C. Lopes & K. Malik), and numerous papers and book chapters on issues of poverty, gender, human rights, and technology. She is founding editor of the *Journal of Human Development*, and is on the Editorial Board of *Feminist Economics*.

This paper is based on work undertaken for the UN Office of the High Commissioner for Human Rights. I am grateful for their support and for the discussion of the report at the meeting of the High Level Task Force on the Implementation of the Right to Development. Special thanks to Ibrahim Salama, Stephen Marks, Leonardo Guarnier, Arjun Sengupta, Sabine von Schorlemer, Fateh Azzam, and Margot Salomon. I also acknowledge valuable exchanges with Eitan Felner, Paul Hunt, Sebastian Silva Leander, Christian Ossa, Thord Palmlund, Fernande Raine and Kate Raworth in helping shape this paper. The article builds on my earlier work for the *Human Development Report 2003*; I am particularly indebted to collaboration with Kate Raworth for her work on human rights indicators in that report. The ideas in this article were presented in at the University of Connecticut conference on Social and Economic Rights in October 2005. I am grateful to Shareen Hertel and Lanse Minkler, the organizers of the conference.

man rights tool to measure progress and hold states accountable. It argues that the concept of international obligations concerns, at the core, state policies that address obstacles that developing countries cannot address on their own. It also presents a conceptual framework for human rights measures. The article then analyses Goal 8 indicators and targets against the commitments made in the 2000 Millennium Declaration and the 2002 Monterrey Consensus, as well as policy priorities identified in recent studies commissioned by the United Nations. The article concludes that Goal 8 is weak as a human rights framework because it lacks quantitative and time bound benchmarks. The targets are expressed as general objectives rather than concrete policy changes and it is narrow in the scope of policy issues addressed. For the human rights agenda, the most glaring gaps are the need for systemic reforms to enhance the needs of developing countries in international decision making. The article calls on the international community to review Goal 8, and shift international cooperation from charity to solidarity.

## I. INTRODUCTION

The idea that human solidarity transcends national boundaries and extends to all people of the world is expressed in key human rights documents such as the UN Charter, the Universal Declaration on Human Rights, and the Covenant on Economic, Social and Cultural Rights. The principle that states have international obligations arising from solidarity is stated in these and several other documents; most notably in the Declaration on the Right to Development, and the 1993 Vienna Declaration and Programme of Action.<sup>1</sup> Yet this cherished idea has not developed beyond a statement of principle in either concept or international human rights law. Not much work has been done to define these obligations over the last decades. No clear body of norms and standards has emerged. Several UN legal instruments refer to international cooperation, but essentially restate the principle set out in the Covenant on Economic, Social and Cultural Rights. No formal procedures exist to hold states accountable for their international responsibilities. In fact, as the recent review by Dos Santos for the UN Sub-Commission on the Promotion and Protection of Human Rights concludes, this concept is a broad area that has not been analyzed adequately.<sup>2</sup>

- 
1. See Annex I. A recent working paper to the Subcommission on the Promotion and Protection of Human Rights systematically reviewed documents the principle of international solidarity in the sources of international law; see also Rui Baltazar Dos Santos Alves, Human Rights and International Solidarity, Working Paper submitted to the Commission on Human Rights, Sub-Commission on the Promotion and Protection of Human Rights, 56th Sess., U.N. Doc. ECOSOC E/CN.f/Sub.2/2004/43 (15 June 2004) (on file with author).
  2. Dos Santos Alves, *supra* note 1.

Principles of human rights obligations have barely influenced the thinking of states, scholars, and advocates in formulating international development cooperation policies. Even the most ardent advocates of international solidarity in the fight against global poverty, such as Professor Sachs or Prime Minister Blair, invoke moral compulsion, not international state obligation, as the reason why rich countries should make greater efforts. If human rights are invoked in their discourse, it is merely to disparage extreme poverty as a denial of human dignity; stopping short of evoking the correlate duties and responsibilities of states and other actors to do their utmost to help achieve realization of rights. This misses the essential added value human rights gives to development policy. At the same time, the growing literature and programs promoting the “rights based approach to development” focus on national policy and have done little to address the international dimension of state obligations. Conceptually, development cooperation is still rooted in the logic of charity rather than the logic of shared responsibilities in a global community.

The purpose of this article is to examine Goal 8, the internationally agreed commitment to stronger international partnership for development, as a potential tool for filling the gap between principle and policy. Goal 8 is arguably the most significant development since the Covenant on Economic, Social and Cultural Rights because it takes the idea of international state obligations beyond a statement of principle to specific policy areas of required action—trade, aid, debt relief, and technology transfer. Moreover, Goal 8 is part of an internationally agreed upon mechanism of review and accountability.

The eight Millennium Development Goals (MDGs), including their eighteen targets and forty-eight indicators, emanate from the Millennium Declaration adopted at the 2000 UN Millennium Summit.<sup>3</sup> Heads of state and government gathered in record numbers to define a common vision for the twenty first century. The nations present committed to work together and make stronger efforts for global peace, human rights, democracy, good governance, environmental sustainability, and poverty eradication.<sup>4</sup> Although it should be acknowledged that there is more to the Right to Development than the MDGs,<sup>5</sup> these goals are complementary and can move the agenda

---

3. See Annex 2.

4. The Declaration articulated the objectives reflected in the MDGs, while the list of goals, targets and indicators is contained in the following document: *Road Map towards the Implementation of the Millennium Declaration, Report of the Secretary General*, U.N. GAOR, 56th Sess., U.N. DOC. A/56/326 (6 Sept. 2001).

5. The 7 MDGs do not include all relevant priorities of right to development. There are several notable gaps when considering the substantive content of the right to development. First, they miss out several important development objectives. For example, only equality in schooling is mentioned as a relevant indicator of gender equality. This leaves out all other important areas such as employment and political participation. Second,

forward. Moreover, the Millennium Declaration, the document defining the visionary agenda, contains key human rights principles that are missing in the MDG targets and indicators.

The MDGs are unique in their ambition and scope, but also in two other ways. First, they set quantifiable targets with a timetable for achievement and indicators to monitor implementation. In the five years since the Millennium Summit, the international community has adopted the MDGs as an agreed upon set of priorities and a common yardstick for measuring progress. A global monitoring process has been put in place; the UN General Assembly reviews progress annually. At regional and national levels *country monitoring reports* are prepared and reviewed. A critical part of this follow up process is the agreement on the Monterrey Consensus, which was adopted at the 2002 UN Conference on Financing for Development. The consensus sets out a framework for international cooperation by identifying key issues, policy priorities, and principles regarding respective roles of national governments, donors, and other actors.

MDGs are also unique in their explicit recognition that the Millennium Goals could not be achieved by national efforts alone, but also require international cooperation. Goals 1 through 7 set out benchmarks for progress in income poverty, hunger, primary schooling, gender inequality, child and maternal mortality, HIV/AIDS and other major diseases, and environmental degradation. Goal 8 sets out actions to be taken by rich countries, including action on trade, debt, technology transfer, and aid. Goal 8 can thus be considered to provide a framework for assessing accountability of rich countries.<sup>6</sup>

Goal 8 has the potential to be used as a tool of accountability; taking the principle of international solidarity beyond a concept to an operational policy. The aim of this article is to analyze whether the current list of Goal 8 targets and indicators capture the essential elements of international responsibilities for development. To answer this question requires asking what targets and indicators should measure, and defining what constitutes progress and regress. This in turn requires clarifying the concept of human

---

the goals do not refer at all to the right to a process to development that is transparent, participatory, equitable, and in which the rule of law and good governance are practiced. Third, the MDGs miss the equity dimension of right to development. The targets and indicators all refer to national averages without attention to redressing discrimination that results in exclusion and inequalities.

However, we should not interpret from this that MDGs have no relevance for human rights. The MDGs are benchmarks of progress and the seven goals do not necessarily claim to represent a comprehensive list of all important development objectives. Moreover, they are indicators of progress and are not intended to be a coherent development strategy nor a new development paradigm.

6. A list of Goals 1–7 is attached in Annex 2. Goal 8, its targets and indicators are listed in Annex 3.

rights: what constitutes international obligations, and what are the substantive policy priorities? Thus this article addresses these conceptual issues before reviewing the choice of Goal 8 targets and indicators.

## II. CONCEPTUAL FRAMEWORK FOR ASSESSING PROGRESS IN REALIZATION OF HUMAN RIGHTS

How should progress in human rights realization be assessed? What are the key elements that define progress? Human rights is a complex concept with multiple dimensions; securing human rights requires progress on multiple fronts. Each of these facets needs to be captured in indicators in order to assess progress.

Consider the concept of the right to development. The right to development is not the same as development. It is not just about improvement in the economy or in social conditions, such as schooling. It is also not the same as human development, the expansion of capabilities and freedoms that individuals have to lead lives they value. The right to development is a much more complex concept; it is about the process of putting in place social arrangements that ensure people can enjoy their rights and realize their human dignity and freedoms.

Economists often argue that human rights are incorporated in development policies when these policies promote equitable economic growth and social development. This position misses the essence of the human rights concept, namely that rights carry correlate obligations on individuals and institutions, particularly the state. The concept of human rights is concerned with how these obligations have been dispensed to create social arrangements so that people can realize their rights. The concept of development goes further, and is concerned with obligations of conduct as well as result; and whether such conduct is true to principles of non-discrimination, participation, adequate progress, and remedy. Human rights values are important because they aid development by putting in place adequate institutions, norms, and processes.

Another way of approaching this concept is to contrast human rights with development aspirations; human rights are claims that are to be enforced, for which others—duty bearers—are held accountable. To evaluate progress in human rights requires an assessment of the conduct of duty bearers in putting in place the appropriate social arrangements.

### III. DIMENSIONS OF HUMAN RIGHTS AND IMPLICATIONS FOR ASSESSING INTERNATIONAL OBLIGATIONS UNDER GOAL 8

The realization of human rights needs progress along multiple dimensions on different fronts. Figure 1 illustrates this schematically.

#### *1. Two areas of outcomes: The condition in peoples lives and the social arrangements being put in place*

To assess human rights, we are concerned with progress in the condition of peoples lives and in the social arrangements that are in place. Much of the work on monitoring human rights focuses on documenting violations by monitoring the condition of people's lives. These make up two quite distinct strands of work on human rights measurement. Lack of consensus in the work on indicators arises from the focus on one priority at the exclusion of the other.<sup>7</sup> However, progress needs to be assessed in both areas, and indicators are needed in both.

The implication for Goal 8 is that indicators should focus on state conduct—on whether adequate public policies are in place—rather than on human outcomes.

#### *2. Several actors*

Many non-state actors in society influence the condition of human lives and, therefore, have human rights obligations. The state has primary responsibility for securing peoples' rights, but many other actors, such as the media, civil society organizations, private companies, the household, and individuals, also have a role. In the market economy, the conduct of private companies is a significant factor that cannot be entirely controlled by the state. In an increasingly globalized world, actors such as international organizations and corporations have considerable influence, and are beyond the reach of any individual state to regulate. Each of these actors is a duty bearer.

The implication for Goal 8 is that international responsibilities reside not only with the state, but also with other globally powerful organizations, notably corporations, media, and NGO networks. States have an obligation to ensure that these other actors do not violate human rights. International cooperation is needed when actors are global.

#### *3. Several key characteristics of process*

Human rights are concerned with the human condition and social processes in which people participate. The right to development is conceptualized as

---

7. See also Kate Raworth, *Measuring Human Rights*, 15 ETHICS INT'L AFF. 111 (2001).

a right to a process. The key features of the process include participation, equality, transparency, accountability, non-discrimination, and remedy. To illustrate, the realization of a right to development is not just raising school enrolment rates, but achieving greater equality in schooling, reducing disparities among population groups, and addressing obstacles such as language for marginalized groups. There must also be a process put in place for accountability and remedy in the case of violation.

The implication for Goal 8 is that participation of poor and weak countries in international decision making processes affecting their development is an important concern.

#### 4. *Benchmarking progressive realization*

It has long been recognized that the pace of progress in realizing rights depends on the context; obstacles are specific to countries and points of time as a result of history.<sup>8</sup>

The implication for Goal 8 is that partnership targets should take into account the different needs by recognizing that some countries face larger obstacles and can be expected to accomplish less. Accordingly, partnership obligations should vary from one group of countries to another.

## IV. STRUCTURING INDICATORS FOR ASSESSING STATE CONDUCT

Over the last decade, much work has been done on conceptualizing human rights measurement methodologies.<sup>9</sup> Some useful approaches have been developed to structure indicators into sets that capture diverse dimensions and objectives. This paper draws heavily from the framework proposed in the *Human Development Report 2000*<sup>10</sup> structured by seven aspects of state conduct. These aspects include: identifying the scope of state conduct in three categories of obligations, to respect, protect, and fulfill human rights, *and identifying four key principles of process, namely non-discrimination, participation, adequate progress and remedy.*<sup>11</sup> This framework is consistent with the framework proposed more recently by the Special Rapporteur on the right to health, Paul Hunt. Hunt's framework uses three categories of

- 
8. Progress cannot be assessed by a uniform standard internationally. What is important is for each country to make the maximum effort; to monitor these efforts requires setting realistic benchmarks.
  9. See Rajeev Malhotra & Nicolas Fasel, Quantitative Human Rights Indicators—A Survey of Major Initiatives, Draft Working Paper (19 May 2005).
  10. UNITED NATIONS DEVELOPMENT PROGRAMME, HUMAN DEVELOPMENT REPORT 2000 (2000).
  11. *Id.* The work of Kate Raworth is acknowledged as a main author of chapter 5 of this report and developing the conceptual framework. See also Raworth, *supra* note 7.

indicators: outcome, process, and structure.<sup>12</sup> While these frameworks were proposed to develop systems of indicators for accountability at the national level, they are also useful for structuring indicators for accountability at the international level.

### A. Scope of State Conduct: Policies to Respect, Protect and Fulfill

The Maastricht Guidelines are widely used to define the scope of state responsibility in the national context in three dimensions—to respect, to protect and to fulfill.<sup>13</sup> The same principles can be usefully applied in conceptualizing the scope of international obligations.<sup>14</sup> This can be illustrated by drawing examples from national state obligations for education and international obligations in the use of flexibilities built into the WTO Agreement on Trade-related Aspects of Intellectual Property Rights (TRIPS) to extend access to patented medicines during a public health emergency.<sup>15</sup> TRIPS, and the use of these flexibilities, has been a hotly contested issue in trade negotiations and pits HIV/AIDS activists against corporations and some governments.<sup>16</sup>

#### 1. To respect

To respect refers to not standing in the way of people's pursuit of their rights. An example in the national context would be to not restrict school access to minority populations. In the international context, an example would be to refrain from obstructing a country pursuing the use of flexibilities in TRIPS to

- 
12. *The Right of Everyone to Enjoy the Highest Attainable Standard of Physical and Mental health, Report of Paul Hunt, Special Rapporteur of the Commission on Human Rights*, U.N. GAOR, 58th Sess., Agenda Item 117c, U.N. Doc. A/58/427 (10 Oct. 2003).
  13. *The Maastricht Guidelines on Violations of Economic, Social and Cultural Rights*, 20 HUM. RTS. Q. 691 (1998).
  14. The intention here is to use these principles to develop a conceptual framework for identifying international obligation, *not* to make a legal argument.
  15. Medicines under patent are expensive or in short supply compared to generics. While the TRIPS agreement requires WTO member countries to put in place a system of intellectual property, they also include provisions to ensure that patents do not stand in the way of public health and other critical issues of human well being. These provisions include in particular, compulsory licensing—allowing companies to produce without a license—the use of which has been hotly contested in recent years. For a discussion on human rights obligations related to TRIPS, see *Addendum: Report on the Mission to the WTO by the Special Rapporteur on the Right to Health, Paul Hunt*, U.N. ESCOR, Comm'n on Hum. Rts., 60th Sess., Agenda Item 10, U.N. DOC. E/CN.4/2004/49/Add.1 (2004).
  16. Note that in the current situation of potential emergency with the spread of avian flu, governments have been much more proactive in negotiating with the patent holder of tamiflu, the only known medicine, to ensure that enough supplies can be produced and made accessible to their national populations.

protect public health. Several years ago, a group of multinationals sued the South African government over this issue. Their home governments could have refrained from backing the multinationals position, considering that HIV/AIDS affects over a fifth of the of the country's adult population.<sup>17</sup>

### *2. To protect*

Protection refers to preventing other actors from violating human rights. An example in the national context would be to intervene when parents refuse to let girls attend school. An example in the international context would be to take measures to encourage multinationals producing HIV/AIDS retrovirals to refrain from standing in the way of using compulsory licensing to allow generic production of the drugs.

### *3. To fulfill*

To fulfill refers to taking measures that assist in the realization of rights. In the national context an example would be building schools. At the international level, an example would be investing in vaccines for HIV/AIDS, which are urgently needed to stem the spread of this pandemic.

## **B. Key Human Rights Principles as Policy Goals: Non-discrimination, Participation, Adequate Progress, and Effective Remedy**

Cutting through all these outcomes and processes are the key human rights principles of non-discrimination, participation, adequate progress, and remedy.

### *1. Non-discrimination*

Equitable treatment of all and equal achievement of all are central policy goals in realizing human rights. Disparities in human condition can reveal policy discrimination. In the national context, minority groups may have lower educational achievements reflecting lower spending from public budgets. In the international context, non-discrimination is an important issue in trade policy. Market access for developing countries may be restricted by higher tariffs or subsidies to domestic production. Policies aimed at achieving greater equality implies greater priority to improvement of the most deprived and excluded.

---

17. This includes 21.5 percent of population aged fifteen to forty-nine. The data is from UNITED NATIONS DEVELOPMENT PROGRAMME, HUMAN DEVELOPMENT REPORT 2005:INTERNATIONAL COOPERATION AT A CROSSROADS (2005).

There are significant implications of this principle for Goal 8. Numerous discriminatory rules exist in the international trading system and institutional procedures. It is arguably a matter of human rights obligation on the part of rich countries to dismantle tariffs on developing country exports and subsidies on farm products that compete with developing country exports.

### *2. Participation*

A key principle in the right to development as a right to a process is the ability to participate in making decisions that affect one's life. Participation is secured only when the structures of decision making are democratic, and institutionalized procedures are put in place for the voices of the peoples to be heard, and for transparency of public action, and accountability.

An important implication for Goal 8 is the human rights obligation of all countries, especially the powerful ones, to ensure that voices of developing countries be heard in the decision making processes, such as multilateral trade negotiations.

### *3. Adequate progress*

The realization of rights depends on the context. Progress has to be assessed in view of the obstacles that result from history. Intermediate targets and benchmarks need to be set. In the national context, this would imply, for example, achieving a consensus between people and government as to how much the school enrollment rate should be raised each year. In the international context, a similar process would be for donors and government to agree on a framework. The special rapporteur on the right to development has, therefore, proposed compacts between developing countries and partners.

An important implication for Goal 8 is that the MDGs constitute a framework for benchmarking adequate progress. MDGs set an ambitious framework, and to achieve them requires significant speeding up of development. Analyses of trends consistently conclude that at rates achieved over the last decade, only a handful of countries—mostly in Asia and Latin America—would achieve the goals by 2015. Most goals would be missed globally, as well as African countries and the poorest countries, whether categorized as LDCs, low income, or low human development. MDGs are a claim to international state conduct to do much more.

### *4. Remedy*

States have the obligation to put in place procedures for remedy of violation and for holding responsible parties accountable. In the national context, procedures exist for legal and administrative recourse. The effectiveness of these procedures can be monitored. In the international context, such

procedures are exceptional. The WTO dispute settlement procedure is an example. Note that this is an exception; enforcement mechanisms at the international level rely on peer pressure, and naming and shaming. There is no recourse to punitive measures except for sanctions against states and military intervention.

## V. THE CONCEPT OF INTERNATIONAL OBLIGATIONS

How should international obligations be defined? How has the case been made? One frequently used argument is the existence of mass poverty in poor countries and by the inequalities in the world. Some often argue that these inequalities are the result of entrenched inequities in the world. These inequities are rooted in history and reflect huge asymmetries in economic and political power among countries. However, these are not sufficient reasons for international responsibility since it is widely agreed among governments and human rights scholars that the primary responsibility for human rights and eradication of poverty resides at the national level. This principle is also entrenched in UN human rights documents. Indeed, most wealthy governments insist on this point and have been reluctant to embrace the notion of international obligations in UN fora and documents because the limits of national responsibility and international responsibility are ambiguous. So international obligations are not a substitute for national responsibility. International action, however, is indispensable for addressing obstacles that are beyond the capacity of national governments to tackle on their own.

### A. Three Categories of Obstacles Beyond the Reach of National Action

It is often thought that international support for development is essentially about transferring resources—a claim to a hand out. The logic of human rights is not an entitlement to a handout or charity. The entitlement is to social arrangements that secure a person's rights. For sure, international cooperation is needed because developing countries cannot raise adequate resources on their own. There are two other obstacles that developing countries cannot address on their own. One is international policies and the other is systemic asymmetry in global governance.

#### *1. Resource constraints*

The first obstacle is lack of financial and human resources. There is little argument that developing countries need additional resources beyond what domestic savings and borrowing can mobilize. There is also wide agreement

that achieving MDGs would require substantial additional resources since at current pace of development, most of the low income/low human development countries would miss the 2015 targets. Additional resources can come from better national policies for domestic resource mobilization, but they must also come from development aid, debt relief, private investment flows, and access to private capital markets.

## *2. International policies*

The second obstacle concerns constraints that arise from the international policy environment. For example, most developing countries are highly dependent on primary commodities for their foreign exchange earnings, and face wildly fluctuating prices. They also face *tariff escalation*, or *development tax*, where developed countries impose higher tariffs on processed goods than on unprocessed goods. These and other issues have been identified as elements of the development agenda of the Doha round of trade negotiations that is actively under negotiation as this paper is being written. A single country cannot address these problems on its own; international action is needed to formulate to stabilize resource flows in the face of commodity price fluctuations and reform unfavorable trade rules. In fact, it was the need for an enabling international economic environment that drove developing countries to advocate for recognizing the right to development in the 1970s and 1980s.<sup>18</sup> In today's context, several other critical issues are evident. These include global warming and other environmental pressures, the need to invest in technology for poor people, such as medicines for neglected diseases, low cost clean energy, higher performing varieties of crops from the poorest farmers, and international criminal activity, such as human trafficking.

## *3. Systemic asymmetry in global governance*

The third obstacle concerns systemic weaknesses in global institutions and processes. An important issue today relates to international financial architecture and its ability to monitor and prevent crises. Another major issue is inadequate participation of developing countries in international decision making. This is related to the democratic deficit in global governance, and the lack of transparency and participation in institutional structures and decision making processes. The most significant concerns have been raised with respect to agreements on norms in trade and finance. Developing countries have weak bargaining power in WTO multilateral trade negotiations. This results in trade rules in favor of the interests of rich and powerful countries.

---

18. *The Right to Development*, Dr. Arjun Sengupta, U.N. ESCOR, Comm'n on Hum. Rts., 57 Sess., U.N. Doc. E/CN.4/2000/WG.18/CRP.1 (2000).

Developing country representation is weak in other institutions such as the World Bank, IMF, and the Basel Committee.

## **B. Assigning Responsibility for Violation—Imperfect Obligations**

State conduct refers to state policy and action, whether in budget allocation, regulation, or institutional procedure. There is intrinsic difficulty in identifying the contents of policies and action that meet state obligations because there is no indisputable consensus on the causal impact of policy on human well being. There are always controversies about data, methodology, and analysis over policy choices. Human rights activists have often argued that structural adjustment programs have resulted in unemployment, declines in educational enrollment, and other adverse impacts on the realization of the right to development. These policy consequences depend on context. The causal links are vigorously contested among economists. Many economists argue that these policy packages have had positive effects on employment, education, and other aspects of development.

Moreover, there are multiple factors and actors behind any given outcome, making attributing responsibility for human rights violations extremely difficult. If a girl is not in school is it because the parents oppose the girl's education? Is it the community that has not ensured that the school is safe? Is it the Ministry of Education that has mismanaged its budget? Or is it the IMF that insisted that expenditure cuts are necessary to restore macroeconomic balance? Or is it the Ministry of Finance that controls the national budget?

While it is clear that it is not possible to ascribe exact responsibility for a human rights failure to an international actor, it does not follow that there are no obligations. There are obstacles that an international actor can address that a national government, a community, or a parent cannot. As Amartya Sen argued, obligations for helping realization of a right may not be precisely attributable, but they are obligations nonetheless. These should be considered imperfect obligations.<sup>19</sup>

Imperfect obligations may be particularly difficult to pin down in a legal framework. However, they can be agreed among stakeholders in a politically negotiated consensus. There will always be a rich diversity of analyses and disagreements among scholars, but policy makers can draw on social science knowledge from which there is strong consensus.

One of the most important achievements of the international community since the emergence of the Millennium Declaration in 2000 and the MDGs

---

19. HUMAN DEVELOPMENT REPORT 2000, *supra* note 10.

in 2001, has been the agreement on the Monterrey consensus<sup>20</sup> in 2002. Adopted at the 2002 UN Conference on Financing for Development held in Monterrey, the consensus identifies key policy priorities and provides a framework for development partnership. The consensus also provides respective roles and commitments of developing countries for establishing effective governance of the development process, and commitment of donors to take new policy actions in areas of trade, debt, technology transfer, financial markets, and private sector flows. This structure echoes the proposal by the Independent Expert on the right to development for a compact.

## VI. GOAL 8: TARGETS AND INDICATORS FOR HUMAN RIGHTS ACCOUNTABILITY?<sup>21</sup>

Goal 8 targets and indicators focus on the global priorities and address the most serious obstacles to developing countries. Do these targets capture the key human rights dimensions required of state conduct?<sup>22</sup>

It is outside the scope of this paper to make an independent assessment of international policy priorities. However, we can draw on recent studies commissioned by the UN system that build on the large empirical and analytical literature. This paper reviews three of the most global and comprehensive UN commissioned reports: the 2005 report of the UN Millennium Project<sup>23</sup> (MP) led by Professor Sachs that brought together hundreds of specialists from international academia, civil society, government, UN agencies; the 2005 World Economic and Social Survey (WESS) published by the UN Department of Social Economic Affairs;<sup>24</sup> and the 2003 and 2005 editions of the Human Development Report commissioned by UNDP.<sup>25</sup> Table 1 compares goal 8 targets with the priorities outlined in these three reports.

This comparison shows that Goal 8 indicators and targets are weak in standards for accountability and narrow in the coverage of policy agenda. They are also inadequate in addressing key human rights principles in each of the three areas where international action is required to supplement domestic

20. *Report of the UN Conference on Financing for Development*, U.N. GAOR, Conf. 198, U.N. Doc. A/CONF.198/11 (2002).

21. The text of Goal 8, with its seven targets and seventeen indicators, is listed in Annex 3.

22. Table 1 compares Goal 8 targets and indicators with the priorities over which there is broad consensus. These include the priorities that governments have committed to undertake in the Monterrey consensus, and additional commitments that are identified in policy studies.

23. UNITED NATIONS, *INVESTING IN DEVELOPMENT: A PRACTICAL PLAN TO ACHIEVE THE MILLENNIUM DEVELOPMENT GOALS* (2005).

24. UNITED NATIONS, *WORLD ECONOMIC AND SOCIAL SURVEY* (2005).

25. UNITED NATIONS DEVELOPMENT PROGRAMME, *HUMAN DEVELOPMENT REPORT 2003: A COMPACT AMONG NATIONS TO END HUMAN POVERTY* (2003).

efforts: lack of resources, improving the international policy environment, and addressing systemic asymmetries in global decision making processes.

### **A. Priority 1: Resources–Aid, Debt, Private Flows**

Goal 8 focuses on increasing aid and debt relief, with attention to aid allocation to LDCs and social services. The strongest area of Goal 8 targets and indicators is the focus on official development assistance (ODA) and debt relief. The only quantitative indicator in the Goal 8 framework, included in indicator thirty-two, specifies a target of 0.7 percent of GDP and 0.15 percent of GDP for LDCs. This has already proven to be an important benchmark in driving policy change in OECD donor countries. Since 2003, aid disbursements have begun to increase, and many donors, especially in the EU, have committed to increase overall aid budgets.

The Monterrey consensus sets a broader agenda that includes exploration of issues, such as new and innovative sources of financing, innovative comprehensive mechanisms to address debt problems, and measures to encourage private capital flows. These issues are emphasized in the reports reviewed. The reports address the issue of aid allocation with a slightly different emphasis. While Goal 8 includes indicators for allocations to LDCs and the social sectors, the MP report and HDR 2003 argue for aid to be allocated on the basis of a realistic country level analyses of resources required to achieve the MDGs.

### **B. Goal 8 Indicators and Targets Raise a Number of Issues**

Aid is allocated to the countries in greatest need, in order to achieve the MDGs and fulfill human rights according to principles of equality and non-discrimination. The 0.7 percent GDP target is useful for holding donors accountable for increasing ODA in the aggregate. MDG8 targets 0.15 percent of GDP of OECD countries to LDCs out of the aggregate target of 0.7 percent. LDCs population is about 16 percent of all developing country population while the 0.15 percent allocation represents 21 percent of the aggregate target.<sup>26</sup>

The critical policy issue is ensuring the flow of resources to countries in greatest need and ensuring that these resources are used effectively. Developing countries can be categorized into two groups. First, a group of countries on track to meeting MDGs at current rates of progress. Most

---

26. HUMAN DEVELOPMENT REPORT 2005, *supra* note 17.

of these are middle income countries or countries, such as China, which are experiencing rapid growth and development. They do not require additional aid to achieve the targets. The second group of countries are high priority countries. These countries are far behind and progressing slowly; in some cases they are in development reversal. The 1990s was a decade of unprecedented development success for the countries that integrated into the global economy, realized its potential benefits, and translated these benefits to improving lives of people. But for other countries, the 1990s was a decade of human development crisis; about fifty countries have lower per capita GDP in 2000 than they had in 1990.<sup>27</sup> Current aid allocations favor middle income, rather than the low income countries, so there is a need for policy to reallocate aid.

The UN reports suggest that aid allocations be based on country by country estimates of resources needed to achieve the MDGs. MDG benchmarks are more ambitious for the poorest countries; consider the contrast between Niger and Chile. Achieving universal primary schooling is much more difficult for Niger that has a current enrolment rate of 30 percent, and GDP per capita of \$890 (PPP) than for Chile that has an enrolment rate of 89 percent and GDP per capita of \$9,190 (PPP).<sup>28</sup> MDGs set targets that take no account of this reality. The countries with the largest backlog of deprivation tend to have the largest resource constraints and require the strongest support or partnership. In fact, the Monterrey Consensus proposal that favors countries having good policies works against poor countries because many of them have weak policy capacity. A way has to be found for international cooperation to effectively accelerate progress in these countries.

Second, is the need for new approaches to the debt issue. Goal 8 makes an important commitment to "deal comprehensively with the debt problems." Indicators focus on outcomes such as proportion of official bilateral HIPC debt cancelled, debt service as a percentage of exports of goods and services and number of countries reaching HIPC decision and completion points. However, Goal 8 indicators and targets do not reflect policy changes that are needed in the design of debt sustainability initiatives. All UN reports reviewed conclude that the HIPC experience has been important but that process has been slow, and that deeper relief is required as countries find themselves with unsustainable debt levels not long after benefitting from debt relief.

Third, is the need to explore new sources of financing. Ideas about innovative sources of financing for development have long been discussed. Proposals have been made by independent researchers for several sources of financing but have not been vigorously pursued. Some ideas, such as taxing

---

27. *Id.*

28. *Id.*

international capital transactions—proposed by James Tobin—can raise huge amounts but have support from only a few countries.<sup>29</sup> But the Monterrey consensus has recognized the importance of exploring new sources. In fact it is widely acknowledged, as reflected in the WESS, that there are serious limitations to ODA as a way of meeting financing requirements for development.<sup>30</sup> Political realities of budget constraints, competing priorities, and the lack of a political constituency in donor countries would, for example, make it difficult to double ODA levels. Resources required to meet MDGs are estimated at a ball-park figure of about \$50 billion, or double current ODA levels.<sup>31</sup> Recently, some policy initiatives have been presented, including the International Financing Facility proposed by the UK and being launched to finance immunization, the use of Special Drawing Rights, and air transport tax proposed by France.

### C. Priority 2—International Policies

Goal 8 makes an important commitment to work towards greater fairness in trade and finance, with a focus on market access. Goal 8 also refers to access to essential medicines and access to new technologies. The targets and indicators, however, state broad objectives and outcomes without pinpointing the concrete policy changes required.

In comparison, the Monterrey consensus contains a broader agenda for policy reform in trade and extends to issues of financial markets, commodity price fluctuations, intellectual property, and aid effectiveness. The UN reports also cover these issues.

First, the Monterrey Consensus incorporates commitments to address a wider range of issues restricting market access including agricultural subsidies, tariffs on labor intensive manufactures, but also measures such as sanitary and phytosanitary measures, and the increasingly important issue related to migration under liberalizing movement of persons under the General Agreement on Trade in Services (GATS) mode 4.<sup>32</sup> This would facilitate migration from developing countries.

Second, the Asian financial crisis demonstrated the risk of financial crises for emerging economies. The Monterrey consensus commits countries

---

29. The "Tobin tax" was initially proposed by James Tobin in a 1972 lecture and later published as JAMES TOBIN, *THE NEW ECONOMICS ONE DECADE OLDER* (1974). The proposal is to impose an international tax on foreign exchange transactions as a measure to reduce volatility of capital flows that would also provide a significant source of public funds.

30. *WORLD ECONOMIC AND SOCIAL SURVEY*, *supra* note 24.

31. *HUMAN DEVELOPMENT REPORT 2003*, *supra* note 25.

32. World Trade Organisation, General Agreement on Trade and Services (GATS), available at [http://www.wto.int/english/tratop\\_e/serv\\_e/gatsintr\\_e.htm](http://www.wto.int/english/tratop_e/serv_e/gatsintr_e.htm).

to explore policy reforms towards stable flows. The WESS contains detailed analyses and proposals in this area.

Third, commodity price fluctuations are major obstacles to developing countries, most of which are highly dependent on primary commodity exports as a source of foreign exchange earnings. The Monterrey consensus commits countries to do more to mitigate the effects of these fluctuations through implementation of mechanisms such as the IMF Compensatory Financing Facility, as well as through export diversification.

Fourth, intellectual property rights, access to and development of technology are important issues for developing countries. There are growing technological inequalities of access and capacity. The Monterrey consensus commits countries to proactive positions with respect to access to medicines and traditional knowledge. Intellectual property rights are important for rich and technologically advanced countries with technology based industries. Developing countries also need help with investments in research and development for technologies that can address enduring problems of poverty such as improved varieties of crops, cures for major diseases, low cost sources of clean energy, etc. Developing countries need access to global technology—such as pharmaceuticals—many of which are patented and priced much higher than generics. Goal 8 refers to this problem and states the objective of expanding access to essential medicines but stops short of identifying concrete action needed such as increasing investments in pro-poor technology or expanding access to patented medicines through implementation of TRIPS flexibilities such as compulsory licensing.

Goal 8 technology targets focus on information and communications technology (ICT). It is true that developing countries are falling behind in connectivity and the ICT gaps are huge but Goal 8 ignores some of the other major issues requiring action, including investment in pro-poor technologies, access to pharmaceuticals as mentioned above, and measures to recognize rights to indigenous knowledge.

These issues are also addressed in the UN commissioned reports, which propose additional quantitative indicators and deadlines, especially for removal of agricultural subsidies and merchandise tariffs.

Fifth, aid effectiveness requires reforms by both recipient and donor. Important progress has been made in the donor community in identifying and addressing key issues, notably to align priorities to recipient national priorities, improve harmonization and reduce administrative costs to recipients. These contribute to another objective of increasing developing country ownership of the aid process. The Paris Declaration adopted by the Development Assistance Committee (DAC) of the OECD sets out an important framework for accountability and includes goals and indicators.<sup>33</sup> While the Monterrey

---

33. ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT (OECD), PARIS DECLARATION ON AID EFFECTIVENESS (2 Mar. 2005), available at <http://www.oecd.org/dataoecd/11/41/34428351.pdf>.

consensus and the reports identify these issues, the Goal 8 indicator for aid effectiveness is the proportion of untied aid. This is an important issue but one that is less central to the concerns identified today.

#### **D. Priority 3—Systemic Issues**

The Monterrey consensus identifies, as a priority, the need to address systemic issues to enhance the coherence, governance, and consistency of international monetary, financing, and trading systems. Two types of problems are widely acknowledged. The first is the growing imbalances in the monetary and financial systems that expose the global economy to shocks—such as the Asian financial crisis—to which developing countries are particularly vulnerable. The second is the asymmetry in decision making and norm setting in international trade and finance.

Analysis in WESS and in the HDRs further identify problems. For example, developing countries are not represented at all in the Basel Committees and the Financial Stability forum. The voting structures of the World Bank and the IMF are heavily weighted to developed countries. WTO rules give equal vote to each country but decision making is by consensus, and consensus making processes are not all open and transparent.

This issue of developing country voice and participation in decision making is not included in the Goal 8 agenda.

#### **E. Other Priorities**

##### *1. Corporate responsibility*

While the behavior of private sector actors has always had an important influence on the enjoyment of human rights, such as through impact on working conditions and on the environment, there is no reference in Goal 8 to state responsibilities with respect to corporate conduct. In the age of globalization, the increase of foreign direct investment, and liberalization of the economy, their influence has grown further. An important element of international responsibility of the state is to protect human rights from violations by corporate actors. Goal 8 makes no mention of this role.

### **VII. STRENGTHENING GOAL 8 ACCOUNTABILITY AND IMPLEMENTATION OF RIGHT TO DEVELOPMENT**

This detailed review of Goal 8 targets and indicators as a potential framework for monitoring international accountability for right to development

shows that the current formulation of targets and indicators is weak on two accounts. One is that there are no quantitative targets and no timetable for implementation other than the ODA target of 0.7 percent of GDP. The other is that they state general objectives and desired outcomes but stop short of identifying concrete policy changes that can be monitored, even though governments have committed to specific changes in the Monterrey consensus and in subsequent agreements such as the Paris Declaration.

Goal 8 is also narrow; it does not capture the broader and in some sense the more critical policy issues that are included in the Monterrey commitments. The most significant gaps are the commitments to explore new sources of financing, technology issues in TRIPS related to access to medicines and indigenous knowledge, aid effectiveness reforms to enhance ownership by developing countries, and the systemic issues of voice of developing countries in international decision making processes.

Goal 8 does not take on board key principles and priorities of the human rights logic. The most glaring omissions concern priority attention to countries in greatest need, protecting human rights against violations by others—notably on the issues of corporate behavior, and addressing the systemic issue of greater transparency and equality by promoting developing country participation in global governance processes. Overall, Goal 8 emphasizes resource transfer through ODA, arguably the mechanism least compatible with the right to development concept that emphasizes empowerment of developing countries. Goal 8 is less concrete on changes in the policy environment and even less on systemic issues.

It is beyond the scope of this study to develop a definitive proposal to strengthen Goal 8 targets and indicators. To do so would require an in-depth analysis of each of the policy constraints. Nonetheless, it is possible to identify the key directions for refining Goal 8 targets and indicators as a tool for strengthening accountability for international responsibilities.

### *1. Resources (aid, debt)*

Targets and indicators should focus on aid allocation and reform of donor practices. Some concrete quantitative or action indicators could be considered:

- increase of a specific amount in concessionary financing received by low human development countries;
- agreement before 2015 on new HIPC criteria to provide deeper debt reduction for HIPCs having reached their completion points to ensure sustainability<sup>34</sup>;
- agreement before 2015 on new sources of financing development;

---

34. Target proposed in HUMAN DEVELOPMENT REPORT 2003, *supra* note 25.

-agreement before 2015 on reforms in aid practices, to prioritize MDG achievement, to make resource flows more predictable, and to put in place measures to increase ownership by national governments.

## 2. *Policy environment*

Key priorities are removal of agricultural subsidies, removal of tariffs on merchandise exports of developing countries, commodity price fluctuations, TRIPS flexibilities, indigenous knowledge. Some concrete indicators could be considered:

-As proposed by the MP, set quantitative benchmarks and longer time frame for progressive removal of barriers to merchandise trade, agricultural export subsidies.

-As proposed by the MP, agree to raise public financing of research and development of technologies in agriculture, health and energy for poverty reduction of \$7 billion by 2015.

-As proposed by WESS, compensation facility for commodity price fluctuations.

-As proposed by the HDR03, agree on introducing protection and remuneration of traditional knowledge in the TRIPS agreement.

-As proposed by HDR05, agree on a commitment to avoid "WTO plus" arrangements in regional agreements.<sup>35</sup>

## 3. *Systemic asymmetry in global governance*

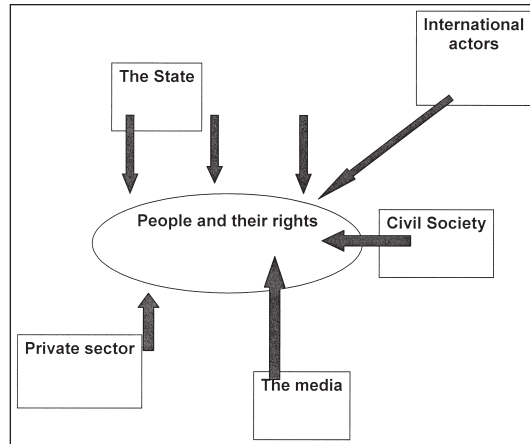
Although there has been increasing attention to increasing the voice of developing countries, the international community is far from reaching significant solutions to this problem. Concrete targets should focus particularly on developing country participation in WTO decision making process where there is most at stake.

## VIII. GLOBALIZATION, GLOBAL SOLIDARITY AND INTERNATIONAL OBLIGATIONS

Increasing global interdependence has meant that peoples' lives are much more influenced by events that take place outside of the country, whether it is spread of disease, depletion of fishing stock, or fluctuations in international financial flows. The impact of government policy similarly extends beyond

---

35. HUMAN DEVELOPMENT REPORT 2005, *supra* note 17.



national borders. Developing countries are consequently more dependent on international resources, policy change, and systemic improvement in global governance to accelerate progress in achieving the right to development. The global community needs instruments for making global solidarity work, to strengthen accountability for international responsibilities for global poverty eradication and development.

Goal 8 targets and indicators are operational tools for benchmarking progress in implementing the Millennium Declaration and the international agenda agreed at Monterrey and at the 2005 Summit. These are clearly frameworks for international solidarity and agendas for promoting the right to development. The Millennium Declaration squarely starts with the statement of values that underpin the entire declaration—freedom, solidarity, equality, and shared responsibility.

Targets and indicators are not meant to substitute for the broader agenda. The danger is that policy makers will focus their attention on numbers and risk of hijacking the agenda. Thus, raising ODA to 0.7 percent of GDP dominates much of the reporting and policy advocacy for MDGs and poverty reduction. Indicators are powerful in driving policy debates. MDG8 presents an important challenge and an opportunity for effectively using targets and indicators to drive implementation of the right to development. It is urgent for the international community to revisit Goal 8 targets and indicators and realign them to the central policy challenges identified in the Monterrey consensus, and to shift international cooperation from an instrument of charity to an instrument of solidarity.

**Table 1 Goal 8 targets and indicators compared with proposals in Monterrey Consensus and major UN reports.**

<i>Category of policy priorities: development constraints requiring international action.</i>	<i>Priorities in Goal 8 targets and indicators</i>	<i>Additional priorities in Monterrey consensus and subsequent agreements</i>	<i>Additional priorities identified in policy research as per Millennium Project Report (MP), World Economic and Social Survey (WESS 2005), Human Development Reports 2003 and 2005<sup>1</sup></i>
<b>Resources</b>	<p><i>ODA</i></p> <p>Indicator 32: Raise ODA to 0.7% GNP of OECD countries and 0.15% for LDCs</p> <p>Indicator 33: proportion of ODA to social services.</p> <p>Indicator 34: proportion of ODA that is untied.</p> <p><i>Address the special needs of landlocked countries and small island developing States. (target 14)</i></p> <p>Indicator 35: proportion of ODA for environment in small island states;</p> <p>Indicator 36: proportion of ODA for transport sector in landlocked countries.</p>	<p><i>ODA</i></p> <p>Make concrete efforts to increase ODA to 0.7% of GNP and 0.15 to 0.2 % of GNP to LDCs.</p> <p><i>New sources</i></p> <p>Explore innovative sources of finance e.g. SDR allocations for development.</p> <p><i>Private capital flows</i> Provide support such as export credit, cofinancing, venture capital, risk guarantees, leveraging aid resources, information on investment opportunities, business development services, business fora, finance feasibility studies.</p>	<p><i>ODA</i></p> <p><i>Aid allocation</i></p> <p>Aid allocations according to requirements for achieving MDGs. (MP)</p> <p>Allocate more ODA to low income countries. (WESS)</p> <p><i>New sources</i></p> <p>Innovative sources of financing e.g. international finance facility. (WESS)</p>

*Debt*

Target 15 - Deal comprehensively with debt problems of developing countries through national and international measures to achieve debt sustainability – indicators 41–44 on debt cancellation, debt service as % of exports, proportion of ODA provided as debt relief, number of countries reaching HIPC decision and completion points

*Debt*

Speedy, effective and full implementation of the enhanced HIPC facility. Put in place a set of clear principles for management and resolution of financial crises, ensure debt relief does not detract from ODA resources. Explore innovative mechanisms to comprehensively address debt problems.

**Policy environment**

*Trade (Target 12)*

Develop an open, rule based, predictable, non-discriminatory trading and financial system. Includes a commitment to good governance, development and poverty-reduction – both nationally and internationally.

*Private financial flows:* Measures to sustain sufficient and stable flows—address transparency and information, mitigate excessive volatility. Initiatives to enhance access to financial markets, strengthen capacity for risk assessment.

Indicator 37: proportion of exports admitted free of duties and quotas.

*Trade:*  
Increase market access. Address trade barriers, trade-distorting

*Trade:*

Set longer-term (for example 2025) quantitative targets for the total removal of barriers to merchandise trade, substantial across the board liberalization of trade in services, and universal enforcement of the principle of reciprocity and non-discrimination. (MP)

*Category of policy priorities: development constraints requiring international action.*

*Priorities in Goal 8 targets and indicators*

Indicator 38: average tariffs and quotas on agricultural products, textiles and clothing.

Indicator 39: domestic and export agricultural subsidies in OECD countries;

Indicator 40: proportion of ODA provided to build trade capacity.

*Target 13: Address the special needs of LDCs including tariffs and quota free access for least developed countries' exports; enhanced programme for HIPCs and cancellation of official bilateral debt; more generous ODA for countries committed to poverty reduction.*

*Access to essential drugs (target 17)*

Indicator 46: proportion of population with access to affordable essential drugs on a sustainable basis.

*Additional priorities in Monterrey consensus and subsequent agreements*

subsidies and other trade-distorting measures, especially in sectors of special export interest including agriculture; abuse of anti-dumping measures; technical barriers and sanitary and phytosanitary measures; trade liberalization in labour intensive manufactures; trade in services.  
Improve supply competitiveness for low income country exports.

*Intellectual property rights.*  
Implementation and interpretation of TRIPS supportive of public health; protection of traditional knowledge and folklore.

*Commodity price fluctuations and dependence on primary commodity exports – IMF*  
Compensatory Financing Facility.  
Support export diversification.

*Aid effectiveness*  
Improve aid effectiveness by

*Additional priorities identified in policy research as per Millennium Project Report (MP), World Economic and Social Survey (WESS 2005), Human Development Reports 2003 and 2005<sup>1</sup>*

Before 2015 agree and finance, for HIPCs, a compensatory financing facility for external shocks, including collapses in commodity prices. (HDR2003)

In the short term, before mid 2005: agriculture - priority effort in agriculture to achieve significant reductions in tariff peaks and escalation, phase out specific duties on low income country exports. A binding commitment to abolish export subsidies and two tier price

schemes. Non-agricultural merchandise - reduce tariffs to zero by 2015. Services - liberalize mode 4 of GATS - temporary movement of labour to provide services. Special and differential treatment

*Technology (target 18)*  
 Make available benefits of new technologies, especially information and communications.  
 Indicator 47: telephone lines per 1,000 people  
 Indicator 48: Personal computers per 1,000 people.

addressing following issues:  
 harmonization of procedures, alignment with national priorities, national ownership, untying aid, strengthen recipient capacity to manage aid, ODA as leverage to additional financing and trade, south-south cooperation, and ODA targeting to the poor.

– set up ‘aid for trade fund’ to address adjustment costs associated with implementation of Doha reform agenda. Promote export competitiveness  
 – additional aid, especially for investments in agricultural productivity and labour intensive exports in LDCs. (MP, HDR2003, HDR2004, WESS)

Commitment to avoid ‘WTO plus’ arrangements in regional trade agreements. (HDR2005)

*Intellectual property* By 2015 introduce protection and remuneration of traditional knowledge in the TRIPS agreement. Agree on what countries without sufficient manufacturing capacity can do to protect public health under TRIPS agreement. (HDR2003)

*Regional and global public goods* – Aid for overlooked priorities, especially

*Category of policy priorities: development constraints requiring international action.*

*Priorities in Goal 8 targets and indicators*

*Additional priorities in Monterrey consensus and subsequent agreements*

*Additional priorities identified in policy research as per Millennium Project Report (MP), World Economic and Social Survey (WESS 2005), Human Development Reports 2003 and 2005<sup>1</sup>*

neglected public goods and long term goals such as scientific capacity, environmental management, regional integration and cross-border infrastructure. (MP)

Public financing of research by \$7 billion by 2015 of which \$4 billion for public health, \$1 billion for agriculture, \$1 billion for improved energy, and \$1 billion for greater understanding of climate change.

*Security* - Reduce threats of violent conflict within countries through aid to post-conflict states, greater transparency in resource management, and cutting flow of small arms. (HDR2005)

Systemic (institutional) asymmetry in global governance

Enhance coherence, governance, and consistency of international monetary, financial and trading systems. Including reform of the international financial architecture; strong coordination of macroeconomic policies among leading industrial countries for global stability and reduced exchange rate volatility; national ownership and needs of the poor; effective and equitable participation of developing countries in the formulation of financial standards and codes; stronger IMF surveillance to prevent crises.

Stability Forum which have no developing country representation; (WES 2005)

Global governance – broaden the base for decision making and norm setting. IMF and World Bank, WTO, Bank for International Settlements, Base Committees and Financial Stability Forum, and other ad hoc groupings to make efforts to enhance participation of developing and transition countries, and to ensure transparent processes.

Strengthen the UN system and other multilateral institutions including stronger coordination among UN agencies and funds with the Bretton Woods institutions.

<i>Category of policy priorities: development constraints requiring international action.</i>	<i>Priorities in Goal 8 targets and indicators</i>	<i>Additional priorities in Monterrey consensus and subsequent agreements</i>	<i>Additional priorities identified in policy research as per Millennium Project Report (MP), World Economic and Social Survey (WESS 2005), Human Development Reports 2003 and 2005<sup>1</sup></i>
		<p>Strengthen international tax cooperation.</p> <p>Finalize a UN convention against corruption including repatriation of illicitly acquired funds and money laundering. Signature and ratification of the UN Convention against Transnational Organized Crime, and International Convention for the Suppression of the Financing of Terrorism.</p> <p>Redress global macroeconomic imbalances, and enhance measures to reduce developing country vulnerability to crises such as IMF facilities to compensate for short term shocks. (WESS)</p> <p>Enhance voice and participation of developing countries in international financial decision making, especially Basel Committee and Financial</p>	

---

<sup>1</sup> Includes points not already in the Monterrey consensus and follow up including the world Summit.

## ANNEX 1

International solidarity, rights/duties in some sources of international law (from Dos Santos Alves, 2004)<sup>36</sup>

### **Charter of the United Nations**

- Preamble: commitment to “employ international machinery for the promotion of the economic and social advancement of all peoples.”
- Article 1, para 3 defines objectives and principles of the UN: “to achieve international cooperation in solving international problems of an economic, social, cultural or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all.”

### **The Universal Declaration of Human Rights**

- Article 22: everyone is “entitled to realization, through national effort and international cooperation and in accordance with the organization and resources of each State, of the economic, social and cultural rights indispensable for his dignity and the free development of his personality.”

### **The International Covenant on Economic, Social and Cultural Rights**

- Article 2: States undertake to act “individually and through international assistance and cooperation, especially economic and technical, to the maximum of their available resources,” to progressively achieve the rights recognized in the Covenant.

### **The Declaration on the Right to Development, 1986**

- Article 3: “States have a duty to cooperate with each other in ensuring development and removing obstacles to development.”
- Article 4: “States have a duty to take steps, individually and collectively, to formulate international development policies with a view to facilitating the full realization of the right to development.”

---

36. See Dos Santos Alves, *supra* note 1.

## The Millennium Declaration, 2000

- Para 1–2: “We recognize that, in addition to our separate responsibilities to our individual societies, we have a collective responsibility to uphold the principles of human dignity, equality and equity at the global level. As leaders we have a duty therefore to all the world’s people, especially the most vulnerable and, in particular, the children of the world, to whom the future belongs.”

## ANNEX 2

### Millennium Development Goals Goal and Quantitative Target

1. Eradicate extreme poverty and hunger: halve between 1990 and 2015, the proportion of people whose income is less than \$1 a day and halve between 1990 and 2015, the proportion of people who suffer from hunger.
2. Achieve universal primary education; ensure that by 2015 children will be able to complete a full course of primary schooling.
3. Promote gender equality and empower women: eliminate gender disparity in primary and secondary education, preferably by 2005 and at all levels of education no later than 2015.
4. Reduce child mortality: reduce by two thirds, between 1990 and 2015, the under five mortality rate.
5. Improve maternal health: reduce by three quarters, between 1990 and 2015, the maternal mortality ratio.
6. Combat HIV/AIDS, malaria and other diseases: have halved by 2015 and begun to reverse the spread of HIV/AIDS. Have halved by 2015 and begun to reverse the incidence of malaria and other major diseases.
7. Ensure environmental sustainability: halve by 2015 the proportion of people without sustainable access to safe drinking water and sanitation. Have achieved a significant improvement by 2020 in the lives of at least 100 million slum dwellers.
8. Develop a global partnership for development: indicator (not target) net ODA as a percent of GDP at 0.7 percent of GDP and 0.15 percent for LDCs.

## ANNEX 3.

**Goal 8. Develop a global partnership for development<sup>a</sup>**

Target 12. Develop further an open, rule-based, predictable, non-discriminatory trading and financial system  Includes a commitment to good governance, development, and poverty reduction — both nationally and internationally	<i>[Some of the indicators listed below will be monitored separately for the least developed countries (LDCs), Africa, landlocked countries and small island developing States]</i>
Target 13. Address the special needs of the least developed countries  Includes: tariff and quota free access for least developed countries' exports; enhanced programme of debt relief for HIPC's and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction	<b>Official development assistance</b> 32. Net ODA as percentage of OECD/DAC donors' gross national product (targets of 0.7% in total and 0.15% for LDCs) 33. Proportion of ODA to basic social services (basic education, primary health care, nutrition, safe water and sanitation) 34. Proportion of ODA that is untied 35. Proportion of ODA for environment in small island developing States 36. Proportion of ODA for transport sector in landlocked countries
Target 14. Address the special needs of landlocked countries and small island developing States  (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly)	<b>Market access</b> 37. Proportion of exports (by value and excluding arms) admitted free of duties and quotas 38. Average tariffs and quotas on agricultural products and textiles and clothing 39. Domestic and export agricultural subsidies in OECD countries 40. Proportion of ODA provided to help build trade capacity
Target 15. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term	<b>Debt sustainability</b> 41. Proportion of official bilateral HIPC debt cancelled 42. Debt service as a percentage of exports of goods and services 43. Proportion of ODA provided as debt relief 44. Number of countries reaching HIPC decision and completion points
Target 16. In cooperation with developing countries, develop and implement strategies for decent and productive work for youth	45. Unemployment rate of 15-to-24-year-olds
Target 17. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries	46. Proportion of population with access to affordable essential drugs on a sustainable basis
Target 18. In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	47. Telephone lines per 1,000 people 48. Personal computers per 1,000 people <i>[Other indicators to be decided]</i>

<sup>a</sup> The selection of indicators for goals 7 and 8 is subject to further refinement.