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SUBJECT: THE MILLENNIUM DEVELOPMENT GOALS (MDGS) -- WHAT ARE THEY?

REF: STATE 11141

SUMMARY

1. THE TERM "MDGS" PRESENTS AN AMBIGUITY IN INTERNATIONAL DEVELOPMENT DISCUSSIONS. DEPENDING ON WHO IS USING IT, "MDGS" CAN REFER TO TWO QUITE DIFFERENT SETS OF GOALS: THE GOALS IN THE MILLENNIUM DECLARATION ADOPTED BY WORLD LEADERS AT THE MILLENNIUM SUMMIT IN 2000 OR THE GOALS AND ASSOCIATED TARGETS AND INDICATORS THAT THE UN SECRETARIAT FORMULATED AND PROMULGATED IN 2001. THE DISCUSSIONS ON ACHIEVING THE "MDGS" HAVE NOW INTENSIFIED AT VARIOUS INTERNATIONAL FORUMS IN THE LEAD-UP TO THE UN'S HIGH-LEVEL GENERAL ASSEMBLY THIS FALL. THE PURPOSE

OF THIS CABLE IS TO PROVIDE POST WITH GUIDANCE AND BACKGROUND IN DEALING WITH "MDGS," AND TO CLEAR THE MISAPPREHENSION THAT THE UNITED STATES IS OPPOSED TO THE "MDGS." END SUMMARY.

NOT ALL MDGS ARE THE SAME

2. AT THE 2000 UN MILLENNIUM SUMMIT, HEADS OF STATE AND GOVERNMENT ADOPTED THE MILLENNIUM DECLARATION, WHICH, AMONG OTHER THINGS, BROUGHT TOGETHER A VARIETY OF DEVELOPMENT GOALS ON POVERTY, HUNGER, EDUCATION, HEALTH, AND ENVIRONMENT, MOST OF THEM TO BE ACHIEVED BY 2015, SOME OF WHICH WERE FROM EARLIER CONFERENCES AND SOME ORIGINAL.

3. IN 2001, THE UN SECRETARIAT ISSUED A REPORT ON THE IMPLEMENTATION OF THE MILLENNIUM DECLARATION. BASED ON THE GOALS THAT UN MEMBER STATES HAVE AGREED TO IN THE DECLARATION, THE SECRETARIAT FORMULATED A SET OF GOALS AND SUBSIDIARY TARGETS AND INDICATORS, AND CHRISTENED THEM "MILLENNIUM DEVELOPMENT GOALS." THEY ARE SOLELY A SECRETARIAT PRODUCT, NEVER HAVING BEEN FORMALLY ADOPTED BY MEMBER STATES.

THE PROBLEM

4. SINCE THEN THE TERM "MDGS" HAS BECOME AMBIGUOUS. MOST PEOPLE USING THE TERM ASSUME THAT THE "MDGS" ARE AGREED DEVELOPMENT GOALS FROM THE MILLENNIUM DECLARATION, WHICH THE UNITED STATES SUPPORTS. OFTEN THE UN SECRETARIAT AND REPRESENTATIVES OF A NUMBER OF COUNTRIES, HOWEVER, USE IT TO REFER TO THE SECRETARIAT GOALS AND, IN PARTICULAR, TO THE SO-CALLED "MDG GOAL EIGHT" -- "GLOBAL PARTNERSHIP FOR DEVELOPMENT" WITH VARIOUS TARGETS AND INDICATORS RELATED TO TRADE, DEBT, ACCESS TO MEDICINE AND TECHNOLOGY, THE SPECIAL NEEDS OF THE SMALL ISLAND DEVELOPING STATES AND LAND-LOCKED DEVELOPING COUNTRIES. SOME OF THEM ARE DRAWN FROM POSITIONS AGREED BY GOVERNMENTS; SOME ARE SECRETARIAT INVENTIONS. IN PRINCIPLE WE SUPPORT A GLOBAL PARTNERSHIP CONSISTENT WITH THE VIEW IN THE (2002) MONTERREY CONSENSUS THAT EACH COUNTRY IS RESPONSIBLE FOR ITS DEVELOPMENT.

5. A PARTICULAR PROBLEM WITH "GOAL EIGHT" IS THE INDICATOR THAT CALLS UPON DONORS TO INCREASE THEIR ODA TO REACH THE 0.7-5.40618E+304NP TARGET, WHICH THE UNITED STATES REJECTS. THE UNITED STATES HAS CONSISTENTLY OPPOSED TO NUMERICAL AID TARGETS FROM THEIR INCEPTION IN THE 1970S.

6. IN 2002, THE UNITED STATES JOINED THE MONTERREY CONSENSUS. BASED ON DEVELOPING COUNTRIES' COMMITMENT TO GOOD GOVERNANCE AND SOUND POLICIES, THE CONSENSUS AGREED "TO MAKE CONCRETE EFFORTS TOWARDS THE TARGET OF 0.7 PER CENT GNP AS ODA TO DEVELOPING COUNTRIES AND 0.15 TO 0.20 PER CENT OF GNP OF DEVELOPED COUNTRIES TO LEAST DEVELOPED COUNTRIES, AS RECONFIRMED AT THE THIRD UNITED NATIONS CONFERENCE OF LEAST DEVELOPED COUNTRIES, AND WE ENCOURAGE DEVELOPING COUNTRIES TO BUILD ON PROGRESS ACHIEVED IN ENSURING THAT ODA IS USED EFFECTIVELY TO HELP ACHIEVE DEVELOPMENT GOALS AND TARGETS." THIS IS A RECOGNITION THAT DIFFERENT COUNTRIES WILL ATTEMPT TO INCREASE THEIR ODA LEVELS, SUBJECT TO THEIR OWN BUDGET PROCESSES AND DEVELOPMENT STRATEGIES. IT IS NOT/NOT A U.S. ENDORSEMENT OF THE TARGET. WE HAVE MADE IT CLEAR THAT ARTIFICIAL ODA TARGETS DO NOT ACCURATELY REFLECT THE DEVELOPING

COUNTRIES' NEEDS AND THEIR ABILITY TO ABSORB AND USE THE AID EFFECTIVELY.

7. IN ADDITION, BY SEPARATING DEVELOPMENT GOALS FROM THE MILLENNIUM DECLARATION, WHICH ALSO INCLUDES COMMITMENTS TO GOOD GOVERNANCE, DEMOCRACY, AND HUMAN RIGHTS, THE ADVOCATES OF THE ODA-FOCUSED APPROACH IN EFFECT DETACH THESE FUNDAMENTAL ELEMENTS FROM THE DEVELOPMENT EQUATION AND TURN ANY DEVELOPMENT DISCUSSION INTO AN ODA DISCUSSION. THE UNITED STATES OBJECTS TO TAKING THE DEVELOPMENT GOALS OF THE MILLENNIUM DECLARATION OUT OF THE CONTEXT OF THE DECLARATION.

HOW WE HANDLE IT

8. IN 2002, ON THE EVE OF THE UN MONTERREY CONFERENCE ON FINANCING FOR DEVELOPMENT, PRESIDENT BUSH SAID IN A SPEECH AT THE INTER-AMERICAN DEVELOPMENT BANK, "AMERICA SUPPORTS THE INTERNATIONAL DEVELOPMENT GOALS IN THE U.N. MILLENNIUM DECLARATION." THE SPEECH CAN BE FOUND AT: [HTTP://WWW.WHITEHOUSE.GOV/NEWS/RELEASES/2002/03/20020314-7.HTML](http://www.whitehouse.gov/news/releases/2002/03/20020314-7.html).

9. TO AVOID THE AMBIGUITY THE TERM "MDGS" BRINGS IN NEGOTIATED TEXTS, UN MEMBER STATES HAVE SUPPORTED US IN REPLACING "MDGS" OR "MILLENNIUM DEVELOPMENT GOALS" WITH THE FOLLOWING FORMULATION: "INTERNATIONALLY AGREED DEVELOPMENT GOALS, INCLUDING THOSE IN THE MILLENNIUM DECLARATION." THIS SPELLS OUT WHAT "MDGS" REFER TO, AND DISTINGUISHES THE GOALS ADOPTED BY GOVERNMENTS FROM THE SECRETARIAT PRODUCT. AS A RESULT, NEGOTIATED UN TEXTS ON DEVELOPMENT HAVE CONSISTENTLY ESCHEWED THE TERM "MDGS" OR "MILLENNIUM DEVELOPMENT GOALS."

10. WITH RESPECT TO ODA TARGETS, THE UNITED STATES MADE THE FOLLOWING STATEMENT AT THE SEPTEMBER 2002 WORLD SUMMIT ON SUSTAINABLE DEVELOPMENT IN JOHANNESBURG WHEN LANGUAGE SIMILAR TO THAT AT MONTERREY WAS INCLUDED IN THE PLAN OF IMPLEMENTATION: "THE UNITED STATES REAFFIRMS THAT IT DOES NOT ACCEPT INTERNATIONAL AID TARGETS BASED ON PERCENTAGES OF DONOR GNP. THE UNITED STATES DOES BELIEVE THAT AID SHOULD BE INCREASED TO THOSE DEVELOPING COUNTRIES MAKING A DEMONSTRATED COMMITMENT TO GOVERNING JUSTLY, INVESTING IN THEIR OWN PEOPLE, AND PROMOTING ENTERPRISE AND ENTREPRENEURSHIP."

BACKGROUND ON MILLENNIUM DECLARATION GOALS

11. THE DEVELOPMENT GOALS IN THE MILLENNIUM DECLARATION ADOPTED BY UN MEMBER STATES ARE THE FOLLOWING (AS CONTAINED IN PARAGRAPH 19):

-- TO HALVE, BY THE YEAR 2015, THE PROPORTION OF THE WORLD'S PEOPLE WHOSE INCOME IS LESS THAN ONE DOLLAR A DAY AND THE PROPORTION OF PEOPLE WHO SUFFER FROM HUNGER AND, BY THE SAME DATE, TO HALVE THE PROPORTION OF PEOPLE WHO ARE UNABLE TO REACH OR TO AFFORD SAFE DRINKING WATER.

-- TO ENSURE THAT, BY THE SAME DATE, CHILDREN EVERYWHERE, BOYS AND GIRLS ALIKE, WILL BE ABLE TO COMPLETE A FULL COURSE OF PRIMARY SCHOOLING AND THAT GIRLS AND BOYS WILL HAVE EQUAL ACCESS TO ALL LEVELS OF EDUCATION.

-- BY THE SAME DATE, TO HAVE REDUCED MATERNAL MORTALITY BY THREE QUARTERS, AND UNDER-FIVE CHILD MORTALITY BY TWO THIRDS, OF THEIR CURRENT RATES.

-- TO HAVE, BY THEN, HALTED, AND BEGUN TO REVERSE, THE SPREAD OF HIV/AIDS, THE SCOURGE OF MALARIA AND OTHER MAJOR DISEASES THAT AFFLICT HUMANITY.

-- TO PROVIDE SPECIAL ASSISTANCE TO CHILDREN ORPHANED BY HIV/AIDS.
-- BY 2020, TO HAVE ACHIEVED A SIGNIFICANT IMPROVEMENT IN THE LIVES OF AT LEAST 100 MILLION SLUM DWELLERS AS PROPOSED IN THE "CITIES WITHOUT SLUMS" INITIATIVE.

12. IN SEPARATE PARAGRAPHS (PARA 20, 24, AND 25), THE MILLENNIUM DECLARATION ALSO REITERATED THE INTERNATIONAL COMMUNITY'S COMMITMENT TO A NUMBER OF PRINCIPLES, INCLUDING DEMOCRACY, HUMAN RIGHTS, AND RULE OF LAW, AND GENDER EQUALITY.

13. THE MILLENNIUM DECLARATION CAN BE FOUND AT:
[HTTP://DACCESSDDS.UN.ORG/DOC/UNDOC/GEN/N00/559/51/PDF/N0055951.PDF?OPEN
ELEMENT](http://daccessdds.un.org/doc/undoc/gen/n00/559/51/pdf/n0055951.pdf?openElement)

BACKGROUND ON SECRETARIAT'S GOALS

14. THE SECRETARIAT'S "MILLENNIUM DEVELOPMENT GOALS" INCLUDE EIGHT HORTATORY GOALS:

- ERADICATE EXTREME POVERTY AND HUNGER
- ACHIEVE UNIVERSAL PRIMARY EDUCATION
- PROMOTING GENDER EQUALITY AND EMPOWER WOMEN
- REDUCE CHILD MORTALITY
- IMPROVE MATERNAL HEALTH
- COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES
- ENSURE ENVIRONMENTAL SUSTAINABILITY
- DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT

15. ASSOCIATED WITH THESE GOALS ARE 18 SUBSIDIARY TARGETS AND 48 INDICATORS. WHILE MOST OF THE TARGETS TRACK CLOSELY WITH THE DEVELOPMENT GOALS AGREED UPON AT THE MILLENNIUM SUMMIT, THE INDICATORS HAVE NO BASIS IN INTERNATIONAL CONSENSUS. MANY MEMBER STATES, INCLUDING THE UNITED STATES, HAVE DIFFERENT VIEWS ON SOME OF THE INDICATORS. THE FACT THAT THESE INDICATORS WERE NEVER SUBJECT TO INTER-GOVERNMENTAL NEGOTIATIONS PREVENTED MEMBER STATES' VIEWS FROM BEING REFLECTED IN THEIR FORMULATION. WE, THEREFORE, DO NOT WANT THEM PRESENTED AS BEING AGREED AMONG GOVERNMENTS.

16. THESE GOALS, TARGETS, AND INDICATORS CAN BE FOUND IN THE ANNEX OF THE UN REPORT, ROAD MAP TOWARDS THE IMPLEMENTATION OF THE UNITED NATIONS MILLENNIUM DECLARATION, AT:
[HTTP://DACCESSDDS.UN.ORG/DOC/UNDOC/GEN/N01/526/07/PDF/N0152607.PDF?OPEN
ELEMENT](http://daccessdds.un.org/doc/undoc/gen/n01/526/07/pdf/n0152607.pdf?openElement)

BACKGROUND ON UN ACTIVITIES

17. THE SEPTEMBER 14-16 2005 UN HIGH LEVEL GENERAL ASSEMBLY WITH HEADS OF STATE AND GOVERNMENT WILL CONVENE IN NEW YORK TO REVIEW THE MILLENNIUM DECLARATION. IN HIS REPORT FOR THIS EVENT "IN LARGER FREEDOM," THE SECRETARY- GENERAL HAS EMBRACED THE "MDGS" OR THE "MILLENNIUM DEVELOPMENT GOALS" AS THE CENTERPIECE OF THE UN DEVELOPMENT EFFORTS. HE HAS MADE IT CLEAR THAT THE "MILLENNIUM DEVELOPMENT GOALS"

ARE AN IMPORTANT PART OF HIS VISION FOR THE FIVE-YEAR REVIEW OF THE MILLENNIUM SUMMIT. THE HIGH-LEVEL GENERAL ASSEMBLY'S AGENDA INCLUDES SECURITY, HUMAN RIGHTS, DEVELOPMENT, AND UN REFORM.

18. AS THE SECRETARY-GENERAL ACKNOWLEDGES IN THE SAME REPORT, THE "MDGS," HOWEVER, DO NOT REPRESENT THE COMPLETE DEVELOPMENT AGENDA: THEY DO NOT DEAL WITH MIDDLE INCOME COUNTRIES, INEQUALITY, AND THE WIDER DIMENSIONS OF HUMAN DEVELOPMENT AND GOOD GOVERNANCE. THE SYG'S REPORT CAN BE FOUND AT THE UN WEBSITE:

[HTTP://DACCESSDDS.UN.ORG/DOC/UNDOC/GEN/N05/270/78/PDF/N0527078.PDF?OPEN
ELEMENT](http://daccessdds.un.org/doc/undoc/gen/n05/270/78/pdf/n0527078.pdf?openElement)

19. THE UN ALSO USED THE "MILLENNIUM DEVELOPMENT GOALS" AS THE BASIS TO LAUNCH TWO HIGH-PROFILE INITIATIVES: THE MILLENNIUM PROJECT (LED BY JEFFREY SACHS), AND THE MILLENNIUM CAMPAIGN (LED BY FORMER DUTCH DEVELOPMENT MINISTER EVELINE HERFKENS). THE MILLENNIUM PROJECT WAS TO PROVIDE ANALYSIS OF ACTIONS AND RESOURCES NEEDED TO ACHIEVE THE GOALS; AND THE CAMPAIGN WAS TO GENERATE PUBLICITY TO PUT PRESSURE ON DONORS TO INCREASE ODA. FOR OUR VIEWS ON THE MILLENNIUM PROJECT, SEE STATE 11141. RICE

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