Realizing Human Rights for Poor People - Strategies for Achieving the International Development Targets, 2000, 34 p.
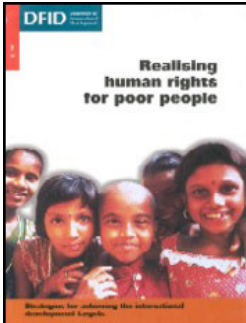

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Plans

DFID - Department for International Development

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The international development targets

The international development targets

Economic well-being

- a reduction by one-half in the proportion of people living in extreme poverty by 2015.

Social and human development

- universal primary education in all countries by 2015;

- demonstrated progress towards gender equality and the empowerment of women by eliminating gender disparity in primary and secondary education by 2005;

- a reduction by two-thirds in the mortality rates for infants and children under age 5 by 2015;

- a reduction by three-fourths in maternal mortality by 2015;

- access through the primary health-care system to reproductive health services for all individuals of appropriate ages as soon as possible and no later than the year 2015.

Environmental sustainability and regeneration

- the implementation of national strategies for sustainable development in all countries

by 2005, so as to ensure that current trends in the loss of environmental resources
are effectively reversed at both global and national levels by 2015.

While not amenable to quantification, there is a range of qualitative elements of development
that are essential to the attainment of the quantitative goals. These include democratic
accountability, the protection of human rights and the rule of law.

Department for International Development

The Department for International Development (DFID) is the British government department
responsible for promoting development and the reduction of poverty. The government elected
in May 1997 increased its commitment to development by strengthening the department and
increasing its budget.

The policy of the government was set out in the White Paper on International Development,
published in November 1997. The central focus of the policy is a commitment to the
internationally agreed target to halve the proportion of people living in extreme poverty by
2015, together with the associated targets including basic health care provision and universal
access to primary education by the same date.

DFID seeks to work in partnership with governments which are committed to the international

targets, and seeks to work with business, civil society and the research community to encourage progress which will help reduce poverty. We also work with multilateral institutions including the World Bank, United Nations agencies and the European Commission. The bulk of our assistance is concentrated on the poorest countries in Asia and sub-Saharan Africa.

We are also contributing to poverty elimination and sustainable development in middle income countries, and helping the transition countries in Central and Eastern Europe to try to ensure that the widest number of people benefit from the process of change.

As well as its headquarters in London and East Kilbride, DFID has offices in New Delhi, Bangkok, Dhaka, Kathmandu, Nairobi, Dar-es-Salaam, Kampala, Harare, Pretoria, Suva and Bridgetown. In other parts of the world, DFID works through staff based in British embassies and high commissions.

**Department for International Development
October 2000**

This paper was produced within DFID by a team led by Rosalind Eyben and Clare Ferguson. Inputs came from Sarah Beeching, David Clarke, Sam Gibson, Annabel Gerry, William Kingsmill, Sarah Maguire, Sam Selvadurai, Sheelagh Stewart, Miriam Temin, David Woolnough and David Wood. Comments and ideas on various drafts also came from. a wider group of UK government departments, representatives from other donor organisations and civil society. All contributions have been much appreciated.

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Foreword by the Secretary of State

This paper is one of a set. Together, they spell out actions which could transform the lives of hundreds of millions of poor people and make the planet a better and safer place for our children and grandchildren. They say what needs to be done to achieve key targets for international development.

These International Development Targets have been agreed by the entire United Nations membership, following a series of summit meetings held by the UN and its specialised agencies over the past ten years or so. The meetings discussed progress in poverty reduction and sustainable development and set targets for measuring that progress.

In the past, targets have often been set and then disregarded. This time, however, the international community is giving them greater weight. In 1996, all the main Western donor countries, grouped together in the Organisation for Economic Co-operation and Development (OECD), committed themselves to a partnership with developing countries and with countries in transition from centrally planned economies. The success of this partnership would be measured against key targets from the UN summits. In the following year, the new UK Government made these targets the centrepiece of its 1997 White Paper on International Development. More recently the World Bank and the International Monetary Fund (IMF) decided to co-ordinate their development efforts behind the targets. These targets are listed on the inside front cover.

Neither the United Kingdom nor any other individual donor country can achieve the targets alone. The targets are challenging, some particularly so. But if, by working together, we can increase the effectiveness of the international community, our assessment is that these targets

are achievable for developing and transition countries as a group by the target date, or soon after in some cases, even though they may not be achieved in each region or country individually. It is clear that each developing country must lead the effort if the targets are to be achieved. If this commitment is lacking, civil society institutions need to press their governments to take action as, without a local lead, progress cannot be achieved. The international community, in turn, must provide support for those governments committed to the reforms which are necessary to achieve the targets. Most countries should be able to register very considerable progress towards meeting the targets by the due dates.

Targets need to be used intelligently. They cannot capture the full richness and complexity of individual and collective transformation that makes for sustainable development. Individual countries should select and debate, in normal democratic ways, their own measures of achievement. But regular public assessment of how countries, as a group and by region, are performing against a simple standard is essential in order to focus development assistance on achieving real outputs. Doing so will show what works and what does not, will provide accountability for the efforts being made in the name of development, and will give impetus to extending basic life opportunities that should be available to all.

Targets also need to be grounded in reality. For this, we should not underestimate the value of good statistics. The political debate in Britain was strongly influenced by nineteenth and early twentieth century surveys documenting the reality of grinding poverty in our own society. A similar effort of political will is needed in many developing and transition countries if they are to give sufficient emphasis to the needs of their own poor people. Better quality and more accessible information on people's standards of living is one essential element in creating that will. Much work is needed to improve the collection of reliable and comparable data, and to strengthen local statistical capacity.

Respect for, and commitment to, the human rights and fundamental freedoms set out in the Universal Declaration of Human Rights is a constant theme throughout outwork. The concern of

this paper is about the human rights of poor people in poorer countries of the world. The central message of the paper is that the International Development Targets can only be achieved with the engagement of poor people in the decisions and processes which affect their lives. Human rights are a central part of work to achieve the International Development Targets because they provide a means of empowering all people to make effective decisions about their own lives. The paper concentrates on three strategic aims - participation, inclusion and fulfilling obligation - which are central to the realisation of all human rights and, consequently, to the achievement of the International Development Targets.

These papers do not attempt to provide detailed plans; they will follow, country by country and institution by institution, from discussions with developing countries and the relevant institutions. Many detailed proposals for action in pursuit of the targets are published, or soon will be, as Country and Institutional Strategy Papers. Our bilateral programmes are being reshaped. We are also encouraging the multilateral development institutions in the same direction. One example of this is the policy of the International Development Association - the concessional lending arm of the World Bank - which, following its Twelfth Replenishment, now focuses on poverty elimination in the context of the International Development Targets. Another example is the enhanced Heavily Indebted Poor Countries Debt Initiative, agreed at the IMF and the World Bank in September 1999, which has started to deliver faster, deeper and broader debt relief to countries committed to eradicating poverty. The G8 Summit in Okinawa endorsed the targets and asked for annual reports on progress.

We must also take advantage of the increased wealth being generated by 'globalisation', to help achieve the International Development Targets. In November 2000, the UK Government will publish a second White Paper on International Development, focusing on managing the process of globalisation to the benefit of poor people.

This paper and the others in the collection assess the challenge and set out an overall approach and strategy for our involvement in achieving the development targets in a clear,

focused and realistic way. Each reflects a process of consultation in the United Kingdom and overseas.

I hope that you will find them a valuable statement of what the UK Government will do and how the United Kingdom seeks to use its influence to make a reality of the targets, to which we and the rest of the United Nations membership are committed. We stand ready to be judged against our delivery of this strategy. And the whole development community - governments, international agencies, civil society organisations - should be judged collectively against delivery of the targets.

CLARE SHORT
Secretary of State for International Development

Executive summary

This paper presents a strategy for the achievement of human rights and fundamental freedoms of poor people. The central message of the paper is that the International Development Targets can only be achieved through the engagement of poor people in the development processes which affect their lives. The human rights approach to development means empowering people to take their own decisions, rather than being the passive objects of

choices made on their behalf. The objective of DFID's Human Rights Strategy is to enable all people to be active citizens with rights, expectations and responsibilities.

This paper sets out what we mean by a rights-based approach to development. A rights perspective means incorporating the empowerment of poor people into our approach to tackling poverty. It means ensuring that poor people's voices are heard when decisions which affect their lives are made. It means recognising that equality matters. Addressing discrimination in legislation, policies and society contributes to an environment in which excluded people have more control over their lives. A rights approach also means making sure that citizens can hold governments to account for their human rights obligations.

Overall, we shall give priority to linking poor people's perspectives with national and international policy processes. We shall do this within a strategy for integrating a rights perspective into development. This strategy is based on three cross-cutting principles:

- *Participation:* enabling people to realise their rights to participate in, and access information relating to, the decision-making processes which affect their lives.

- *Inclusion:* building socially inclusive societies, based on the values of equality and non-discrimination, through development which promotes all human rights for all people.

- *Fulfilling obligation:* strengthening institutions and policies which ensure that obligations to protect and promote the realisation of all human rights are fulfilled by states and other duty bearers.

Section one of the paper explains why the human rights framework is central to the achievement of the International Development Targets. The Universal Declaration of Human Rights sets out all people s human rights. These rights include economic, social and cultural

rights, such as rights to the highest attainable standard of health and education, as well as civil and political rights such as rights to life and liberty. All these rights share the characteristics of indivisibility and universality. Human rights define a set of objectives. They are also a means for enabling citizens to ensure that those goals are achieved.

Participation, inclusion and fulfilling obligation are identified as the three operational principles which apply to the achievement of all human rights for all. This strategy paper is concerned with the application of these principles in international development policies and practice.

Section two describes the international human rights framework. The 1948 Universal Declaration of Human Rights was the starting point for the development of legally binding international human rights treaties and core labour standards. There are six major conventions which set out in more detail what these rights mean, including the Convention on the Elimination of All Forms of Discrimination Against Women and the Convention on the Rights of the Child. These conventions are monitored by the Treaty Monitoring Bodies of the United Nations. Every country in the world has ratified at least one of the six principal UN human rights treaties. Ratification of a convention means that a government has committed itself legally to doing everything within its capacities to meet a variety of human rights standards.

There is a large gap between the aspirations of the Universal Declaration of Human Rights and the reality of the lives of many people in poorer countries. The key challenge is to translate human rights agreements into practical action through the integration of human rights into development. Poor people face many barriers to the realisation of their rights including an. inability to get their voices heard, discrimination and governments which are not accountable.

Democratic institutions, including fair national electoral systems, effectively functioning parliaments and local government organisations, are necessary to enable people to participate in the decisions which affect their lives. People also require access to information about governments' policies and performance. They need to be able to form. organisations, such as

unions, women's groups or citizens' monitoring groups, to represent their collective interests.

The section notes that discrimination is a form of social exclusion and a cause of poverty. Some people may be unable to access the resources made available by growth because of discrimination against their gender, skin colour, age, disability or other identity. Discrimination may be the result of legal inequalities in status and entitlements. Social values and norms may result in discriminatory practices in the implementation of policies as well as in households and communities. In extreme cases, discrimination and exclusion may lead to conflict.

Ratification of human rights treaties and the incorporation of human rights norms into domestic legislation are necessary for the protection of human rights. But human rights commitments often remain as abstract principles because governments fail to address their obligations through budgets and policies. At the local level, people need a clear understanding of what particular rights mean in terms of concrete entitlements in order to be able to claim them. National human rights institutions enable people to access international law and institutions and, therefore, hold their governments to account. But these national institutions do not always pay enough attention to the human rights of poor people.

Section three considers recent experience in efforts to improve the human rights situation of poor people and identifies some key lessons learnt by the international community in seeking to promote human rights. Given the very different capacity of states, the agenda for the achievement of human rights is different in each country. The progressive realisation of rights, in countries where government budgets are severely limited, requires clear target setting and local benchmarks. Decentralisation may increase the participation of poor people, but only if it takes place within the context of a political framework which promotes the equal rights of all people. The international community's promotion of human rights requires an understanding of the challenges facing governments in poorer countries.

This section also considers the responsibilities of non-state parties, including the private sector.

There are increasing numbers of enterprises which have stated their commitment to observing human rights principles. Their commitment can be measured through independent monitoring of voluntary codes of conduct.

The second part of this section considers the current strengths and limitations of the international community in promoting poor people's human rights. There is a growing convergence of ideas and experience around the integration of human rights and development

Section four identifies the actions required by the international community to ensure that development enables all people to be active citizens with rights, expectations and responsibilities. At the local level it means empowerment of the poor to ensure greater participation in decision-making processes and increased capacity to claim their rights. At the national level it requires reform of legal frameworks, policies and service delivery to protect and promote human rights and to respond to the needs, interests and rights of all. Internationally, there must be a commitment to making a reality of the human rights framework, with a particular focus on the rights of poor and excluded people. This section identifies very broadly the roles and responsibilities of the key actors at international, national and local levels to meet this challenge.

Section five is concerned with priorities for DFID in supporting this agenda. The section sets out a rights-based approach to development based on the principles of participation, inclusion and fulfilling obligation. We identify the specific actions we propose to take within this strategic framework, as members of the international community, and as partners of national governments and national and international civil society.

Section six considers how to measure progress against our priority objectives and looks at the various means available at the international and national levels, including the Treaty Monitoring Bodies, national statistical institutions and participatory human rights assessments.

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1. Objective and strategic aims

1.1. The UK's policy on international development is based on a commitment to an internationally agreed set of development goals and time-bound targets (Box 1). The primary function of this international development strategy is to mobilise the international community around the vision of the eventual elimination of extreme poverty. The International Development Targets are indicators which provide a measure of progress towards the goal of poverty elimination. These targets cannot be achieved without poor people's engagement in the decisions and processes which affect their lives.

Box 1. The International Development Targets are designed to provide milestones against which progress towards the goal of poverty elimination can be measured

Economic well-being

- a reduction by one-half in the proportion of people living in extreme poverty by 2015

Human and social development

- universal primary education in all countries by 2015

- demonstrated progress towards gender equality and .the empowerment of women by eliminating gender disparity in primary and secondary education by 2005

- a reduction by two-thirds in the mortality rates for infants and children under age five and a reduction by three-quarters in maternal mortality, all by 2015

- access through the primary health-care system to reproductive health services for all individuals of appropriate ages as soon as possible and no later than the year 2015

Environmental sustainability and regeneration

- the implementation of national strategies for sustainable development in all countries by 2005, so as to ensure that current trends in the loss of environmental resources are effectively reversed at both global and national levels by 2015

While not amenable to quantification, there is a range of qualitative elements of development that are essential to the attainment of the quantitative targets. These include democratic accountability, the protection of human rights and the rule of law.

1.2. Human rights provide a means of empowering all people to make decisions about their own lives rather than being the passive objects of choices made on their behalf. This paper sets out the practical ways in which the human rights framework contributes to the achievement of the objective of empowering all people to be active citizens with rights, expectations and responsibilities.

1.3. The human rights framework is built on the principle that all human rights are for all people.

The Universal Declaration of Human Rights, and subsequent instruments (Box 2), set out economic, social and cultural rights, such as rights to the highest attainable standard of health and education, as well as civil and political rights such as rights to life and liberty. All these rights share the characteristics of indivisibility and universality.[1]

Box 2. The Universal Declaration of Human Rights

Internationally agreed human rights provide a common set of principles for tackling the many facets of poverty and inequality. The human rights set out in the Universal Declaration of Human Rights and international legal instruments include:

- the rights to life and liberty

- the rights to a standard of living adequate for health and well-being of the individual and his/her family, including food, water and housing, and the right to continuous improvements of living conditions

- the right to social protection in times of need

- the right to freedom from discrimination

- the right to the highest attainable standard of physical and mental health

- the right to work and to just and favourable conditions of work

- the rights to privacy and family life

- the right to education and access to information

- freedoms of religion, opinion, speech and expression

- freedom of association

- the right to participate in political process

- the right to participate in cultural life

- freedom from slavery and servitude

- the rights to be free from arbitrary arrest or imprisonment, and to a fair trial

- freedom from torture and from cruel, inhuman or degrading treatment or punishment

- the right of international protection from persecution

1.4 Human rights are indivisible because the violation of one right will often affect the respect of several other rights. Access to education affects employment opportunities as well as use of information, public voice in decision-making processes, vulnerability to violence and access to justice. The realisation of civil and political rights is interdependent with the achievement of economic, social and cultural rights. All rights are equally important as a means of ensuring that all people can live a life of freedom and dignity.

1.5 Universality means that all people have the right to claim agreed economic, social and cultural, civil and political entitlements. Universality also means that all people have equal rights. In practice, it is often particular groups of people who cannot claim their rights in different areas of their lives. Policies and practices of governments, civil society and the private sector may discriminate on the basis of class, gender, age, ethnicity, disability or other social status.

The consequent inequities in education, health, employment, income and political representation perpetuate the powerlessness of the excluded. High levels of inequality generate social division, constrain sustainable development and are a common cause of violent conflict

1.6 Globalisation has increased the value of human rights agreements as a tool for the empowerment of poor people. The search for international consensus on principles for addressing global socio-economic issues has been one of the key factors in the renewed interest in human rights. The UN framework of all human rights for all provides a powerful lever for promoting policy change because the treaties, custom, declarations, guidelines and principles that define these rights are legally, politically and morally binding on states. Because human rights are enshrined in international legal instruments and consensus documents, they are not promises but entitlements demanding national and international response.

1.7 Human rights instruments set out the internationally agreed responsibilities, or duties, of states, to protect, promote and ensure the realisation of the rights of all citizens. The fulfillment of these duties is monitored by the Treaty Monitoring Bodies that are serviced by the Office of the High Commissioner for Human Rights (OHCHR) and, in the case of core labour standards, by the International Labour Organisation (ILO). As members of the United Nations, states have also undertaken to take joint and separate action to promote human rights globally. Article 28 of the Universal Declaration states that everyone is entitled to a social and international order so that their rights can be realised.

1.8 The counterpart of states' obligations is the right of all people to make claims on governments. All people have a right to demand that governments fulfill their duties to respect, protect and promote civil, cultural, economic, social and political rights. Because these obligations are internationally agreed and monitored, citizens can use them to hold their governments to account. The human rights framework of agreements and institutions links local with national and international mechanisms of accountability. But article 29 of the Universal

Declaration makes clear that human rights are not just a matter of citizen-state relations. Everyone has a duty to the community. All people must exercise their rights responsibly and respect the rights of others.[2]

1.9 Human rights define a set of objectives and provide tools for enabling citizens to ensure that the values embodied in the Universal Declaration are realised. All DFID's Strategies for achieving the International Development Targets describe the way in which we can make greater progress to achieving human rights for all. The other papers in this series set out the strategies for pro-poor economic growth, efficient government, service provision and sound management of the environment which are necessary to ensure that all countries are able to substantively meet the rights and needs of all citizens.

1.10 A human rights approach to development focuses on empowering all people to claim their rights to the opportunities and services made available through pro-poor development. DFID has identified three underlying principles, integral to the realisation of all human rights and the achievement of the International Development Targets:

Participation: enabling people to realise their rights to participate in, and access information relating to, the decision-making processes which affect their lives.

Inclusion: building socially inclusive societies, based on the values of equality and non-discrimination, through development which promotes all human rights for all people.

Fulfilling obligation: strengthening institutions and policies which ensure that obligations to protect and promote the realisation of all human rights are fulfilled by states and other duty bearers.

Footnote

1 See j. Hausermann, *A Human Rights Approach to Development* for a comprehensive guide to the human rights framework and its relevance to development, 1998.

2 International Council on Human Rights Policy. *Taking Duties Seriously; Individual Duties in International Human Rights Law-A Commentary* 1999.

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2. The challenge: integrating human rights into development

Human rights
The present position

Human rights

2.1 Human rights are commonly understood as being those rights which are inherent to the human being. Human rights are legally guaranteed by human rights law, which consists of the treaties as well as declarations, guidelines and principles that have been agreed under the auspices of the United Nations since 1945. A treaty is an agreement by states to be bound by particular rules. General principles of human rights law, to which most states would agree, are

often stated in declarations, proclamations, standard rules, guidelines, recommendations and principles. These documents include the Declarations and the Programmes of Action agreed at major UN World Conferences. They represent a broad consensus on the part of the international community on actions required to implement those rights and have a strong moral force on the practice of states. The human rights framework provides a basis for both legal measures to promote institutional change and interventions to create consensus around the values and norms they represent.

2.2 UN human rights instruments have been developed on the basis of international government and civil society debate and agreement. The increasing openness of the UN system to civil society perspectives means that human rights law responds to the views, interests and needs of many different groups of people around the world. The UN human rights institutions continue to evolve and this is reflected in the development of new guidelines on issues such as reproductive rights and child labour. The interpretation and application of these instruments change and develop, over time and are subject to political controversy and debate, globally and within countries, communities and families. The international human rights framework reflects the consensus of the international community at any one time and provides the basis for establishing rights at the national level.

Box 3. The international human rights framework

The Universal Declaration of Human Rights was the starting point for the development of legally binding international human rights treaties. The consequent *International Covenant on Civil and Political Rights* and the *International Covenant on Economic, Social and Cultural Rights* came into force in 1976. Currently there are some 140 States Parties to the former and 137 to the latter. In addition to the two covenants, there are four core thematic human rights treaties: *The Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination against Women, the*

Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment and *the Convention on the Rights of the Child.* There are a number of other UN instruments setting accepted human rights standards in particular areas e.g. aspects of the treatment of prisoners, rights of persons belonging to minorities, right to development, the ILO Conventions on workers' rights as well as international humanitarian law and refugee law.

2.3 The end of the Cold War has removed many of the ideological barriers to governments' acceptance of the human rights principles of the interdependence of all rights and the equality of all people. Every country in the world has ratified at least one of the six principal UN human rights treaties. Ratification of a convention means that the state has committed itself legally to do everything within its capacity to meet a variety of human rights standards. Not all governments, however, have taken these obligations seriously.

Box 4. Regional Human Rights Charters,

Regional Human Rights Charters are based on the principles of the Universal Declaration of Human Rights and other Conventions. They provide a means of bringing international law and standards closer to people in different parts of the different parts of the world. Regional charters include the African Charter ion Human and Peoples' Rights, the American Convention on Human Rights and the European Convention on Human Rights. The African Charter on Human and Peoples' Rights was adopted by the Organization of African Unity (OAHU) in 1981 and entered into force in 1986. It is a legally binding treaty to which, by August 1997, there were 51 State Parties. It contains civil, political, economic, social and cultural rights. It also includes various peoples' rights, such as the right to a healthy environment, which are not reflected in other international or legally binding instruments. Implementation of the African Charter is supervised by the African Commission on Human and Peoples' Rights which was established in November 1987. An African Court of Human Rights has yet to be established. '

The American Convention on Human Rights was adopted by the Organisation of American States (OAS) in 1969 and has been ratified by 25 countries. The Inter-American Commission on Human Rights, one of the principal organs of the OAS, reviews complaints and communications relating to the Convention. Governments and the Inter-American Commission may submit cases to the Inter-American Court of Human Rights. The European Convention on Human Rights was adopted on 4 November 1950. The Human Rights Act of 1998 committed the UK Government to incorporate the Convention into domestic law. Asia does not currently have either a regional charter or a court of human rights. Many Asian states, however, are parties to a broad range of global human rights instruments and mechanisms.

The present position

2.4 Poor people have rights to education and health, to an adequate livelihood including food, water and housing, to just and favourable conditions of work, to security and freedom from violence. They cannot access these rights when their voices are not heard, when they are discriminated against, or when the state is not accountable for its human rights obligations.

Participation

2.5 Participation usually means participation in the community or in development projects. Participatory methods have been used to ascertain local level needs and priorities. These findings, however, have not always been fed into state policy and budget formulation processes. Formal political processes provide one means of enabling citizens to have some say in the policies of their country. An increasing number of countries have become committed to democratic political participation. But even where they operate in a relatively free and fair manner, voting, lobbying and political parties are not sufficient to empower poor people. One of the key findings from the World Bank's series of consultations with the poor is that many people in developing countries, including those with democratically elected governments, consider themselves to be powerless and lacking influence over the key decisions which affect

their lives[3]

2.6 People are not only concerned with having a say in decision-making processes. In South Africa in 1998, people said that they wanted much more information about the decisions that had been made at national and local levels as well as more feed-back on the activities of political representatives and government workers.[4]

Box 5. Participation and the human rights framework:

Participation is central to enabling people to claim all their human rights. The key challenge is to ensure that actions to increase citizens' participation: in decision-making processes empower the poor and not just local elites. The Universal Declaration of Human Rights defines people's rights to take part in formal political processes (UHDR 21). Article 20 affirms the right to freedom of association and Article 23 includes the right to form and join trade unions. Both the: Copenhagen and Beijing declarations emphasise the importance of promoting the participation of excluded people in governmental processes and bodies. Rights to participation are linked to information rights. Article 19 of the Universal Declaration of Human Rights defines the right to freedom of opinion and expression. This right includes the right to receive and impart information and ideas through any media regardless of frontiers.

2.7 A free press and media provide access to information about the activities of government and non-government organisations at local and national levels Poverty and social exclusion both tend to accompany limited access to media and information. Illiteracy, linguistic diversity, physical remoteness, poor transport and social isolation can all create communication difficulties even where the press is free.

2.8 As the World Bank's series of consultations with the poor indicates, many people in

developing countries are concerned with issues of corruption among government officials at both local and national levels. Access to information enables citizens to monitor the actions of government workers and guard against corruption.

Box 6. Corruption and the right to information

The Mazdoor Kisan Shakti Sangathan (MKSS), or Association for the Empowerment of Workers and Farmers, is a civil society movement which grew in response to evidence of local government corruption in the north Indian state of Rajasthan. The group promotes the idea that citizens have a right both to know how they are governed and to participate actively in the process of auditing their representatives. Work with poorer sections of society in the early nineties highlighted the role of government corruption in keeping wages low when it became clear that local authorities were billing central and state governments for higher amounts than were being paid to workers. Their work also showed that goods delivered through the Public: Distribution System, designed to provide subsidised essentials for poor people, were being diverted and sold on the open market. In response to these findings, MKSS developed a method of collective 'social audit' to analyse official information. In a series of 'public hearings', local people have been invited to give testimonies which highlight discrepancies between the official record and their own experiences as labourers on public-works projects, applicants for the means-tested, anti-poverty schemes, or consumers in ration shop.[5]

2.9 Civil society can put pressure on governing organisations to act in accordance with agreed human rights principles and obligations. Those organisations which operate on democratic principles, rather than representing the interests of elites, can facilitate links between government and communities and increase the involvement of excluded people. Such organisations often possess critical ground-level information on human rights violations and the

causes and dynamics of conflicts. Civil society action can also play an important role in early warning and in promoting inter-community dialogue. International human rights organisations have rarely, until recently, worked to promote the economic, social and cultural rights of poor people. The general lack of attention to the interdependence of all human rights represents an important missed opportunity.

2.10 The right to freedom of association is central to achieving just and fair conditions at work as well as ensuring that civil society is able to operate as an effective monitor of government actions. A 1999 survey by the International Confederation of Free Trade Unions (ICFTU) 6shows that 123 trade unionists were murdered in 1998, 1,650 individuals were attacked or injured, 3,660 were arrested, and over 21,000 were sacked for trade union activities. The survey cites a record number of 119 countries where either the right to organise is still formally denied or informally abused. The great majority of poor women and men working in the informal sector in developing countries are only just beginning to learn to organise themselves and defend their rights at work - very often through grass-roots and community-based organisations.

Inclusion

2.11 Poverty is not simply the consequence of a lack of resources. Some people are unable to access existing resources because of who they are, what they believe or where they live. Such discrimination is a form of social exclusion and a cause of poverty. Political commitment to the principle of the universality of all rights provides a basis for the development of socially inclusive and equitable societies.

2.12 It is often particular groups within societies which suffer from multiple deprivation of rights. Work to understand gender inequality provides insight into the causes of discrimination more generally. Discrimination may be the product of legal inequalities in status and entitlements. Discrimination also occurs where the needs and rights of particular people are not recognized

in policies or provided for through budgetary allocations. Social values and norms may result in discriminatory practices in the implementation of policies as well as in people's relationships within households and communities In many countries, people receive differential treatment from government officials because of their class, religious identity, disability, age, ethnicity or skin colour.[7]

Box 7. Inclusion and the human rights framework

A socially inclusive society is one in which all people are able[!] *to* claim all their rights. The principle of equality of all rights for all people forms the basis of the definition of social inclusion agreed at the 1995 Social Development Summit in Copenhagen. This definition is based on the first and second articles of the Universal Declaration of Human Rights, which states that all: human beings are born free and equal in dignity and rights, and that everyone is entitled to all human rights without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. The human rights framework acknowledges that some people suffer particular rights deficits through reference to specific forms of discrimination. The Convention on the Elimination of All Forms of: Discrimination Against Women, the Convention on the Elimination of All Forms of Racial Discrimination and the Convention on the Rights of the Child take account of forms of discrimination on the basis of gender, race and age. International standards for upholding the rights of people with disabilities are set out in the UN Standard Rules on the Equalization of: Opportunities for Persons with Disabilities. Human rights which are of particular concern to: indigenous and minority peoples include rights to land, cultural integrity, participation in decision-making, health and a healthy environment.[8] The UN instruments which define these rights include the International Covenants, the International Convention on the Elimination of All Forms of Racial Discrimination and the International Labor Organisation Convention No 169 concerning Indigenous and Tribal People in Independent

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Countries.

2.13 Inequalities and discrimination may be deeply rooted in social institutions and norms which shape relationships within the household and community. Cultural understandings of gender roles, for example, mean that some women may not be able to question their husband's behaviour because they fear they may be beaten. Where women do not have equal rights to land, they may be unable to challenge their husband without risk of being thrown out of the household and losing access to their means of subsistence.[9] Understanding the interaction between social practices, policies and law is central to addressing issues such as the spread of HIV and ensuring that people have equal access to available resources. Human rights agreements, such as the Convention on the Elimination of All Forms of Discrimination Against Women, mean that governments have obligations to address social discrimination through efforts to promote rights awareness and attitudinal change as well as reform. of legislation and policies.

2.14 In cases such as the Roma in Eastern Europe, exclusion has led in the recent past to denial of citizenship rights because they are seen by the majority as 'undesirable'. In their most extreme forms, racism and discrimination on the basis of ethnicity have led to conflict and genocide. Addressing the rights of the excluded is central to the prevention of conflict and the promotion of socially inclusive societies in which all people can enjoy lives of freedom and security.

Fulfilling obligation

2.15 Where human rights are not legally protected or recognised in the policies and practices of service providers, people are unable to claim entitlements, even where resources are available. Ratification of human rights treaties and the incorporation of human rights norms into domestic legislation are necessary for the protection of human rights. But states have very different capacities to reform legislation and ensure that it is enforced. Building governments'

capabilities to provide accessible justice and legal redress, based on respect for human rights, is central to the realisation of human rights for poor people.[10]

2.16 Legislation alone is not sufficient to ensure the realisation of human rights. Constitutional commitments often remain as abstract principles because governments fail to address their obligations through budget and policy formulation processes which allocate resources to particular sectors and define the levels and standards of provision that all citizens can expect. At the local level, people need a clear understanding of what particular rights mean in terms of concrete entitlements in order to be able to claim them.

Box 8. Obligation and the human rights framework

States have obligations to protect, promote and ensure the realisation of all human rights. International and national human rights institutions provide channels for monitoring violations of human rights. Legal action provides another channel for ensuring citizens are protected. The Universal Declaration of Human Rights defines individuals' rights to equality before the law, to protection from arbitrary arrest, detention and exile and to a fair and public hearing by an independent tribunal (Universal Declaration of Human Rights 8,9,10,11). States' obligations also require positive action to promote human rights.[11] Clear performance standards, civil society action and political mechanisms are central to ensuring the accountability of the state for its obligations to promote all human rights. States also have international obligations to promote human rights globally. While states have primary responsibilities for ensuring the realisation of human rights, all people have general duties to exercise their rights responsibly and respect the rights of others. Article 29 of the Universal Declaration of Human Rights makes clear that human rights are not just a matter of citizen-state relations. Everyone has a duty to the community.

2.17 Human rights institutions can influence government to promote rights more vigorously, and to address rights violations where they occur. Their capacity to do this varies according to the type of institution, its powers of enforcement, levels of resourcing and the degree of independence from government. Human rights institutions also give citizens access to international law and institutions and, therefore, hold their government to account. To date, however, such institutions have tended to concentrate on civil and political rights and give less emphasis to all the human rights of poor people.

2.18 Protecting and promoting human rights during violent conflict is one of the most difficult challenges for the international community. The nature of violent conflict has changed. Where conflicts used to be 'set-piece' battles between armies, civilians are now most likely to become war casualties, made homeless or maimed. Most of these are women and children. Also, most armed conflicts are now internal, not international. Sometimes they are 'civil wars'; sometimes they are acts of aggression by one party (often states), against the civilian population. The mechanisms to protect civilians are also developing, mostly contained within international humanitarian law. When people flee to other countries they are entitled to international protection. Countries receiving refugees may need assistance to cope with a large influx of people in desperate conditions.

2.19 As the international community recognises that the human rights of civilians are violated in conflict, distinctions between international humanitarian law, human rights law and refugee law are blurring. UN agencies such as the Office of the High Commissioner for Human Rights, the UN High Commission for Refugees and the International Committee of the Red Cross are having to develop their strategies in this respect.

Footnote

3 Global Synthesis: Consultations with the Poor. World Bank 1999.

4 Poverty and Human Rights. National Speak Out on Poverty Hearings, March to June 1998.

5 Jenkins and Goetz. *Accounts and Accountability. Theoretical Implications of the Right-to Information Movement in India,* 1999.

6 "1999 ICFTU *Annual Survey of Violations of Trade Union Rights.*

7. See also the DFID strategy paper, *Poverty elimination and the empowerment of women* and the DFID issues papers, *Disability, poverty and development* (DFID 2000); *Helping not hurting children* (DFID 1999).

8 Fergus MacKay: *The Rights of Indigenous People in International Law:* A Briefing Paper for DFID.

9 Rosalind Petchesky and Karen Judd. *Negotiating Reproductive Rights. Zed* Press 1998.

10 "DFID Strategy Paper: *Making government work for poor people.* June 2000.

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3. Experience to date

Lessons learned by the international community

3.1 This section summarises a range of key lessons learnt by the international community in seeking to promote human rights for poor people and goes on to consider the existing international institutions involved, including their strengths and weaknesses. This account is not intended to be comprehensive but to highlight key points which then feed through to the strategy recommendations in section 4.

Lesson one: There is a large gap between the aspirations contained in the principles of the Universal Declaration of Human Rights and the experiences of people living in poverty.

3.2 The renewed interest in the Universal Declaration of Human Rights and other human rights agreements coincides with greater awareness of the opportunities and risks associated with globalisation and the consequent necessity for different parts of the global community to act together on the basis of common values and principles.

3.3 Governments, multilateral organisations and civil society have responded to these changes through a succession of agreements setting out the basis for global action to promote the well being of all. These agreements have expanded upon existing human rights conventions. The 1993 World Conference on Human Rights at Vienna reaffirmed the importance of the Right to Development and linked this to the realisation of the rights of marginalised people such as

migrant workers and refugees. At the 1994 Cairo International Conference on Population and Development, governments agreed on definitions of reproductive rights and standards of reproductive health provision that prioritised women's rights to make their own decisions about their bodies and fertility. The 1995 World Summit for Social Development agreed action on employment rights and rights to basic services as a means of addressing poverty. The 1995 Beijing Fourth World Conference on Women confirmed the importance of women's human rights and put the issue of violence against women firmly on the international agenda. These agreements helped create an international consensus around a set of values based on the core principles of human dignity, equality and social justice.

3.4 At both the international and national levels there has been insufficient focus on implementing these objectives and principles. Hence the value of the International Development Targets, which are drawn from the UN conferences and provide a measure of the effectiveness of action to realise particular social and economic rights. The targets provide a vehicle for focusing the resources and energies of international development efforts on the rights and needs of the poor. The primary responsibility for securing rights for all people, however, rests with individual governments and their citizens.

Lesson two: The progressive realisation of human rights requires resources and strategic planning for medium and long-term action.

3.5 Given the very different existing capacities of states, the agenda for the achievement of human rights is different in each country. All states, however, regardless of the level of economic development, are obliged to ensure respect for civil, political and subsistence rights for all, while all other economic and social rights must be progressively realised by policies and steps that are deliberate, concrete and targeted. Obligations to promote economic, social and cultural rights do not mean that states always have to provide free services. Governments are required to promote the social arrangements and policies that promote access to these rights through the market and the state[12].

3.6 Initial progress can often be achieved with changes in institutional behaviour combined with modest investment but, overall, the realisation of human rights, including civil and political rights, is likely to require significant public resources. Actions to promote rights to security of the person, for example, include the development of police forces with the capacity to respect and protect human rights and to act as a service for the community. The progressive realisation of human rights requires policies of pro-poor growth, which increase the amount of resources available, as well as good governance which ensures that those resources are used efficiently.

3.7 Progressive realisation also requires the development of medium and long-term plans which set out realistic strategies and targets for action. Some governments, such as Uganda and the Andhra Pradesh State Government in India, have already worked towards the development of such plans. National government commitment to policy measures in terms of rights is a vehicle for increasing the accountability of state institutions to their citizens and, consequently, increasing the likelihood that government measures will be implemented. The participation of civil society in the development and monitoring of action plans and targets at national and local levels further increases the responsiveness of the state to the needs and perceptions of citizens. Transparent policy making and budgeting processes, which allow for proper scrutiny of expenditure priorities, are also important for checking whether the state is meeting its obligations towards all.

3.8 It is the role of the international community to support those governments that are taking seriously their obligations to ensure the progressive realisation of all rights and to encourage other governments to follow suit.

3.9 Article 28 of the Universal Declaration of Human Rights states that everyone is entitled to a social and international order so that their rights can be fully realised. The interpretation of this article is at the centre of the debate about the validity and content of the right to development. The right to development is defined in the Declaration on the Right to Development, adopted by the UN General Assembly in 1986. It is stated as "an inalienable human right by virtue of which

every human person and all peoples are entitled to participate in and contribute to and enjoy economic, social, cultural and political development, in which all human rights and fundamental freedoms can be fully realised". The Right to Development sets out the need for an environment of international co-operation which enables the development of all countries of the world. Development, however, also requires that national governments ensure that their efforts are effectively focused on actions which accelerate the elimination, of poverty. The Right to Development sets out the obligations of national governments to support the institutions and processes to ensure that this will happen.

Lesson three: There are problems with relying solely upon legal measures for the protection of human rights

3.10 The appropriate legal framework and mechanisms must be in place at national level if human rights are to be protected. But this is not enough on its own. Most litigation in developing countries involves either business or the propertied classes as litigants. In Ghana, for example, a major source of litigation relates to property disputes and customary law associated with cocoa production. In India, litigation patterns broadly reflect the concerns of the three economically dominant classes agrarian landholders, the urban salaried groups, and industrialists. In practice, legal services tend to reflect the preferences and needs of their most common users - mainly propertied or salaried classes.

3.11 Poor people are rarely able to use formal legal systems to pursue their claims. The costs of engaging a lawyer, the opportunity cost of time spent in court, and the general level of skill and education required to litigate, all serve as deterrents. Poor people may prefer, or have no choice but, to use traditional and customary systems. While such informal systems are often closer to their lives and concerns of poor people, they may be based on authority structures, practices and values which do not comply with human rights norms.

Lesson four: There is no single prescription for effective citizens' participation

3.12 The right to participation requires that people should have the opportunity to choose their level of involvement in decisions and actions which affect their lives. Participatory decision-making may reveal previously hidden problems and conflicts of interest. A rights approach does not provide easy solutions or prescribed answers. It forces us to recognise difficult issues and provides a framework for trying to resolve existing conflicts through processes and institutions which protect the interests of the poorest and most marginalised.

3.13 The concept of participation is shifting from beneficiary participation in state-delivered programmes to an understanding of participation, as a means of holding the state accountable. New means of strengthening this approach include participatory policy research, participatory budgeting and citizen monitoring and evaluation[13].

3.14 It has been argued that the more power and financial control are devolved to lower levels of government, the greater the opportunity for people to be involved in the decisions which affect their lives on a daily basis. A number of countries have taken steps to encourage this process. In Bolivia, the Popular Participation Law has given indigenous Amerindian communities the de jure right to obtain constitutional recognition of their traditional village structures and to gain access to financial resources. There has been little systematic attempt to document the effectiveness of such legal measures. Some studies show that a gap exists between legal and institutional measures and practice on the ground, where decision-making is often dominated by powerful local elites. Zimbabwe's Village and Ward Committees have been criticised for being dominated by social elites who are able to use their position to capture resources intended for the poor[14]

3.15 The Government of Uganda is addressing the issue of local power elites by taking affirmative action to ensure that those marginalised on the basis of gender, age or disability are represented at different levels of the government system. In India, the 73rd and 74th Constitutional Amendments, which provided statutory status to Panchayati Raj Institutions,

have mandated a community role in planning and development processes. The amendments create reserved seats for women as well as scheduled castes and scheduled tribes[15]. Decentralisation may increase the participation of marginalised people, but only if it takes place within the context of a political framework which promotes the equal rights of all people.

Lesson five: Clear standard setting and the concrete definition of entitlements enables poor people to claim rights.

3.16 Lessons learned from South Africa show that it is not enough to create formal state institutions that are responsible for promoting human rights. Accountability requires citizens' participation in standard setting, monitoring and evaluation of government performance. South Africa is one of the few countries in the world that has explicitly adopted a rights-based approach to development. The 1996 Bill of Rights includes economic and social rights relating to labour relations, access to land, housing, health care, food and water, social security and education. The equal status of all human rights in the Bill of Rights stands as recognition that formal civil and political freedoms on their own will not lead to an improvement in people's quality of life. The eradication of poverty becomes a legally binding responsibility for which the state is accountable. There are various ways in which accountability can be demanded from the state. These include monitoring policy and parliamentary processes, lobbying and advocacy, political pressure, interventions by the Human Rights and Gender Equality Commissions and court applications. Every year, the South African Human Rights Commission requires relevant organs of the state to provide it with information on the measures they have taken towards the realisation of the rights enshrined in the Constitution. Poverty hearings, however, show that many poor people do not know what their entitlements are, nor how to claim them. Participatory standard setting, monitoring and evaluation provide a means of informing people about their concrete entitlements, empowering people to claim them and increasing accountability.

3.17 Between 1975 and 1998, the Employment Guarantee Scheme in Maharashtra has

provided an annual average of 132 million work days on 341, 661 separate work sites. Despite its many problems, the scheme continues to provide relatively cost effective and reliable income support for significant sections of the rural poor of Maharashtra. A major reason for its success has been that there are legal rights to employment. These rights can be pursued through the courts, have a great deal of moral force and have provided the motivation for political mobilisation to ensure that people can claim their well-understood entitlements to a given number of days employment[16].

Lesson six: Development is a political process.

3.18 In sub-Saharan Africa and Latin America, there are long histories of poor and oppressed people organising to claim their rights. In India today, there are a number of groups who are working to protect the entitlements of women, children, Scheduled Tribes and Scheduled Castes. Their actions show that development involves a process of political struggle over priorities and access to resources. Official donor agencies have found this difficult and challenging. A human rights perspective on development reveals these competing claims and legitimises excluded peoples' efforts to strengthen their voice in the political process.

Lesson seven: The voices of the excluded can be translated into concrete responses from government

3.19 Poor and powerless people may be excluded from popular human rights movements and focused effort is required to protect and promote their human rights. Lessons from Bangladesh show that there are possibilities to do this. Nari Pokkho, a women's human rights organisation, has been working within the framework of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) to support those women most vulnerable to discrimination and abuse.[17] These include women divorced as a result of reproductive health problems, women disfigured from acid attacks and sex workers. A three-stage strategy helps women create a voice that counts, then demand answers from state institutions such as the

police and health services, and to be empowered to demand change.

Lesson eight: There is increasing scope to translate human rights into national legislation and policy implementation

3.20 There are increasing opportunities for donors to work with governments to promote human rights as part of the shift towards action to influence state-led policies and programmes. As they collaborate together to support locally led development efforts, individual donors are now increasingly likely to play a role in coordinated action to shape sector-wide programmes in, for example, health or education provision.

3.21 The human rights framework can provide a starting point of common ground for negotiations between governments and donors. This is through a process which assists the understanding of the different factors which affect the realisation of rights and of the specific priority actions which need to be taken in each country in order to promote them. Donor organisations have worked with the Ugandan government, for example, to translate the constitutionally recognised right to education into policies and programmes which promote universal access to primary school.

Lesson nine: The promotion of human rights requires an understanding of the challenges facing governments.

3.22 Progress in the realisation of human rights will vary. These variations do not simply reflect differences in resources. In developed countries, racism and other forms of discrimination persist and not all people enjoy their economic, social and cultural rights. UN human rights mechanisms monitor human rights progress in all countries, rich and poor. The application of the same standards to all countries is one of the great strengths of the human rights system and has helped to increase acceptance of human rights norms among poorer governments. The recognition by western governments that all rights are interdependent has also been an

important factor in this process. The governments of poorer countries, however, continue to have concerns about the use of human rights as a means of increasing conditionality or as weapons in international trade negotiations. The international community must learn how to secure greater progress in realising human rights for poor people in ways which recognise these concerns.

Lesson ten: Non-state parties have responsibilities to respect human rights.

3.23 While governments hold primary responsibility for the well-being of their citizens, there are increasing numbers of non-state actors which shape the opportunities and lives of people in developing countries. In the private sector these range from national or local domestic businesses to foreign direct investors, retailers sourcing manufacturing in poorer countries and international companies engaged in extractive natural resource industries or in service provision. Business plays a fundamental role in achieving greater economic well-being. There is a clear need to maximise its positive impact to ensure business activities do not violate human rights. Some of the larger multinationals are already working towards best practice through codes of conduct. Legal regulation is complex when such organisations operate across the state boundaries which form the basis of legal responsibilities for human rights.

3.24 The Maastricht Guidelines on Violations of Economic, Social and Cultural Rights[18] indicate that it is the responsibility of states to ensure that transnational corporations do not deprive people of their human rights. Some international authorities, such as the Inter American Court of Human Rights, have incorporated this guidance into their rulings but, to date, there have been few successful cases of states being held legally responsible for human rights violations perpetrated by enterprises operating within their national borders.

3.25 It has proved equally difficult to hold transnational corporations themselves legally accountable for alleged human rights violations because company headquarters are often able to separate themselves, and their responsibilities, from subsidiaries operating overseas[19].

3.26 Other avenues for ensuring corporate responsibility include the adoption of voluntary codes of conduct. Large retailers in the North and some of the companies concerned with extractive industries (oil, metals etc) have developed codes of conduct, which set out their commitment to employees' rights and the human rights and environment of the people in the communities in which they operate. To be effective, the implementation of these codes has to be monitored by an independent organisation. It also requires the participation of primary stakeholders, including trade unions and other civil society representatives, in evaluation processes.

3.27 Action to highlight the responsibilities of transnational corporations has sometimes overshadowed the often far worse labour conditions in companies producing for the domestic market. It is the clear responsibility of states to incorporate international labour standards into national legislation and devise systems for enforcement in order to ensure that the domestic sector is operating within a legal framework which protects the human rights of all citizens.

3.28 Civil society and trade union action can promote the responsibility of the private sector at both national and international levels. Consumer pressure, however, has sometimes resulted in the loss of employment for the most vulnerable employees, including women and children, rather than improvements in their working conditions[20].

International community: strengths and limitations

3.29 Only a minority of development agencies are committed to integrating human rights into development practice. Along with DFID, Swedish SIDA and the Australian Aid agency have adopted elements of a rights based approach[21]. Nevertheless, the trend is positive and there is a growing convergence of ideas and experience.

3.30 The funds and programmes and specialised agencies of the UN have the task of helping to deliver the global, normative framework for development set down by the various UN

conferences and conventions. The **Office of the High Commissioner for Human Rights (OHCR)** is the central UN organisation with responsibility for promoting the universal enjoyment of all human rights.[22] The OHCHR needs technical as well as financial support to ensure that it is able to effectively carry out its role. It is working to enhance its ability to mainstream human rights across the UN system, and to strengthen its capacity to promote human rights in member states. It should provide more guidance on how governments can implement their human rights obligations in relation to their available resources. The OHCHR and the Treaty Monitoring Bodies need also to improve their monitoring of human rights progress, as discussed below in Section Six. There is, more generally, a need to bring a poverty focus to the work of the Treaty Monitoring Bodies and commissions and the international organisations, such as the International Labour Organisation, which are responsible for setting standards.

3.31 The International Labour Organisation (ILO) is the United Nations agency which deals with employment, industrial relations and labour market issues. It aims to improve standards and conditions of work, and to encourage productive employment throughout the world. In 1998, it adopted the Declaration on Fundamental Principles and Rights at Work, confirming the importance of the core labour standards as human rights. The ILO has a particularly important role to play in reducing child labour. To do this, it needs to strengthen its poverty and gender focus and to collaborate with UNICEF and other agencies to obtain maximum impact.

3.32 Although the smallest of the UN funds, the **United Nations Development Fund for Women (UNIFEM),** has been successful in promoting gender equality work in the UN[23], other funds and programmes and specialised agencies have performed in a rather mixed way, and there is considerable scope for improvement. The **United Nations Development Programme (UNDP),** for example, is beginning to shift its perspective. It jointly hosted with OHCHR a major conference in Oslo in 1998 and has made human rights the subject of its 2000 *Human Development Report.*

3.33 Among United Nations funds and programmes, such as UNICEF and UNDP, commitment at headquarters is not always reflected at the national or local level of the organisations. Nevertheless, the trends are favourable. **UNICEF** has taken advantage of the tenth anniversary of the Convention on the Rights of the Child to commit the agency to integrate a human rights approach throughout its programmes. The UN reform programme offers important opportunities, particularly in seeking to establish more integrated country programmes and sharing of analysis and expertise, and the establishment of a common framework for assessment and progress measurement. To focus effectively on the rights of excluded people, these agencies will need to systematically incorporate social analysis into their mainstream work.

3.34 The **Commonwealth Secretariat** plays an important role, and is particularly well placed to help member governments address controversial and politically sensitive issues. It has made human rights a significant issue and could usefully do more. The Commonwealth as an organisation also provides an important framework for strengthening global consensus around key economic and social policy issues, bridging the divide between rich and poor countries.

3.35 The **European Union** is committed to promoting the integration of human rights into all development work. The EU has recently developed a set of guidelines on promoting the rights of minorities and indigenous people. The work of the Committee on Human Rights and Democracy, however, is largely focused on the promotion of civil and political rights, and EC implementation in all areas of development is weak.

3.36 The international financial institutions, most notably the World Bank, but also the African Development Bank, Asian Development Bank, Intel-American Development Bank and the International Monetary Fund, command the biggest share of financial resources earmarked for development purposes. In the past, all of these have been weak in their approach to human rights concerns. This situation is beginning to change as new knowledge is emerging of the direct links between economic development, inequality and empowerment. The development

banks have also shown more willingness during the 1990s to improve the skills mix in their staffing to help gain a better understanding of the nature of discrimination and patterns of social exclusion.

3.37 The **World Bank's** 2000 *World Development Report* has been written on the basis of extensive consultation of civil society in poor countries. The content of the report reflects poor people's concerns for a broad range of rights, including rights to participation, information and security.

3.38 There is an ongoing debate between the Bank and its shareholders about the extent to which the Bank should be addressing human rights concerns through its lending programmes. The Articles, which define the Bank's mandate, state that in all its decisions the Bank should only take into account economic considerations. This is currently interpreted to mean that some aspects of human rights fall outside its mandate. Others argue that as a member of the United Nations family, the Bank should not be selective in its concerns and that the Articles do not prevent the Bank from endorsing the indivisibility of human rights. However, where the Bank has shown support for human rights issues such as core labour standards, there has been resistance from some poorer country governments who fear that this might lead to extra conditionality. The Bank's support for the development of nationally owned poverty reduction strategies, as the basis for obtaining debt relief and loans, provides a potential mechanism for governments to identify ways of fulfilling their human rights obligations without having external conditions imposed on them.

Footnote

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13 Gaventa, J. and Vilderrama, C. *Participation, Citizenship and Local Government.* Background note prepared for workshop *Strengthening participation in local*

governance IDS, June 1999.

14 Mw Makumbe, John, *Participatory Development. The Case of Zimbabwe.* Harare: University of Zimbabwe Publications 1995.

15 *Strengthening participation in local governance - the use of participatory methods.* SEARCH Training Center, Bangalore. March 16 - 19, 1999.

16 *Politics and Poverty. A Background paper for the WDR 2000/1.* Mick Moore and James Putzel, September 1999

17 Huq, S. *Revisioning social policy for the 21st Century:* IDS Conference, October 1999.

18 The Maastricht Guidelines on Violations of Economic, Social and Cultural Rights were agreed at a meeting of legal experts, invited by the International Commission of Jurists, in Maastricht, 22-26 January 1997. The Guidelines have been internationally accepted as providing authoritative advice on determining violations of economic, social and cultural rights. Paragraph 18 states that, "The obligation to protect include the State's responsibility to ensure that private entities or individuals. including transnational corporations over which they exercise jurisdiction, do not deprive individuals of their economic, social and cultural rights. States are responsible for violations of economic, social and cultural rights that result from their failure to exercise due diligence in controlling the behaviour of such non-state actors."

19 Richard Meeran. *Liability of Multinational Corporations: A Critical Stage.* Paper for the British Institute of International and Comparative Law seminar on corporate responsibility, 1999.

20 DFID. *Helping not hurting children.* 1999.

21 *Human Development Report 2000.*

22 See the DFID Institutional Strategy Paper for the OHCHR for further details.

23 See the DFID Institutional Strategy Paper for UNIFEM.

4. Meeting the challenge

4.1 On the basis of the lessons learnt, this section identifies the collective effort required to ensure that development enables poor people to be active citizens with rights, expectations and responsibilities. At the local level, it means empowerment of the poor to ensure greater participation in decision-making processes and increased capacity to claim their rights. At the national level, it requires reform of legal frameworks, policies and service delivery to ensure the realisation of human rights and to respond to the needs, interests and rights of all. Internationally, there must be a commitment to making a reality of the human rights framework, with a particular focus on the rights of poor and excluded people. The remainder of this section broadly identifies the roles and responsibilities of the key actors at international, national and local level in order to meet this challenge.

4.2 International co-ordination in integrating human rights into development requires both a

shared analysis and a common commitment to shifting from rhetoric to sustained practice. Coordination at this level means cooperation between multilateral organisations as well as with international civil society and with the international world of business. The human rights strategy proposed in this document-based on participation, inclusion and fulfilling obligations-provides a basis for building coordinated action through the World Bank's Comprehensive Development Framework, poverty reduction strategies and other mechanisms such as sector-wide approaches.

4.3 The institutions of the UN created and support the international framework of human rights conventions and agreements. UN organisations *by themselves,* however, are not capable of ensuring that standards are translated into practice at national and local level. The key UN organisations involved in the promotion and monitoring of human rights are the OHCHR, which provides technical support for Treaty Monitoring Bodies and is charged with mainstreaming human rights within the UN, and the ILO, which promotes and monitors international labour standards. The extent to which strengthening these two institutions will increase the capacity of the UN to effectively promote the implementation and realisation of the rights of poor people remains to be seen.

4.4 A rights-based approach to development has not, as yet, been adopted by all the organisations of the UN. Some parts of the UN family, however, have developed innovative rights-based approaches to their programmes. These include UNIFEM and UNICEF, working on the implementation of CEDAW and the CRC. Strengthening these organisations may have a direct impact on the rights of disadvantaged people as well as influencing other UN and donor organisations through example and good practice.

4.5 The policies and programmes of the international financial institutions play a vital role in the realisation of the rights of poor people. Efforts to persuade these organisations to adopt a rights-based approach to development are time-consuming. Nonetheless, the potential long-term impact of such work is great enough to merit continued attention.

4.6 The private sector is a critical player in a coordinated response to the challenge. Developing countries must have access to world markets in order to achieve sustainable growth while implementing domestic policies to ensure that poor people more fully enjoy their human rights. Restricting trade access for countries with poor labour standards would make a bad situation worse by marginalising poor countries and locking them out of the benefits of the globalising world economy. Trade sanctions against countries where, for example, child labour is prevalent, are likely to force children into more exploitative forms of employment and is unlikely to have any effect on the huge majority of child labourers who work in the non-traded sector.

4.7 Consumer pressure, both in the developed and increasingly in the poorer countries of the world, can be a very powerful lever for change. Adoption of voluntary codes is by no means universal, but media exposure and consumer pressure for rapid action on improving human rights impacts is having an increasing effect. There is a role for regional and international agreements on good codes of conduct such as SA8000 and acceptable international standards of social auditing in areas such as clothing or shoe manufacture. The large international business organisations such as the International Chamber of Commerce and the Commonwealth Business Council, should play a leading part in establishing good practice.

4.8 Governments, accountable to their citizens through the democratic process, must be in the lead in establishing a country's approach to integrating human rights into development. The principles established in the human rights treaties need to be translated into national level agreements about levels and standards of provision and benchmarks for measuring progress. Priorities may have to be established and choices made. Attempts to assess governments in terms of their human rights record have tended to be limited to consideration of civil and political rights. These are, of course, very important but need to be balanced by a consideration of whether a government has a positive record on action to support social and economic rights.

4.9 There are clear cases, however, where the action of the government precludes international co-operation or direct assistance. In Nigeria, under the Abacha regime, violations of human rights meant that DFID, like many other development agencies, was not prepared to directly support the national government. In order to promote the rights of poor people, however, we worked at community level with local government authorities and community based organisations to increase the participation of excluded people in decision-making processes and strengthen their access to services and resources.

4.10 States are not homogeneous entities and it may be more beneficial to work in different ways with ministries for particular purposes. In China, DFID has initiated work with the Ministry of Health in order to combat HIV Direct interventions in this area have an impact on the right to health of minorities and disadvantaged people, who form a large percentage of the population infected by HIV At the same time, DFID works indirectly, through general support to the United Nations Population Fund (UNFPA), as a means of influencing the Chinese government to take on board international standards for reproductive health and rights.

4.11. At the other end of the scale, governments which have adopted a rights-based approach are to be congratulated. South Africa's commitment to a rights-based approach to development provides a valuable pool of experience from which all governments can learn.

4.12 In many countries, the **private sector** is paying increasing attention to its duties to the community as well as its own workforce. A growing number of businesses adhere to standards of social and ethical responsibility, but many others are still lagging behind. Governments must create an enabling environment to strengthen the movement towards socially responsible businesses.

4.13 Local level organisations will need to develop innovative ways of promoting human rights which may serve to influence programmes and policies at both national and international levels. Civil society at national and local levels must work to promote the rights and needs of

excluded people. National level organisations, which work to promote human rights, may not always represent the rights of the disadvantaged. Such organisations may focus exclusively on civil and political rights and fail to address the needs, rights and perceptions of poor people. Organisations may be exclusive in their approach and practices. Those which represent women, for example, sometimes overlook the rights of poor, disabled or ethnic minority women. Technical assistance can help to ensure that these organisations develop broad based approaches to human rights and develop inclusive approaches to their work.

4.14 Those elements of civil **society** working for poor people's human rights are making progress in encouraging international organisations to respond to the rights and needs of the disadvantaged. Civil society looks to the international community to encourage the voices of the poor to be heard in multilateral institutions and meetings. We need to support both those working for the realisation of the human rights of particular groups, such as women, children and those with disabilities, and those focusing on a particular bundle of rights, such as the core labour standards or housing rights. Support is important for those international and regional associations concerned to promote in more general terms a rights-based approach to development. Such organisations require (a) real links back to the grass roots, and (b) independently verified signs of the networking improving the lives of poor people.

5. Priorities for DFID

5.1 This document has set out the enormous challenge to realising human rights for poor people. It has identified some of the key lessons we have learnt in responding to this challenge, and has very broadly identified the roles and responsibilities of the key actors at local, national and international level. This section identifies the specific actions we propose to take as members of the international community, and as partners of national governments and national and international civil society.

Approaches

5.2 In the UK Government's 1997 White Paper on International Development, DFID set out its clear commitment to human rights. DFID, along with other organisations, has been learning how to translate a commitment to human rights into practical action. We initially developed our expertise and understanding through project work in conjunction with partners from civil society as well as national and multilateral organisations. We have been able to build on past experience with social analysis, which has helped us work with partners in understanding the structural causes of poverty, discrimination and exclusion. We have also developed participatory methodologies for the assessment of local level understandings of poverty. This work has proved invaluable in shaping our understanding of poverty and formulating appropriate policy responses. However, we have much less experience and expertise in the political and legal aspects of the human rights agenda and we are only now beginning to develop this.

5.3 Building on our own experience, and that of our partners, we will integrate human rights into development work at all levels. Working towards the realisation of human rights for poor

people is about how we do things, as well as our objectives. It requires a shift in our approach to focus on the empowerment of people living in poverty. A rights approach means that development organisations should work in ways that strengthen the accountability of governments to people living in poverty. It also means that development agencies should be subject to the same standards of transparency as governments.

5.4 A rights perspective means promoting social justice and recognising that inequality matters. But a rights approach does not prescribe easy answers to difficult questions about priorities. The human rights framework sets out the core responsibilities that all governments have towards their citizens, some of which are measured by the International Development Targets. A rights perspective emphasises that, in developing policies to meet these responsibilities, the rights of poor people should not be sacrificed to aggregate gain. A rights approach to development focuses on the participation of poor people and attention to their rights, views and interests. Our commitment to a rights approach to development means that **we shall give priority to linking poor people's perspectives with national and international policy processes.**

5.5 The remainder of this section describes the key actions we propose to take to support poor people's greater participation, inclusion and the fulfillment of obligations. Some of these actions are not new to DFID. Others require more systematic effort to turn policies into practice. There are also some areas where we need to adopt new objectives and ways of working. In all cases, DFID will work to promote a co-ordinated response among governments, development agencies and civil society. The key channels for building this response include the World Bank's Comprehensive Development Framework, the UN's Development Assistance Framework, the poverty reduction strategies promoted by the World Bank and the International Monetary Fund and sector-wide approaches.

Key actions

Participation

5.6 Participation in decision-making is central to enabling people to claim all their human rights. Effective participation occurs when poor people are actively engaged in decision-making and when their voices and interests are heard. It requires access to information about government policies and performance so that people can make informed decisions and hold policy makers accountable. The Universal Declaration of Human Rights defines people s civil and political rights to participate in decision-making, to freedom of expression, access to information and to freedom of association. DFID will:

- encourage international development organisations to focus more effectively on engaging with governments to strengthen democratic systems and institutions. This includes greater international support for the strengthening of free and fair national electoral systems and effectively functioning parliamentary and political institutions. It also requires attention to means of developing local government institutions which empower poor people.

5.7 These formal institutions and processes are rarely sufficient to ensure that the voices of poor people are heard. Participatory Poverty Assessments and other participatory research methods have proved invaluable both as a means of ascertaining the views of poor people and of strengthening the capacity of civil society to engage in policy discussions. DFID will:

- continue to develop and disseminate good practice in participatory research methods while seeking to ensure that such methods are neither dismissed nor misused by national and international organisations as a means of speaking on behalf of poor people;

- build on experience in this area to develop participatory research methods which focus on people's own understanding of their human rights;

● support institutions which enable poor people to monitor governments' delivery of agreed entitlements, such as citizens' service user and monitoring groups.

5.8 In the past, non-governmental organisations have been expected to act as vehicles for delivering aid, and as a means of increasing the participation of poor people in micro level projects. The involvement of civil society in this way has sometimes been seen as a substitute for accountable and effective state institutions. DFID will support:

● initiatives which enhance the skills and capacity of poor people to organise into associations and alliances in order to participate in decision-making processes. Such initiatives may focus on supporting the formation and management of organisations, increasing the public speaking and influencing skills of disadvantaged people or on strengthening local level understanding of local and national policy and budget formulation processes.

5.9 International action to achieve poverty reduction must be designed to support and not undermine national and local decision-making institutions. DPID will:

● work to ensure that the introduction of economic reform programmes and poverty strategies led by the Bretton Woods Institutions respect national democratic institutions and are evolved and debated through existing formal and informal methods of participation;

● encourage greater civil society involvement in the national process of preparation and participation in international meetings, such as the UN conferences at Vienna, Copenhagen and Beijing, in order to ensure that the interpretation of human rights standards and action to implement human rights is based on the interests and perspectives of excluded people.

5.10 Actions which promote rights to information are central to increasing the accountability of both state and non-state organisations. The value of a free, independent and responsible press and media in the gathering and dissemination of information about the activities of state and non-state organisations is often overlooked. A free media helps to promote the political space for the development of an. independent civil society, and helps to ensure government transparency and accountability. DFID will support:

- increased access to new information and communication technologies while recognising and continuing to support those existing forms of communications, such as the radio, which remain the best means of reaching poor and excluded people;

- development of national regulatory frameworks which promote greater freedom of information relating to government decisions and actions at national and local levels;

- initiatives to enable journalists to report on government action in a fair and responsible manner.

Inclusion

5.11 Building socially inclusive societies requires a focus on relations of power that lead to discrimination and inequality. It means a shift from targeting marginalised people through sectoral development projects to integrated approaches which address legislation as well as policy across sectors. This, in turn, requires multi-disciplinary work within and between development organisations. DFID will support:

- international co-ordination, on the basis of human rights principles, for effective engagement with governments to promote the recognition of the rights and needs of the disadvantaged in policy and budget formulation processes;

- initiatives which show how human rights principles and justice systems can be

applied in economic reform programmes, and as a basis for ensuring equality of access for excluded groups to resources and services;

● initiatives to addresses discrimination in legislation and its implementation, such as laws which prevent women from owning land;

● action to enable governments to establish, implement and monitor the application of anti-discrimination legislation in accordance with the relevant human rights instruments, and in relation to all spheres of life, including justice systems, property rights, financial services, employment etc;

● diversity monitoring of the utilisation of public services including the justice system, employment in the public sector and in political representation;

● disaggregation of demographic and other household survey data, where feasible and appropriate, including utilisation of services, on the basis of gender, ethnicity, religion, disability and geographical location;

● research which contributes to understanding of the processes of discrimination which operate to exclude groups in societies such as minorities and indigenous peoples, people with HIV, people with disabilities and elderly people.

5.12 A human rights perspective on responses to overcome exclusion requires greater attention to issues of diversity and cultural rights. DFID will:

● support language policies that promote cultural rights of minorities while giving all children the opportunity to master the key language of business and politics. It is also important to make provision for mother tongue literacy training in adult education programmes;

- mainstream a concern for diversity in support to the education sector. This can be achieved through education curricula, text books, media and other communications that seek to break down prevailing stereotypes, and to build respect for minorities and others suffering from discrimination.

5.13 Government and civil society initiatives which address issues of violence against women and children are central to promoting social inclusion from a human rights perspective. DFID will:

- seek to contribute to the reduction of inter- and intra-community violence by supporting initiatives to strengthen the realisation of rights to security and freedom from violence through conflict resolution, and analysis to identify the causes of conflict and to prevent it from occurring;

- support civil society human rights education initiatives which aim to influence attitudes towards excluded people as a means of developing a culture of respect for their rights and promoting peaceful means of conflict resolution;

- educate people working in police services and justice systems in issues of domestic violence in order to raise their awareness and responsiveness.

Fulfilling obligation

5.14 States have obligations to respect, protect and ensure the realisation of human rights. It is the role of the international community to support those governments that are taking seriously their obligations to ensure the progressive realisation of all rights and to encourage other governments to follow suit. DFID will continue to work towards the development of an enabling international environment through:

- work to ensure governments committed to the realisation of poor people's rights

have sufficient resources to meet their obligations through encouraging increased aid flows focused on the achievement of the International Development Targets;

- work with international organisations, including the international financial institutions, to strengthen their capacity to support governments in meeting their human rights obligations.

5.15 Effectively functioning human rights institutions at international and national levels are central to the protection of human rights. DFID will:

- support at the international level the strengthening of the monitoring and reporting functions of the OHCHR. Co-ordinated action is required to encourage the OHCHR to develop clear guidelines to assess national level action on human rights. The capacity of the OHCHR and the Treaty Monitoring Bodies to monitor the progressive realisation of rights can be strengthened through support for the development of systematic approaches to data collection and dissemination. The OHCHR needs strengthening to enable it to effectively carry out its mandate to mainstream human rights throughout the work of the UN.

- promote at the national level the comprehensive ratification of treaties and their incorporation into domestic legislation as fundamental conditions for ensuring the protection of human rights. This may include, when appropriate, technical support for governments to enable them to undertake the complex task of assessing legislation against international standards and training the judiciary to promote awareness of new legislation and procedures. Support to further reform of judicial institutions, including the police and community courts may be provided to promote accessible justice for the disadvantaged and legal redress which is based on respect for rights. Equally important is the promotion of strong civil society organisations engaged in legal advocacy which can represent the poor in public interest and class action

litigation cases.

5.16 Independent human rights institutions, such as Human Rights Ombudspersons or Commissions, may help to both protect and promote human rights as they are in a position to monitor and evaluate, in an impartial manner, the human rights impact of government policies. They also have a role in promoting knowledge about human rights. DPID will, when appropriate:

- help these institutions secure sustainable access to sufficient human and material resources and to maintain their independent and public role. Development expertise can help to ensure that human rights institutions have the capacity and tools to address the rights and perspectives of poor people.

5.17 The promotion of human rights requires states to draw up, and implement, plans of action or policies which could reasonably be expected to lead to the enjoyment of given rights. Agreement on specific national level targets and plans of action to promote human rights, as agreed at the Vienna Conference, would provide one means of measuring governments' actions in relation to their obligations to promote human rights instruments. Realistic action plans need to be based on the perspectives of poor people as well as clear analysis of the capacity and resources of governments. Action plans need to feed into other policy and budget processes in order to ensure that human and material resources are mobilised. Where human rights action plans are drawn up and considered alongside poverty action plans, they may stand more chance of being implemented. DFID will:

- support governments and civil society to translate national level agreements into realistic and concrete entitlements through the development of local benchmarks. Charters setting out clear information on service standards and entitlements help to inform people about their rights. These benchmarks should be set and monitored though participatory mechanisms in order to promote local relevance and increase

accountability to citizens.

5.18 The obligations of states to protect human rights during times of conflict are defined by international humanitarian law, human rights law and refugee law The institutions and mechanisms which monitor these bodies of law need to be strengthened in order to protect the rights of citizens affected by conflict. DFID will promote:

- adherence with international humanitarian law in partnership with the International Committee of the Red Cross, which acts to direct international relief activities conducted by the International Red Cross and Red Crescent movement in situations of conflict;

- compliance with the international framework of laws for the protection of refugees and other conflict-affected groups in partnership with the United Nations High Commissioner for Refugees;

- compliance with state parties' human rights obligations in partnership *with* the United Nations High Commissioner for Human. Rights;

- an effective start to the International Criminal Court to ensure that those guilty of war crimes and crimes against humanity are brought to timely justice.

5.19 One of the key challenges of development is creating systems of accountability for ensuring that non state actors respect the human rights of all people. DFID will encourage:

- multilateral institutions, including the World Bank, to recognise the importance of rights to freedom of association as contributing to enabling poor people to attain secure and sustainable livelihoods and decent working conditions;

- governments to meet their responsibilities for ensuring that private enterprises

operating within their boundaries respect human rights standards;

• private sector respect for core labour standards through implementation of voluntary codes of conduct.

6. Measuring progress against the objectives

6.1 The International Development Targets are drawn from internationally agreed conventions and resolutions and provide an indicator of the extent to which particular social and economic rights have been realised.

6.2 DFID is committed to assessing its own contribution to progress towards the International Development Targets. An important instrument for doing this is DFID's Public Service Agreement which sets out indicators for assessing DFID's performance against key departmental objectives, including the International Development Targets. The linkages between DFID's inputs - our spending and activities - and 'real world' results in terms of progress towards the targets are complex and difficult to quantify. However, the Public Service Agreement provides a basis for linking the performance of DFID programmes with the achievement of our overall objectives and, consequently, with the contribution we are making towards the International Development Targets.

6.3 DFID has prepared strategies to guide its work at country level and in relation to other development institutions. These strategies include indicators for assessing progress of DFID-assisted programmes sectorally, nationally and internationally. Regular review of country strategies and institutional strategies will provide a basis for assessing the extent to which DFID operations successfully incorporate a focus on the rights and empowerment of poor people. Strategy review also encourages lesson learning and improved performance, particularly where such reviews are led by appropriate agencies within developing countries themselves.

6.4 The OHCHR and the Treaty Monitoring Bodies constitute the existing international mechanisms for monitoring human rights (Box 9). Reports to Treaty Monitoring Bodies are often of patchy quality and some states parties fail to submit these regularly. Agreement on specific national level targets and plans of action to promote human rights, as agreed at the Vienna Conference, would provide one means of measuring governments' actions in relation to their obligations to promote human rights instruments and national institutions to monitor and ensure implementation. DFID will explore how it can support the development of such an approach.

6.5 At the national level, further work may be required on methodologies for formulating benchmarks and indicators relevant to countries' and local communities' needs. The translation of international standards into national and local level benchmarks and indicators, through democratic processes, provides a means of measuring progress towards strategic objectives. It also ensures that universal principles have local relevance and enables citizens to make claims on the basis of concrete entitlements. Local level citizens' action, in turn, fuels the political will to turn principles into practice. DFID will support the development of participatory methodologies for negotiating local indicators and service provision standards by which the progressive realisation of particular rights can be measured over time. DFID will continue to support participatory monitoring and evaluation methods which enable poor people to have clear information about their government's policies and programmes.

Box 9. International monitoring of human rights!:

Increases in the comprehensive ratification of particular conventions provide an indicator of government commitment to the rights of those who have traditionally been discriminated against. The extent to which this commitment is translated into practice and outcomes has also to be measured. The main forum (after the General Assembly) for substantive discussion of progress on human rights in the UN is: the annual meeting of the Commission on Human Rights (CHR). The CHR may deal with any matters relating to human rights. It considers and adopts resolutions on a wide range of general rights issues (such as torture, freedom of expression, the rights of the child) and some country-specific situations. It also commissions studies, drafts international instruments setting human rights standards, and reviews recommendations and studies prepared by the UN Sub-Commission on Human Rights (its subsidiary body). Where it considers it warranted, the CHR appoints Special Rapporteurs, Special Representatives, Independent Experts or Working Groups to investigate subjects in depth.

6.6 DFID will develop, with interested partners, methodologies for the participatory assessment of rights. Participatory rights assessments will focus on poor people's understanding of what their entitlements should be, their experiences of discrimination as well as the processes, policies and institutions which enable or prevent them from holding their governments to account. DFID will work towards the incorporation of these methods, where appropriate, into Participatory Poverty Assessments and poverty reduction strategies.

6.7 In most developing countries, disaggregated poverty-related data are rarely available on the basis of social, religious or ethnic status, or even sometimes according to where people live. When the data has been collected, governments should seek to make it widely available. The poorest countries may have minimal capacity to collect statistical information. This makes it very difficult for governments and citizens to identify the extent to which people's failure to

enjoy their human rights may be associated with processes of social exclusion and structural inequities. In some cases, there is separate information on men and women but, at present, the systematic collection of data from developing countries on the basis of other social differences is not possible. This data gap can be partially filled if national statistical institutions develop and implement targeted or sampled data gathering exercises to indicate the extent to which different categories of people are increasingly enjoying their human rights.

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Annex : Global and regional indicators of development progress for the international development targets

Global and regional indicators of development progress for the international development targets

		World total	Developing country total	East Asia & Pacific	Eastern Europe and Central Asia	Latin American and Caribbean	Middle East & North Africa	South Asia	Sub Sahara Africa
Population [millions]		1980	4,430	3,641	1,398	426	360	174	903	38
		1990	5,255	4,414	1,641	466	439	238	1,122	50

		1998	5,897	5,011	1,817	475	502	286	1,305	62
Reducing Extreme Poverty										
Population covered by at least one survey for poverty data [%]		1985-98[b]	"	88.1	90.8	81.7	88.0	52.5	97.9	72.
Population living on less than $1 a day [c] [millions]		1987	"	1,183.2	417.5	1.1	63.7	9.3	474,4	217.
		1990	"	1,276.4	452.4	7.1	73.8	5.7	495.1	242.
		1993	"	1,304.3	431.9	18.3	70.8	5.0	505.1	273.
		1996	"	1,190.6	265,1	23.8	76.0	5.0	531.7	289.
	estimates for	1998	"	1,198.9	278.3	24.0	78.2	5.5	522.0	290.
Population living on less than $1 a day [c] [%]		1987	"	28.3	26.6	0.2	15.3	4.3	44.9	46.
		1990	"	29.0	27.6	1.6	16.8	2.4	44.0	47.
		1993	"	28.1	25.2	4.0	15.3	1.9	42.4	49.
		1996	"	24.5	14.9	5.1	15.6	1.8	42.3	48.
	estimate for	1998	"	24.0	15.3	5,1	15.6	1.9	40.0	46.
		1987	"	8.6	6.8	0.1	5.2	1.0	13.0	20.
Poverty Gap [c d] [%]		1990	"	9.0	7.6	1.0	6.0	0.5	12.0	20.

		1993	"		8.9	7.5	1.3	5.8	0.4	11.2	21.
		1996	"		7.5	4.0	1.5	5.3	0.4	10.6	21.
	estimates for	1998	"		7.2	4.2	1.6	5.3	0.2	9.5	20.
National income/consumption by poorest 20% [share that accrues to the bottom 20% of the population]		1980s	"	"	6.3	9.8	3,7	6.6	7.9	5,
		1990s	"	"	6.9	8.8	4.5	6.9	8.8	5.
Prevalence of child malnutrition, weight for age [% of children under 5 years old]		1992-98b	30	31	22	8	8	15	51	3
Universal Primary Education										
Net primary school enrolment [school age in school as % of all school age children]	Female	1980	77	72	82	91	85	64	52	4
		1990	86	83	96	95	88	82	65	5
		1997	88	86	99	99	93	84	70	5
	Male	1980	86	83	90	93	86	84	75	5
		1990	91	89	99	95	88	92	82	5

		1997	92	91	99	100	95	91	83	6
	Total	1980	81	78	86	92	85	74	64	5
		1990	88	86	97	95	88	87	74	5
		1997	90	88	99	100	94	87	77	
Persistence to grade 5 [% of children enrolled at Grade 1 who reach Grade 5]		1990-1995[b]	77	74	91	"	76	90	56	6
Youth literacy rate [% of people 15-24]	Female	1980	70	69	85	96	89	47	38	4
		1990	77	77	92	97	92	63	50	6
		1998	81	81	95	98	94	75	58	7
	Male	1980	83	83	95	99	90	73	64	6
		1990	87	87	97	99	92	82	71	7
		1998	89	89	98	99	93	87	76	8
	Total	1980	77	76	90	97	89	60	52	5
		1990	82	82	94	98	92	73	61	6
		1998	85	85	97	99	94	81	67	7
Adult literacy rate [% of people 15+]	Female	1980	54	52	57	92	77	28	25	2
		1990	62	61	71	94	83	41	34	4
		1998	68	67	78	95	87	52	41	5
	Male	1980	72	71	80	97	82	56	52	4

		1990	78	78	87	98	86	67	59	6
		1998	82	82	91	98	89	74	65	6
	Total	1980	63	62	69	94	80	42	39	3
		1990	70	69	79	96	85	54	47	5
		1998	75	74	84	96	88	63	53	5

Gender Equality

Gender equality in school [female gross enrolment ratio as a % of male gross enrolment ratio]	Primary	1980	87	84	87	99	97	74	67	7
		1990	90	88	94	99	100'	86	75	8
		1994-1998b	94	92	100	98	98'	86	82	8
	Primary & Secondary	1990	"	"	88	93	98	82	75	8
		1996	"	"	91	85	95	86	94	8
Gender equality in adult literacy [female literacy rate as a % of male literacy rate]		1980	75	73	71	95	94	50	48	5
		1990	79	78	82	96	97	61	58	6
		1998	83	82	86	97	98	70	63	7

Infant and Child Mortality

Infant mortality rate		1980	80	87	55	41	61	95	119	11

[per 1,000 live births]									
		1990	60	65	40	28	41	60	87	10
		1998	54	59	35	22	31	45	75	9
Under-5 mortality rate [per 1,000 live births]		1980	123	135	82	"	78	136	180	18
		1990	87	91	55	34	49	71	121	15
		1998	75	79	43	26	38	55	89	15
Maternal Mortality									
Maternal mortality ratio [per 100,000 live births]		1990	430	480	210	95	190	320	610	98
Births attended by health staff [% of total]		1990	"	49	58	"	"	58	39	
		1996-1998[b]	52	47	"	92	78	62	29	3
Reproductive health									
Contraceptive prevalence [% of women 15-49]		1997-1998	49	48	52	67	59	55	49	2
HIV prevalence [g] [Percentage of adults		1999	1.1	"	0.07	0.14	"	0,13	"	8.

(15-49 years) living with HIV/AIDS in 1999]										
Environment										
National strategies for sustainable development [countries with effective processes for sustainable development]		1998	"		"	"	"	"	"	"
Safe water [% of population with access]	Urban	1990-98b	90	89	95	"	88	97	86	7
	Rural	1990-98b	62	62	58	"	42	72	78	3
	Total	1990-98b	72	72	69	"	78	85	80	5
Forest Area [% of National Surface Area]		1990	30	29	25	36	49	4	14	2
		1995h	25	26	24	36	45	1	16	1
Biodiversity: land area protected [% of total land area]		1994h	6.7	5.1	6.2	3.6	6.5	3.0	4.4	5.
		1996h	6.6	5.3	6.9	3.2	7.3	2.2	4.5	6

		Year								
		1996n	6.6	5.3	6.9	3.2	7.3	2.2	4.5	6.
Energy efficiency: GDP per unit of energy use		1990	"	"	"	0.7	"	1.5	"	
		1997	"	"	"	0.8	"	1.3	"	
Industrial Carbon Dioxide emissions [tonnes per capita]		1980	3.4	1.5	1.4	"	2.4	3,0	0.4	0.
		1990	3.3	1.7	2.0	"	2.2	3.3	0.7	0.
		1996	4.0	2.5	2.7	7.4	2.5	3.9	0.9	0.
General Indicators										
Life Expectancy at Birth [in years]	Female	1980	64	60	67e	72	68	60	54	4
		1990	68	65	69	74	71	66	59	5
		1998	69	67	71	74	73	69	63	5
	Male	1980	59	56	64e	63	62	57	54	4
		1990	63	62	66	65	65	63	59	4
		1998	65	63	67	65	67	66	62	4
	Total	1980	61	58	66"	68	65	59	54	4
		1990	65	63	67	69	68	65	59	5
		1998	67	65	69	69	70	68	62	5
Fertility Rate [births per woman]		1980	3.7	4.1	3.0	2.5	4.1	6.2	5.3	6.

		1990	3.1	3.4	2.4	2.3	3.1	4.8	4,1	6.
		1998	2.7	2,9	2.1	1.6	2.7	3.5	3.4	5.
GNP per capita [Atlas method (current US$)]		1980	2,530	790	330	"	2,110	2,040	270	65
		1990	4,030	940	570	"	2,250	1,720	380	55
		1998	4,890	1,250	990	2,200	3,860	2,030	430	51

a Combined figure for low and middle income countries used as a proxy for developing countries with the exception of the indicators for persistence to Grade 5, maternal mortality ratio and safe water where a true developing countries figure is used.

b Data refer to the most recent year available within the specified period.

c At 1993 purchasing power parities (PPPs) adjusted to current price terms.

d The poverty gap is the mean shortfall below the poverty line (counting the non-poor as having zero shortfall), expressed as a percentage of the poverty line. The measure reflects the depth of poverty as well as its incidence.

e Data are for nearest available year.

f Figures are based on net enrolment ratios

g The indicator actually relates to HIV prevalence in 15 to 24 year old pregnant women. However, until satisfactory data coverage is achieved on this indicator, the prevalence of HIV infection in all adults will be used.

h Data may refer to earlier years

,, == Not available

World Bank & UN Sources DFID Statistics Department

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Realizing Human Rights for Poor People - Strategies for Achieving the International Development Targets, 2000, 34 p.

The international development targets

Department for International Development

Foreword by the Secretary of State

Executive summary

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