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# Analysing the Justiciability of Social and Economic Rights

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In unravelling the intricate discourse on human rights, the issue of social and economic rights (SERs) emerges as a crucial frontier, raising profound questions regarding their full recognition and the extent to which they are legally enforceable. These rights encompass a diverse spectrum of the most basic yet fundamental human needs, representing the bedrock of daily necessities required for survival that guarantee individuals entitlements such as adequate food, education, housing, health care, and overall adequate standard of living.[1] However, a lingering concern lies in the fact that when a state fails to protect these rights, individuals are unable to seek legal recourse to uphold them as they are said to be non-justiciable—meaning they cannot be enforced in a court of law.[2] This essay will critically analyse the above proposition from a theoretical perspective and take a legalistic approach to examine whether they are truly seen as human rights. It will then delve into the arguments for and against justiciability and assess whether they should be placed on a par with fundamental rights or provided for in legislation.

#### Legalistic Approach

Historical Context and Theoretical Underpinnings

Although the majority of early constitutions emphasised the nexus between civil and political rights and SERs, at least within theoretical and polemical contexts, their predominance of protecting CPRs led to the perception that they were embodying a narrow individualistic concept of freedom unheedful to social and economic discrepancies. Afterwards, following the traumatic events of WWII, the Universal Declaration of Human Rights[3] was adopted in 1948 in response to the endeavour to restore justice and afford individuals comprehensive protection of human rights.[4] Had it not been for this establishment, which allowed the enforcement of rights through legal proceedings, rights would have remained inferior, underscoring the legalistic approach to human rights[5] that will be discussed in relation to SERs.[6] Initially, the Declaration contained both Civil and Political rights (CPRs) and SERs on an equal footing.[7] However, due to its non-binding nature, the United Nations Commission on Human Rights (UNCHR) sought to render those rights legally enforceable.[8] The question of whether there should be one or two covenants was turned to the General Assembly, which adopted a resolution declaring there should only be one covenant.[9] Nevertheless, since the Western states were highly resistant to incorporating SERs,[10] placing a one-sided emphasis on CPRs,[11] they were able to reverse the decision of the GA and the rights were split into two separate covenants: The International Covenant on Civil and Political Rights (ICCPR)[12] comprising of CPRs, and the International Covenant on Economic, Social, and Cultural Rights (ICESCR) containing SERs.[13]

Despite the international rhetoric that maintains all human rights are interdependent, indivisible, and deserve equal respect[14]—meaning they cannot exist in isolation from each other[15]—the reality is that SERs were viewed as being 'the Cinderella of the international human rights corpus',[16] honoured more in violation than fulfilment.[17] Still, nevertheless, the UN acknowledged the imperative to stress that SERs were indeed human rights. As such, in 1968, the Proclamation of Teheran declared that "the full realization of civil and political rights without the enjoyment of economic, social and cultural rights, is impossible".[18] This then rather suggests that human rights should be viewed holistically, implying that in order to ensure all rights (especially SERs) are effectively respected and protected, it is essential that they gain legal recognition and enforceability.

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To put it into context, the ICESCR imposes three core obligations on states, namely, the duty to respect, protect, and fulfil the rights contained therein.[19] The aforementioned point relates closely to the duty to respect, which is a passive obligation that prevents states from interfering with the enjoyment of rights.[20] It was also proclaimed during the Tehran Conference that achieving long-lasting progress in human rights implementation hinges on the meticulous formulation of national and international policies regarding SE development.[21] Viewing this from a legalistic lens—in that matters of legal regulation ought to be conducted in adherence to clear predetermined rules, which expect government actions to respect the rights, duties, powers, and immunities defined by such rules[22]—denotes that governments must adopt thorough approaches to address both sets of rights via appropriate policy initiatives, legislation, and resource allocation.[23] Again, this aligns with the duty to protect, which requires states to implement effective measures to secure the preservation of SERs.[24] Hence, this presupposes the concept that to amplify their importance, governments must adequately uphold SERs through robust legal mechanisms.

Moreover, as Claire-Michelle Smyth stated, the division of the two sets of rights marked their divergent trajectories, with CPRs being prioritised over SERs, relegating the latter to a subordinate status.[25] The downgrading of SERs to second-class status, among other factors, had a detrimental impact on individuals' ability to advocate for their effective implementation at both the international and domestic levels.[26] As Barak-Erez and Gross noted, while there is continuous consensus about the interdependence of rights, the combination of global political shifts,[27] coupled with the ongoing hostility towards protecting SERs by domestic courts, have ensured they retain their second-class status.[28] Additionally, the general scepticism towards affording SERs equal protection stems from what Craig Scott described as "implementation-based reasons".[29] Essentially, it relates to the perceived demarcation line between the two sets of rights' that differentiates them in their normative character[30]: CPRs are classified as negative rights, abstaining states from interfering by restricting their actions, whereas SERs are positive, requiring high levels of investment from states for their execution.[31] This goes without saying as CPRs were the first set of rights to obtain proper accentuation and codification (first-generation rights), whereas SERs evolved based on the principles of social justice, adapting to the change in socio-economic dynamics (secondgeneration rights). In other words, CPRs are subject to immediate implementation without significant costs, as opposed to SERs, which are source-demanding and subject to progressive realisation.[32] He argues that this distinction renders the latter susceptible to different implementation procedures from the former, underpinning the assumption that they are non-justiciable.[33]

On one hand, Aryeh Neier staunchly advocated for the uniform interpretation of CPRs worldwide.[34] In juxtaposition, he argues it is inescapable that SERs will be applied distinctively across different regions. For instance, the significance attributed to the right to healthcare will vary substantially between a country with ample resources and a relatively poor one. That said, the duty to fulfil, which is regarded as the most contentious duty,[35] becomes evident. Thus, since CPRs are seen as justiciable freedoms with identifiable violations, while SERs are entitlements contingent on resource availability,[36] some have contended that SERs are not even entitlements but mere aspirational goals for which no one can be held accountable for breaching.[37] For example, Vierdag stated that the "implementation of economic, social, and cultural rights, is a political matter, not a matter of law, and hence not a matter of rights".[38] In turn, proponents of the 'positive/negative' dichotomy emphasise that SERs are not articulated as individual rights.[39] Ideologically, SERs are mostly viewed as pertaining to social policy and welfare rather than being recognised as legal entitlements; therefore, their inadequate enforcement tends to be a matter of social injustice and rather than rights infringement.[40] In light of this programmatic view, SERs may be discounted as lacking coherence and precision,[41] leading some to deduce that they are inherently non-justiciable,[42] thereby undermining the very essence of having rights safeguarded and taken seriously.

Martin Scheinin underlines that the persisting issue concerning the legal nature of SERs is not their validity but rather their applicability.[43] Similarly, Matthew Craven describes the ICESCR as "a poor relation to the ICCPR, suffering in particular from a weaker implementation procedure".[44] It must be noted, however, that while the application of the ICSER relies on the principle of progressive realisation, the obligation to implement minimum core rights is immediate.[45] The issue, however, is that the minimum core obligation accords states wide discretion due to its undefined parameters.[46]

#### **Arguments for and Against Justiciability**

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#### Characterisation

One of the most common objections to legalising SERs relates to their ambiguous content and lack of specificity.[47] They supposedly pose a challenging hurdle for courts when making decisions and inherently carry positive obligations, which mandates states to spend money to vindicate them.[48] This is easy to dispute, as generally any so-called 'vague' law can always be clarified and made precise through interpretations, determinations, and interactions. As Melish noted, SERs are not, in fact, vaguer than CPRs.[49] However, the notable distinction is grounded in the reality that CPRs have benefited from far more authoritative interpretation over the past decades than SERs and because SERs are not adjudicated, it could perhaps be said they are vague.[50] Thus, the process of gaining clarity through interpretation is not unique to SERs. Additionally, as Cavallaro and Schaffer indicated, both categories of rights include positive and negative elements and impose on states a spectrum of obligations.[51] For instance, SERs can, in many aspects, be protected in the negative, such as preventing state interference from trade union freedoms, the right to work, or even the removal of shelters.[52] Likewise, CPRs can be positive, requiring infrastructures such as a functioning court system, legal aid, and impartial judges for the right to a fair trial, or even training police officers for protection against torture.[53] Needless to say, as Holmes and Sunstein pointed out, all rights are positive in the sense that they have budgetary implications.[54]

# Legitimacy

Another prevalent criticism is that judicial enforcement of SERs might violate the democratic principle of the separation of powers and overstep judicial boundaries.[55] Critics argue this on grounds that their realisation depends on budgetary decisions by the legislature, and courts lack the constitutional power to dictate how legislatures should allocate public funds.[56] Aryeh Neier advances these arguments by contending that judicial interference with SERs or resource allocation would be an intrusion into an area meant to be addressed through democratic decisions and according to states' available resources.[57] Similarly, Michelman notes that this creates a situation where judges will be in charge of decisions that actually belong to the competences of the legislative.[58]

Nonetheless, budgetary implications cannot bar SERs, radically, from the standpoint of justiciability because, as previously discussed, CPRs may also impose substantial public expenditures, such as the right to vote, which requires the establishment and maintenance of an electoral system.[59] Additionally, the U.N. Committee for SERs has stated that courts are generally already equipped to handle a considerable range of matters that entail resource implications.[60] Hence, embracing a strict classification would curtail the courts' ability to safeguard the rights of the disadvantaged and vulnerable members of society, such as the homeless.[61] Most importantly, at its core, the separation of powers doctrine was created to avoid the concentration of power in one branch by, in theory, having three branches that exercise separate functions but in practice, they work in tandem to facilitate the notion of checks and balances, acting as an oversight mechanism.[62] Furthermore, given that the progressive realisation of SERs is heavily reliant on governmental policies, the importance of the judiciary's role in reviewing these policies to ensure they align with constitutional principles becomes clear-cut.[63] On this note, judicial engagement in policy review, distinct from policymaking, does not exceed constitutional boundaries.[64] Therefore, excluding an entire set of rights from the courts' jurisdiction defeats the underlying purpose of the doctrine. According to Schutter, attributing all the power to one entity means less authority for others.[65]

#### Capacity

This argument centres on the court's lack of capacity to handle cases related to SERs, mainly because of their polycentric and far-reaching nature.[66] In other words, they have a significant knock-on effect, which postulates that if one individual successfully litigates a certain issue, the precedent set will not just implicate that claimant but also all subsequent cases brought forth. Yet again, this can be easily rebutted, as judges are particularly well-versed at interpreting generalised norms and giving them legal effect.[67] Additionally, although judges are not necessarily specialists in policymaking, courts can seek the expertise required to guide them in applying legal reasoning during their decision-making process—an approach which can be taken for SERs as well.[68] Lastly, Fuller and Winston conceded that generally, all disputes brought before courts encompass polycentric effects either explicitly or implicitly.[69] Despite this, litigation remains intact and valid, and does not become illegitimate; indeed, one could

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argue that similar to SERs, CPRs are also polycentric in nature, which waters down this argument.[70]

#### On Par with Fundamental Rights or Provided for in Legislation

Among the numerous advocates for their incorporation, O'Connell provided two main reasons for elevating the protection of SERs to a constitutional level as opposed to a legislative one.[71] Firstly, he argues that embedding SERs into legislation, which can be subject to revocation, represents a superficial gesture towards the disadvantaged and echoes antiquated notions of charity towards the deserving poor.[72] On the other hand, enshrining them in the constitution signifies an affirmation of society's essential needs and guarantees them as actual rights to be enjoyed equally by all community members, rather than as mere acts of charity.[73] This is particularly significant because, unlike ordinary legislation, constitutions are not easily amended and often remain unchanged even following a change in government. Secondly, statutory rights are often considered inferior in the hierarchy of rights and can be altered or abolished on the grounds of expediency, which ultimately erodes their value.[74] Furthermore, Eide and Rosas asserted that those fundamental interests safeguarded by SERs ought not to be vulnerable to the whims of changing governmental policies but rather firmly established as undeniable entitlements.[75] In line with this, the Irish jurisprudence recognised this in the case of *The People (DPP) v. Healy*, where Finlay CJ argued that, for instance, to classify a person's right of access to a legal advisor as merely legal and not constitutional would essentially undermine its importance and its protection as a whole, which the courts are responsible for upholding.[76] Moreover, according to Scheppele, court decisions on SERs can empower elected politicians' to resist international financial institutions that constantly preach about 'market fundamentalism', thereby bolstering public support for genuine democracy.[77] That said, the significance of incorporating SERs into constitutions and making them justiciable cannot be overstated, as it has proven to uplift their status and make them effective when justiciable, evident in jurisdictions including South Africa, Canada, and India.[78] It is also noteworthy to mention that the COVID-19 outbreak prompted governments worldwide to implement urgent measures to mitigate the impacts of the pandemic on the affected population and safeguard access to public health, highlighting the indispensable role of SERs in times of crisis.[79]

In contrast, some critics favour incorporating SERs into legislation rather than the constitution, arguing that it could lead to a specific standard of living.[80] They stress that this standard might become impossible to maintain in the face of continuous fluctuations in the economic and financial circumstances, and their inclusion may render it inappropriate to address future situations as they are based on current social conditions.[81] Additionally, Sunstein suggested that enshrining them within constitutional frameworks interfere might and impede with the development of a stable market society.[82] He also argued that due to their complexity and potential adverse consequences, courts might be reluctant to enforce them, which could lead citizens to perceive the entire constitution as unenforceable, thereby threatening its fundamental relevance.[83] Furthermore, even if SERs were incorporated into the constitution—though a significant step forward in recognising these rights as justiciable—it would not automatically guarantee their serious consideration. For example, in the landmark case of *TD v Minister for Education*, the Irish courts limited the scope for the judicial enforcement of SERs, even those recognised in the constitution.[84] Therefore, while placing SERs in the constitution could yield a positive pivotal impact, the extent to which they will be given the weight they deserve, alongside other fundamental rights, will ultimately depend on the court's willingness to hold the state accountable for not taking the appropriate steps and their impartiality in interpretating them with utmost care.

#### Conclusion

In summing up all points discussed, it becomes evident that the assertation of making SERs justiciable to ensure they are taken as seriously as human rights is not merely a scholarly debate but also an embodiment of a moral imperative that demands urgent attention. Nevertheless, as observed, the reality remains that SERs, although gaining more legal recognition in modern times, continue to face a multifaceted array of challenges that narrow their scope by robbing them of their egalitarian potential and hampering individuals' ability to enjoy their rights and access essential services. This undermines SERs to nothing more than hollow promises. Additionally, the general hostility against the justiciability of SERs—on grounds of their 'costly' nature, vagueness, incapacity of courts, and intangibility—has proven counterproductive and misguided to say the least. Every argument against their justiciability

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can be readily dismissed and contradicted. Moreover, incorporating SERs into constitutions underscores and reinforces the notion that they are indeed justiciable, deserving of adequate protection and implementation on par with other fundamental human rights. Finally, from a broader perspective, in the absence of genuine justiciability of SERs, of what value is the freedom of speech (a CPR) to, for example, a homeless individual facing the imminent threat of death due to deprivation of basic rights such as food, housing, and health care? This then raises the question of whether the agonising experiences of WWII, which the Declaration aimed to overcome, are merely written in history books or are slowly becoming a present-day reality. After all, without taking more positive steps to prioritise these rights as seriously as human rights, to quote Julie McDowall, "it will be hard to stand on your own two feet when your bones are softened with rickets and you're wheezing with asthma from the black blobs of dampness on the spongy bedroom wall".[85]

#### **Notes**

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[74] Ibid.

[75] Asbjørn Eide and Allan Rosas, 'Economic, Social and Cultural Rights: A Universal Challenge' in Allan Rosas, Asbjørn Eide and Catarina Krause (Eds) in *Economic, Social and Cultural Rights: A Textbook; Second Revised Edition* (2<sup>nd</sup> edn, Brill 2001) 6. Alexandre Berenstein, 'Economic and Social Rights: Their Inclusion in the European Convention on Human' (1982) 2 Human Rights Law Journal 257, 261

[76] The People (DPP) v. Healy [1990] 2 I.R. 73, 81 as per Finlay CJ

[77] Kim Scheppele, 'A Realpolitik Defense of Social Rights' (2004) 82 Texas Law Review 1921, 1925; Sachs (n 58) 1390; Claire-Michelle Smyth, 'Social and Economic Rights in A Post-Neoliberal Society' in Claire-Michelle Smyth and Richard Lang (eds) *The Future of Human Rights in the UK* (Cambridge Scholars Publishing 2017) 169.

[78] Due to this essay's limitation, no comparative analysis is feasible. For more analysis see Smyth (n 5) 151-160.

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