

INITIAL POSITION OF THE GROUP OF 77 AND CHINA  
ON THE DRAFT PROGRAMME OF ACTION  
(A/CONF.166/PC/L.13)

DRAFT PROGRAMME OF ACTION

1. The World Summit for Social Development builds on a series of global conferences, including (i) the World Conference on Education for All in 1990; (ii) the Second United Nations Conference on the Least Developed Countries in 1990; (iii) the World Summit for Children in 1990; (iv) the United Nations Conference on Environment and Development in 1992; (v) the World Conference on Human Rights in 1993; (vi) Global Conference on the Sustainable Development of Small Island Developing States in 1994; and (vii) the International Conference on Population and Development in 1994. The World Summit is also linked with the Fourth World Conference on Women, which is to be held later in 1995.
2. The World Summit, coming on the eve of the fiftieth year anniversary of the United Nations, presents an occasion for the international community as a whole, to examine fundamental human, economic and social concerns that are common to humankind and to provide a new expression of the determination of the peoples of the United Nations "to promote social progress and better standards of life in larger freedom".
3. The actions which are required to address the three core issues to be considered by the World Summit for Social Development and which are proposed in parts I-IV of this Programme must integrate social, economic, environmental and cultural concerns. Social considerations should be part of economic decision-making and on the agenda of all sectoral discussions. Social policies should similarly respond to economic objectives, and social programmes should contribute to useful structural changes and to overall development.
4. We have considered and agreed to concentrate our attention and efforts in the years <sup>ahead</sup> on the priorities enumerated below, bearing in mind the domestic circumstances of each country. We reaffirm the value, and the growing importance, of international cooperation and mutual assistance. The means of implementing the actions proposed, including finance and institutional development, are enumerated in part V.

I. AN ENABLING ENVIRONMENT

A. A changing global situation

5. Each year, national economies are becoming more interrelated. The influence of external factors on national economic and social trends continue to increase.
6. Unequal access to resources, technology and knowledge has created unequal growth and led to increasing socio-economic inequality, both within and among nations. To provide



necessary economic and technological resources enabling individuals and communities to master social change is a major challenge for all our societies. National Governments and the international system will continue in the years ahead to be confronted with socio-economic inequalities and to be responsible for the welfare of those who fall behind.

7. The access to technologies, including new technologies, has the potential to significantly improve people's lives. Today, and in the years to come, full participation in social progress will largely depend on access to knowledge and information.

8. Organized crime, drug trafficking and the spread of communicable diseases and threats to the natural environment are beyond the capacity of individual Governments to resolve and require global responses and international cooperation.

9. Consumption and production patterns in the industrialized countries are contributing to the unsustainable use of natural resources and to environmental degradation, while reinforcing inequalities and poverty.

10. The movement of people across borders, including migrants, asylum seekers, refugees and displaced persons, requires increased international and bilateral cooperation. While the causes of migration should be reduced by promotion socio-economic development in the developing countries, the desire of people to move in search of better lives should be acknowledged and their right to migrate should be protected.

## Fundação Cuidar o Futuro

### B. Creating a favourable international economic environment

11. An overall framework for furthering international economic cooperation for development is provided by various agreements: the Declaration on International Economic Cooperation, in particular the Revitalization of Economic Growth and Development of the Developing Countries; the International Development Strategy for the Fourth United Nations Development Decade; the United Nations New Agenda for the Development of Africa in the 1990s; the Programme of Action for the Least Developed Countries for the 1990s; the Cartagena Commitment; the Declaration on the Right to Development; the Rio Declaration on Environment and Development and Agenda 21 and other UNCED related agreements and follow-up conferences.

12. Economic growth is essential but not sufficient to ensure social development, and strategies should focus on "societies" and not just "economies". To reduce and eliminate widespread poverty, to increase productive employment and reduce unemployment, and to enhance social integration requires ensuring that economic growth integrates social considerations and that the international economic environment affords sufficient opportunity to foster economic growth and social development.



13. Forging genuine international economic cooperation and solidarity for addressing the disparities among countries calls for multilateral commitment to improve the functioning of the international economy.

14. In spite of the progress recorded in the Uruguay Round, not all countries will benefit equally from its provisions, particularly as the problem of the continuation of trade barriers against the exports of developing countries persists, especially agricultural products and labour-intensive manufactured goods. Hence, from the perspective of social development, the agenda for trade policy reform remains unfinished. International solidarity also requires the Governments to abstain from taking unilateral measures not in conformity with multilaterally accepted rules and regulation, as also to abstain from taking unilateral coercitive measures not in conformity with international law and the U.N. Charter that creates obstacles to trade relations among the States. The work programme of the World Trade Organization and the United Nations Conference on Trade and Development must include specific processes to reduce these trade barriers so as to widen options for developing countries, particularly the least developed among them, for export expansion, diversification and economic growth.

15. Reducing the burden of external debt and debt service is a problem which remains to be resolved satisfactorily. The rapid increase in the burden of debt service claims resources which might otherwise go to fund social programmes. While the threat to the international financial system created by the inability of many developing countries to repay their outstanding loans has been brought under control, the problems for many developing countries, particularly those in Africa, the least developed countries, the low-income, lower middle-income countries and those developing countries that meet their debt obligations despite great difficulties, have not yet been resolved and will continue to hinder development. Concerning public bilateral debt, there may be no practical alternative but to declare a debt cancellation.

16. Action should be taken on the specific proposals already tabled and new proposals be explored for reducing both the bilateral and multilateral debt burden, with a view to adopting and implementing them. Specific new initiatives should be introduced to reduce the debt of developing countries, particularly the African and least developed countries to a level which would allow the revival of social and economic development.

17. Macroeconomic stability should not be pursued at the cost of the needs and interests of poor and vulnerable sections of the population. In fact, such an approach may well compromise the very possibility of stability. In order to do this:

(a) Structural adjustment programmes must be tailored to the economic and social conditions of individual countries and should be designed realistically to reflect the inevitable time lags in the effectiveness of supply-side response in developing countries:

(b) Decisions concerning adjustment should include a full examination of alternative ways of securing macroeconomic stability, structural change and improved efficiency from the perspective of social equity;

(c) Structural adjustment programmes must become development-oriented, so as to enhance opportunities, particularly for the poor and unemployed. They should be rooted in accepted national priorities, concerns and aspirations;

18. Many countries, particularly the least developed, rarely attract private external financing. They rely on official development assistance to meet much of their need for development finances, especially since investments in physical infrastructure as well as in human resource development cannot be financed on commercial terms. The way in which most development assistance is provided, however, makes it difficult to utilize aid to finance social programmes.

(a) Developed countries are urged to meet their commitment to devote 0.7 per cent of their gross national product to official development assistance, including their commitments to the least developed countries;

(b) The modalities, procedures and practices governing the provision of development assistance should be more amenable to social purposes and to programmes with high social and economic benefits;

(c) In specific areas where national action will have important global benefits, such as prevention of crime and trafficking in illegal drugs or limiting the transmission of communicable diseases, it should be supported through new and additional international financial resources.

Action to make the global economy more equitable could include establishing international mechanisms to support the interests of the developing countries, and to pay special attention to the problems in Africa and the least developed countries.

### C. Creating a favourable political environment

19. Social development requires acceptance of the State as the expression and guardian of the common interest. Its legitimacy depends, in turn, on the extent to which it is perceived to address the concerns of all sectors of the population.

20. In order for social development to be integrative, there has to be a sense that all people can participate in economic life and that change is beneficial to them. Market mechanisms, by themselves, do not respond to all human needs. They do not necessarily provide the optimal answers in crucial areas such as health and education services, scientific and technological research, and the preservation of the environment and natural resources. Most of the countries.



especially the developing countries, face increasing difficulties in improving the quality of life of their people.

21. Within the priorities of a country, each Government should reinforce social equity, overcome social inequalities and rectify imbalances created through the functioning of markets.

22. In areas where Governments resort to market mechanisms, the role of the State in securing the common interest of the people should be maintained through appropriate regulatory and fiscal policies and buttressed by social institutions, such as cooperatives, trade unions and business associations which enable people to articulate and protect their interests and to cope with markets. The role of Governments in providing the administrative and legal institutional framework within which the markets can function effectively, must be recognized.

23. Efforts should also be made internationally to balance the unequal forces of markets.

24. Governments should promote and protect all fundamental human rights and freedoms. Countries which have not done so should be encouraged to ratify all existing conventions which ensure fundamental human rights.

25. Denial of the right of self-determination to peoples under colonial, foreign or alien occupation, adversely affects the social and economic development.

26. Ensuring employment, health, education, welfare, gender equality, non-discrimination and equality of opportunity are crucial elements in addressing the basic causes of insecurities experienced by the members of each society.

27. Equality between women and men must be regarded as the basis for policy. Improving the status of women must serve to enhance their decision-making capabilities at all levels and in all spheres of life and enable them to exercise all their basic rights.

(a) Systematic gender-based analyses of all institutions, policies and practices should be undertaken as the basis for re-orienting policies and practices;

(b) Subordination and discrimination in the relationship between men and women have to be eliminated.

28. Methods and practices of terrorism in all its forms and manifestations have adverse consequences on economic and social development.

29. There is a close relationship between social development and peace. Violence and conflicts are a hindrance to social development. Armed conflicts increasingly cause civilian deaths and displacement. Resources currently used for procuring armaments could be more properly devoted to social expenditures. Peace is not simply the absence of armed hostilities

between nations. Within countries it is also the presence of the fair and equitable economic environment required to resolve social tensions and to ensure social, economic and political well-being. The role of the United Nations is vital in promoting international peace and global economic development.

## II. REDUCTION AND ERADICATION OF POVERTY

### A. Promoting a global approach

30. Poverty expresses itself in various forms such as hunger, illiteracy, lack of minimum education, drinking water, minimum health facilities and shelter. Widespread poverty is caused largely by lack of resources at the disposal of the developing countries, inadequacy of market mechanisms to reduce poverty and unfavourable international economic environment. The problem of poverty has its essential origin in a lack of income or command over the market which, in turn, is linked to the general economic and social situation of the country.

31. The struggle against poverty is a moral and economic responsibility of the entire international community, the United Nations and the member states of the United Nations. Explicitly recognizing the poor and deprived people's rights to food, shelter, work, education, basic health services and the right to development, determined and well planned efforts should be made to ensure provision of food, shelter, health care, education, opportunities for productive employment and social services to all human beings. This requires making social and economic policies sensitive to the interests of the poor and integrating specific policies aimed at the reduction and eradication of poverty and programmes in economic planning at local, national, regional and international levels.

(a) Poverty reduction and eradication policies and programmes should be country-specific and community specific in order to fight various forms of poverty;

(b) Commitment to human resources development should be the central plank of anti-poverty programmes;

(c) Governments should adopt multisectoral programmes for reduction and eradication of poverty and in this context formulate a timebound commitment to eliminate the worst forms of poverty to be determined by each country;

(d) The international community, in particular, should assist national efforts aimed at reduction and eradication of poverty by generating additional financial and technical resources and creating an economic and trade environment conducive to sustained growth and development.

Fundação Cuidar o Futuro



37. The resources of universities and research institutions must be mobilized to improve understanding of the causes of poverty and the effectiveness of the anti-poverty programmes. Special efforts must be made to strengthen social sciences research capabilities in the developing countries with regard to reduction and eradication of poverty.

38. All actors in the development process must be mobilized to reduce and eventually eradicate poverty. At the programmatic level, the efforts should ensure that people have access to productive assets, promote organization of poor communities and their participation in the decision-making processes at the local, national and international level.

#### B. Access to productive opportunities

39. Governments must improve the conditions of the landless poor through land redistribution and land tenure reform, and strengthen them with improved access to credit supplies and equipment, irrigation and water supply systems, markets and extension services. International financial agencies can assist in the process by providing the financial resources needed for land reforms. The rights of women to hold title to land and to inherit must be ensured and protected.

40. Governments should also support the involvement of smallholder organizations and non-governmental organizations in land reform and related support services. Governments must improve the access of small farmers to irrigation systems and improve the maintenance and management of existing systems and the rehabilitation of traditional farmer-managed systems. The establishment of local user groups to allocate water, share costs and arrange for maintenance, with the support of government and non-governmental organizations, must be promoted to ensure low-cost and sustainable use, maintenance and improvement of irrigation systems, and equitable sharing of benefits.

41. Governments must improve the economic situation of small farmers by promoting fair and attractive prices for their products and improving access to markets and market information. Good prices not only directly improve the situation of farmers, but also encourage investment and increases in production, helping to promote national agricultural self-sufficiency.

Governments should ensure that poor farmers receive prices for their products sufficient to support families and invest in increased production.

42. Rural farm producer cooperatives should be strengthened at the local, national and international level for providing market access, improving crop yields, rendering technical advice and promoting collaboration in production operations. Cooperation between the cooperatives in the developed and developing countries and with the international aid agencies should be strengthened to enhance technical and financial support to the farmers.



43. The development of credit institutions for small producers must be pursued as an integral part of financial policy and development assistance at the national and international level. Governments should increase the availability of credits to poor farmers with the assistance of international agencies, community organizations and cooperatives.

44. Governments and international agencies can assist small farmers, including women on an equal basis, to increase production by supporting research and development on different types of farming systems and smallholder cultivation techniques. This is particularly essential in environmentally fragile and other marginal areas. Strengthening agricultural training and extension services are an essential complement to research and development, both to make more effective use of existing technology and to disseminate the new technologies resulting from new research. The policy objectives of agricultural research institutions at the national and international level should be tailored to focus on specific needs of farmers.

Governments and international agencies should increase their support for agricultural research, particularly for increasing the productivity of poor farmers and protecting fragile environments.

45. In urban areas, the productive assets needed to overcome poverty are primarily the knowledge and skills needed for employment in manufacturing and services. Expanding access to education and training programmes and improving their quality are therefore central to improving opportunities for the poor. Expanded education and training, however, can make a substantial contribution to the reduction of poverty only if employment opportunities are increasing.

The potential for small-scale service or manufacturing activity in the informal sector must be realized through supportive laws and policies directed to enhance the access to credit, technical and managerial assistance and markets.

46. It is particularly important to ensure that women have access to productive resources since they have traditionally had less access to resources and hence suffer disproportionately from poverty. Ensuring that women have access to credit and information is also essential if they are to work productively to reduce poverty. Increased hiring of women as extension workers for developmental services can help to improve support for women.

Particular efforts must be made to provide women with equal access to productive resources, such as land, credit and technology, and to strengthen women's ability to control resources in their own right as full citizens of their societies.

### C. Access to public services

47. Education not only promotes access to better jobs, but provides a basis for participation in many social, economic and political activities. Promoting education in poor areas requires not only schools, but also efforts to ensure that the schools provide services that compensate for the labour that is lost to families when children are at school. The elimination or reduction of school

fees and related expenses for poor households, the provision of school lunches and basic health care, and the adaptation of instructional material to the practical needs of poor and rural communities can encourage school attendance. A particular focus on education for the girl-child is essential. Integrated women and child development programmes, addressing nutritional, educational and health care needs in a holistic fashion, would need to be encouraged.

48. Universal and equitable access to basic education for all children, young people and adults, in particular for girls and women, is a fundamental priority. This will require the mobilization of existing and new financial and human resources, public, private and voluntary, not only for ensuring universal access to a growing number of persons, but also for improving the quality of education and expanding informal education.

Governments must implement their commitment to the principles of the 1990 World Declaration on Education for All and to the goals and targets set by countries in accordance with the Framework for Action to Meet Basic Learning Needs.

Governments must implement their commitments to the principles of the 1990 World Declaration on the Survival, Protection and Development of Children and the associated Plan of Action adopted by the World Summit for Children, including the goals and targets for reducing infant, child and maternal mortality and malnutrition, providing safe water and sanitation for all, providing basic education for all children and reducing adult illiteracy. Governments must ensure that institutions and procedures exist at the national level to meet those goals and targets. International agencies, in particular the United Nations Children's Fund (UNICEF), can provide technical and financial assistance to countries in that effort, and non-governmental organizations can play an important role at the community level.

49. Universal and equitable access to health care directly promotes physical, mental and social well-being, as well as ensuring that people can work to support themselves and their families. Governments should ensure access to basic clinics staffed by health workers who can provide information and services for nutrition, hygiene and basic health care. Those basic health services should in principle be available free of charge to all, particularly to those who cannot afford to pay for them. Within the resources available to a country's health care system, services to poor people can be improved by enabling public clinics to share the health resources of private and social security facilities.

50. Governments can offer inducements to doctors to work in rural areas and poor communities and provide mobile clinics to make health services available to otherwise unserved areas. In areas where traditional practices continue, health care services may be most effective when they integrate modern and traditional approaches and when local practitioners are engaged.

Governments must implement their commitments to the principles of the 1978 Declaration on Primary Health Care, adopted at Alma-Ata, including the universal attainment of a level of health that will permit all peoples of the world to lead socially and economically productive lives. Essential to this goal is the provision of primary health care for all, [including care for reproductive health]



Governments must implement their commitments in the Programme of Action adopted by the International Conference on Population and Development.

[Above para to be considered in the light of ICPD]

51. Governments should widen the choices available to poor people for access to basic education and health services through, inter alia, the involvement of the private sector and non-governmental organisations.
52. Governments must implement their commitments to the goals of the International Drinking Water Supply and Sanitation Decade (1981-1990), in particular that all people should have the right of access to drinking water and sanitation services, and that where these human needs have not yet been satisfied, national development policies and plans should give priority to the supply of drinking water for the entire population and to the final disposal of waste water.
53. Improved transportation and communication services in areas with a high incidence of poverty should be given priority in development programmes.
54. Ensuring better access for poor people to public services will require substantial increases in public spending, or a substantial redistribution of spending, or both. National and local government authorities can expand public services for poor people by improving the tax structures and charges that finance public services and increasing the effectiveness of tax collection. The upper-income people should contribute more to the cost of the services, whether through taxes or usage fees. Tax and fee structures that overburden poor people should be reformed to allow expansion of the services they need.
- Tax structures and public finances should be examined and reformed as necessary to expand public services to poor people.
55. Governments must implement their commitments to implementing the Global Strategy for Shelter to the Year 2000 and to improving the living conditions of the poor in accordance with national shelter strategies. Special attention should be given to improving conditions in urban slums that do not currently receive adequate urban public services.
56. A hopeless youth leads to a hopeless society and paves the way to drug abuse, crime and social unrest. Governments should accord high priority to enhancing the economic and cultural opportunities of the poor youth. For this purpose specific and targeted programmes at the local and the national level should be implemented.
57. Community development organizations, with support from governmental and international agencies and non-governmental organizations, can play a major role in rehabilitation of housing, development of new low-cost housing, organization of child care, encouraging shops and other small businesses, and generally encouraging and supporting community development in an integrated manner. Greater efforts are needed to establish and



strengthen networks of community development organizations, other non-governmental organizations, government agencies and international organizations to enable the collective financial resources, expertise, organizational skills, and familiarity with local communities and their social structures to be used effectively. The emphasis on community and self-help activities, however, must not be taken as absolving the larger community of its responsibility for overcoming the social, economic and cultural forces that tend to create and perpetuate poverty.

58. Governments should ensure that poor people have access to justice on an equal basis including through the provision of free legal assistance.

#### D. Reducing vulnerability

59. Twenty years ago, the World Food Conference declared the inalienable right of every man, woman and child to be free from hunger and malnutrition.

Governments and the international community must reaffirm their commitments to eliminating hunger and malnutrition world wide.

60. Food security requires a more rapid growth in agricultural production and a balance between cash crops and food in food-deficit areas. It also needs to focus attention on the individuals and households who lack physical or economic access to food in normal times or in situations of scarcity. Small farmers in ecologically fragile areas, the landless, the urban poor, female-headed households and those displaced by war, civil conflict or natural disasters are among the most vulnerable.

Anti-poverty and employment programmes, agricultural programmes and food market policies must be designed to improve the access of vulnerable individuals and households to available food supplies.

61. Governments, international agencies, regional organizations and non-governmental organizations must act quickly in emergency situations by:

- (a) Providing food, medical supplies and other relief to stricken areas;
- (b) Ensuring that relief is targeted clearly at vulnerable households;
- (c) Paying particular attention to the situation of children, the ageing and people with disabilities in stricken areas and providing them with needed relief material on a priority basis;
- (d) Using food-for-work programmes, food vouchers and other similar measures to give those who are vulnerable access to food supplies;
- (e) Making full use of local institutions for delivering relief.

62. External food assistance and food-for-work programmes can make an important contribution to famine relief and to large-scale land improvement and resource conservation schemes. However, food aid should not be used as a tool for political pressure. Care must be taken, however, to ensure that food aid does not undermine prices for local agricultural production or lead to demand for imported foods in place of local production. Local organizations should be included in the planning, construction and maintenance of relief and conservation schemes.

63. Governments must also develop long-term strategies and contingency plans for famine and disaster management, relief and assistance, including cooperation with international agencies. Food storage, transportation and distribution facilities can be developed and maintained by making full use of traditional mechanisms; and national and regional capacities for weather prediction, storm-warning, and crop-monitoring should be strengthened.

Governments, with the assistance of international agencies, must develop long-term strategies to reduce the hardship caused by natural disasters in order to increase food security and economic security.

64. Agenda 21 links poverty and environmental stress and calls for better integration of anti-poverty programmes and resource management measures.

Water management systems, including dams, reservoirs, levees and groundwater resources, should be developed and maintained, and forest cover in mountainous and hilly areas should be protected and improved as part of a resource management and conservation strategy.

65. In areas where pastoral or nomadic activities are widespread, normal programmes of agricultural development and related anti-poverty programmes may be ineffective.

In such areas, more specific programmes must be developed for strengthening communal systems of land management and controlling encroachment by others, as well as for developing improved systems of rangeland development and management, irrigation, marketing, credit, animal health services, and education and information.

66. The urban poor, in particular the most vulnerable and marginalized among them, are also vulnerable to food insecurity and to environmental stress. They are even more dependent on markets and vulnerable to the disruptions in food availability and prices in times of stress.

Governments must follow food market and social protection policies that ensure the access of the urban poor to food and other basic needs.

67. Urban management must give high priority to improving slums, shanty towns and other areas inhabited by the urban poor and to preventing and providing protection against environmental hazards.





### E. Enhancing social protection

68. While families provide the primary support for most people, they are not always able to bear the burden, and the community or Government must provide assistance or support through a variety of social protection programmes. Such programmes can take a number of forms: social insurance programmes: universal coverage programmes that provide benefits independent of need or contributions and are funded by taxes and other public revenues; and needs-based programmes that cover anyone in need and are funded by taxes and other public revenues.

69. Social protection programmes assist poor people in escaping from poverty and protect the other vulnerable groups from falling into poverty.

Society, whether through the family, the community or the Government, must support those who cannot support themselves due to disability, illness, old age, unemployment or another cause.

70. The strengthening of social protection primarily requires, not so much a greater willingness to provide support but a greater ability to raise public revenues to pay for them, as well as enhance economic growth to provide a stronger base for public revenues.

71. A substantial number of poor people in most societies are employed but do not earn enough to escape from poverty. Other poor people are capable of working but are unable to find employment. In such cases, the most effective social assistance programme includes assistance in obtaining adequately paid employment, including employment on public projects at minimum wage. Schemes such as rural employment guaranteed schemes could also be considered.

The priority of social assistance programmes should be to help people escape from poverty. Governments should prepare perspective plans for a phased expansion of social protection programmes, progressing from the most urgent needs to ensuring general economic security.

72. Single-parent, particularly single-mother, families make up a disproportionate and increasing proportion of the poor in some societies. Governments and community organizations must make particular efforts to ensure that single-parent families receive the social support they need either in the form of economic support for the family or child-care support for a single working parent. Other members of the community must make a special effort to enable single parents and their children to participate in social and economic activities.

73. Urban street children, orphans and abandoned, and economically and sexually exploited children, including through child pornography, child prostitution or sale of children and/or their organs, constitute a particularly urgent challenge to the conscience of their communities, their nations and humankind. Governments and community organizations must see to it that these children are provided with food, shelter, adequate nutrition, education and health care and are protected from abuse and violence. The first priority, however, is preventing children from



being forced onto the street by protecting their families from poverty through the adoption of quick impact development projects.

74. As part of the social protection programmes and anti-poverty efforts in general. Governments should carefully monitor poverty levels in order to identify positive and negative trends and assess the effectiveness of social development programmes. Governments should establish targets for reducing poverty levels and should regularly publish information and analyses of progress made towards those targets. Non-governmental organizations and the media can help to ensure that society gives priority to the struggle against poverty by publicizing progress or failure in meeting poverty reduction goals, just as economic growth and unemployment levels are accorded priority because they are carefully monitored by the media and the public and given a high visibility.

### III. PRODUCTIVE EMPLOYMENT AND THE REDUCTION OF UNEMPLOYMENT

#### A. Rethinking policy

75. Employment and work provide the principal means of survival and well being for individuals and households all over the world. Employment is the key factor in production of goods and services, income generation and achievement of higher living standards. Employment helps, inter alia, in establishing a person's identity and raising his/her self-esteem through a sense of fulfillment. Unemployment results in decelerated growth, economic stagnation and social unrest.

We regard employment as fundamental for economic development and commit ourselves to creating conditions for providing productive employment, particularly to the youth.

76. A broader concept of employment and work should be developed to recognize the substantial contribution made by women, household workers and self-employed workers in the rural sectors of the developing countries which are crucial to the survival of families and households. The gender implications of work should be revised in favour of women.

77. Across the globe, there is a disturbing trend towards higher levels of unemployment and "jobless growth". In Africa, Latin America, and Asia, unemployment has been growing at a staggeringly rapid rate. The countries of East Europe and the former USSR have experienced massive job losses. The countries members of the OECD, despite vibrant economies, are confronted with the problem of open unemployment. Developing countries also face the problem of seasonal unemployment, disguised unemployment and inadequate reporting of unemployment levels.

78. The working poor and underemployed constitute the largest share of the absolute poorest in the world, which establishes the crucial link between productive employment and poverty

reduction. Expansion of jobs, with due attention to the qualitative dimensions where applicable, can help in reduction of poverty.

National economic policies should prioritize reduction of unemployment and creation of employment as central objectives. The range of employment opportunities should be broadened with a view to enabling larger number of populations to participate meaningfully in work life.

### B. Stimulating employment-intensive growth

79. All states should declare and pursue, as a major goal, active policies to promote full, productive and freely chosen employment. Unemployment and underemployment should be elevated to the top of the national agenda of the developing and developed countries alike to tackle the global employment crisis.

80. In industrialized countries the unemployment problem is primarily structural, while in developing countries it is more a result of underdevelopment.

While Governments should respect the delicate balance between discouraging inflation and encouraging employment, there is a need to stimulate stronger investment and higher rates of economic growth and job creation.

In developing countries, economic policies should be complemented by adjustments aimed at removing structural constraints to economic growth and employment creation;

There is a need for a cooperative and mutually beneficial partnership between the industrialized and developing countries for removal of the structural impediments affecting international economic growth and employment creation.

81. Economic growth is a necessary but not a sufficient condition for creating employment and reducing unemployment. Stable legal frameworks and well-designed incentives structures should be created to promote private investment, both domestic and foreign. Conditions should be created for freer trade and investment flows in order to expand markets with a view to increasing opportunities for productive employment world wide.

82. A trade policy which assigns high priority to protecting existing employment may in fact be inconsistent with the objective of job creation, particularly for new workers, and if it leads to retaliation, can cause a global contraction in employment. Trade liberalization, notwithstanding some possible short-term job loss at a local or national level, greatly increases the potential for productive employment generation on a world-wide level.

83. But to restore employment-generating economic growth implies not only increasing investment and trade but also modifying its pattern. For a wide range of products and processes, viable technological alternatives exist and there is considerable scope for the application and efficient use of labour-intensive technologies. Such investment patterns and production methods assume special importance in those developing countries experiencing a severe capital shortage and serious foreign exchange constraints. The relative costs of capital and labour need



to reflect their true scarcities. Technical choice and adaptation would be facilitated if developing countries were given the capacity to unscramble or disaggregate standard technology packages and to ensure an appropriate degree of capital and labour intensity in each component.

84. Technology blending is a promising approach that integrates new technologies with traditional production methods, which are often more labour intensive and better suited to the local resource base. Technology blending can help to augment food supply, satisfy basic needs and sustain or increase small-scale production.

Agencies of the United Nations system should help developing countries to better link technology policy to employment and other socio-economic objectives and to establish and strengthen national and local technology institutions. The blending of new and traditional technologies and the unscrambling of technology packages are two fertile areas for work and assistance.

Measures to facilitate women's access to technologies that are both drudgery-reducing and income-generating should be encouraged.

The direction of market-driven technology choice in the developed countries which is resource- and capital-intensive and labor-saving should be re-examined.

85. Research and development efforts should be directed at product innovation to facilitate new investment and employment expansion. At the same time, governments and employers, in cooperation with workers, should make contingency plans for solving problems related to displacements, particularly of women workers, to be caused by the introduction of new technologies.

## Fundação Cuidar o Futuro

### C. Creating employment through enterprise

86. The self-employed also comprise working owners of unincorporated businesses and members of cooperative business enterprises. At its best, self-employment can provide individuals with considerable autonomy and an opportunity to realize their potential and be rewarded for their effort. At its worst, it represents survival activities at the margin of society. Self-employment brings to the fore a significant facet of an employment-centred approach to growth and development.

87. Small enterprises are more labour-intensive, create jobs at relatively low capital cost, draw untapped resources into productive activity and often are more responsive to market changes. They are also a source of ownership and management opportunities for women, who too often are held back by their lack of access to productive assets.

For small enterprises to realize their employment-creating potential, their chances for survival and growth must be improved. Administrative obstacles must be removed and regulations and procedures that place them at a disadvantage with respect to larger enterprises must be simplified. Their access to credit, markets, management development, training and technological information must be facilitated. Working capital as well as fixed capital needs to



be made more readily available, and financial and management assistance must be properly coordinated.

Given that small enterprises often survive on the strength of their relations with large enterprises, government policy should remove impediments and facilitate arrangements that encourage and enhance such linkages.

As small enterprises are sometimes a source of precarious employment relationships and abject working conditions, policies which ensure adequate working conditions, remuneration and social protection for workers, without pricing such enterprises out of the market, are required.

88. Cooperative business enterprises contribute to economic activity, creating employment and safeguarding it. Savings and credit cooperatives banks and insurance companies should be enhanced to mobilise local capital, promote entrepreneurship, enhance equality of opportunity and raise the economic status of women. Small- and medium-sized cooperatives in manufacturing business should be assisted by governments in processing, storage and marketing services, as well in obtaining business information, technological support and managerial advice and training. Enterprises, owned by the members of the local community should be assisted in converting ailing businesses into cooperative enterprises and bringing about transition from artisanal industries to modern manufacturing activity. Governments should undertake these activities in close cooperation with national and international cooperative organizations.

89. Governments should ensure that policies and regulations do not discriminate against informal sector enterprises and should assist them to become more productive through access to credit on affordable terms, training in basic management skills, strengthened market linkages with the rest of the economy, and improved premises and other physical infrastructure. Opportunities for training and retaining should be open for workers labouring in the informal sectors.

#### D. Reviewing sectoral priorities

90. The amount of employment generated by growth is influenced by where the growth occurs. In this regard, in establishing sectoral priorities and selecting policies with a view to employment creation, it is necessary to take account of the geographical distribution of population, the level of development and the effects of the prolonged economic crises.

91. For many developing countries, agriculture remains the dominant sector of the economy in terms of the utilization of labour. Non-farm activities are vital to providing jobs for members of the rapidly growing rural labour force of many developing countries, large numbers of whom often migrate to urban areas in search of jobs.

Government policy and international assistance programmes have to effect simultaneous improvements in rural farm and non-farm production, aiming for greater diversification in economic activity and employment.

92. Investment in infrastructure is important for promoting employment and developing rural areas, particularly in those countries with large rural populations. Labour-intensive investment programmes and projects combine unemployed and underemployed labour with other local resources for the purpose of constructing durable assets ranging from feeder roads and irrigation works to schools and low-cost housing.

93. In a large number of countries there is a substantial infrastructure deficit in urban areas. Roads, bridges and sewer systems are often in serious need of maintenance and repair. Many inner-city neighbourhoods require considerable physical and social improvement. The costs of addressing such problems may well be less than the financial loss to societies due to the ravages of drug abuse, crime and juvenile delinquency, and the longer-term debilitating effects of despair and social disintegration.

Labour-intensive, local resource-using investment programmes and projects for creating viable infrastructure should be encouraged with a view to generating employment and creating durable assets in rural areas of developing countries.

Investments in urban infrastructure should be more broadly viewed and assessed in terms of the multiple economic and social objectives they can serve.

94. Developed and developing countries alike can create employment through a commitment to environmental management and sustainable development through the provision to developing countries of the substantial new and additional financial resources as agreed in Agenda 21. In the short term and at the microeconomic level, sometimes there may be a trade-off between environmental quality and employment growth. But in the longer run, environmentally unsustainable economic activities are unlikely to survive, while the efficient use of human and environmental resources can be mutually reinforcing.

Such activities as the conservation and management of natural resources, the promotion of alternative livelihoods in fragile ecosystems, and the rehabilitation and regeneration of critically affected and vulnerable land areas and natural resources should be encouraged.

95. For an increasing number of developing countries, export expansion can play a dynamic role in economic growth and employment creation. The key elements are an aggressive penetration of export markets facilitated by a general openness towards foreign investment and technology, and various degrees of government support to help enterprises gain access to imports at world prices, finance exports and enter foreign markets.

Governments and employers should continually reassess their comparative advantage in the competitive global marketplace and seek to upgrade product content and production methods, while expanding and diversifying exports. At the international level, a review should be undertaken with a view to liberalizing international trade structures and removing protectionist barriers which discriminate against exports from developing countries.

96. The phasing out of production or total closure of a plant can often result in long-term unemployment for workers in a particular community or region.





While labour mobility, retraining and maintaining adequate levels of social protection should be used to ease the burden and facilitate redeployment of many workers, there also should be efforts, where economically and organizationally feasible, to find alternative yet profitable uses of available plant, equipment and skills, with a view to minimizing labour dislocation and skill wastage.

97. While the service sector, like manufacturing, is affected by labour-displacing technological change, and much service employment consists of low-paying, "low tech" jobs, the sector offers considerable potential for the creation of productive and satisfying jobs.

Employment policies should be used more extensively to encourage, with incentives, and to facilitate, with supporting assistance, the creation of a greater number of skill-intensive jobs in the service sector.

#### E. Redefining the nature of work and employment

98. The very conception of work should be broadened with a view to creating the possibilities for greater number of persons to participate meaningfully in work life. Care for ageing populations, humane responses to the needs of the homeless and instilling social values in children are just some of the personal and human services that need to be carried out more extensively. Institutional and policy mechanisms should be created to encourage greater performance of such valuable work by combining the functioning of the market with the values and motivations which underlie much present-day volunteer activity. Greater financial recognition of women's multiple roles both within and outside the household would improve their status, economic independence and treatment within societies.

Governments and the various actors in civil society should engage in an active dialogue on the possibilities and institutional requirements for the wider introduction of a broader conception of work and employment.

#### F. Focusing on specific needs

99. Young people, woman workers, the long-term unemployed and migrant workers are some of the groups of people with special needs who require additional forms of assistance. Young people struggling to find a first job, women performing multiple roles that leave them overworked and underpaid, migrants facing unequal job opportunities, disabled workers confronting discrimination, older workers compelled to overcome negative stereotypes, and indigenous and tribal peoples, who are among the poorest, least protected and most vulnerable groups in society, all share in common their disadvantage in securing and/or retaining good jobs. While all such groups can benefit from a major upturn in employment-generating activity, each experiences particular job market and employment problems of a qualitative nature that call for specific, well targeted, supplementary forms of assistance.



Programmes for disadvantaged or vulnerable groups, in addition to reflecting a true understanding of the underlying problems of each group, must pass the test of being both equitable and efficient. They require continuous monitoring and periodic evaluation to ensure that they are reaching their intended beneficiaries and producing results which are sustainable.

100. Young people in growing numbers across the globe are out of work and often running out of hope. Unemployed young people are prone to drug abuse, criminal activity and violence. Only through productive work opportunities can they be helped to gain a foothold in working life and to assume active and meaningful roles in their societies in the years to come.

More general measures aimed at expanding productive employment and reducing unemployment must be complemented by specifically designed and targeted youth training and employment programmes. Young people should be assisted through a combination of programmes providing basic knowledge, technical and social skills, work experience and temporary employment. Youth schemes and special youth employment programmes should serve the purpose of preparing young people for durable employment opportunities or facilitating their self-employment.

101. A rising proportion of unemployed youth also form part of the long-term unemployed, although the latter problem cuts across the full spectrum of the working-age population. Mid-career and older workers trapped in long-term unemployment suffer an erosion of their skills and a loss of human dignity.

Assistance packages for the long-term unemployed should place special emphasis on retraining, counselling and job search components.

102. Migrant workers have made an important economic contribution to the countries of immigration and, in the process, generally improved their own employment and income situation. When the hiring of foreigners is demand driven, it tends to be beneficial. But growing inequalities between countries and structural impediments to international trade and development have increased pressures for emigration in excess of the entry levels fixed by some host countries. This has contributed to an increased temptation to migrate illegally, and by others to forcibly prevent migration, with all the risk of exploitation that this involves. Active cooperation is required to maximize the benefits of migration, as well as to facilitate the reintegration process of returning migrants.

There is a need for greatly intensified international and bilateral cooperation and assistance among countries of emigration and immigration, which would be in the interest of both.

103. Women have specific needs requiring employment policies that aim to improve their situation and extend well beyond job creation. It is therefore necessary to strive for changes in attitudes, roles and relationships at the workplace, within the household and within society at large.

In focusing on the specific needs of women, policy makers and the various actors in civil society should place greater emphasis on women's multiple roles and on how these both

influence and are influenced by their employment status. Attitudes, the division of labour based on gender, and institutional support systems must change accordingly.

104. The international community and, in particular, the relevant organizations of the United Nations system, can help to strengthen the capacity of national administrations in many developing countries and economies in transition to collect and effectively utilize labour market information. Greater assistance could be provided in the construction of appropriate indicators and the collection, compilation and analysis of the required information for policy purposes.

Public employment services can be strengthened to enable them to play a more direct role in assisting workers to adapt to a changing job market. In consultation with employers' and workers' organizations, public employment services also might coordinate such complementary functions as unemployment insurance, employment counselling, training, job search and placement.

#### G. Enhancing the quality of employment

105. An employment-oriented approach to development does not imply creating or condoning any type of work. It requires improvement in the quality of both existing and new jobs. Technological improvements have eliminated many jobs which were hazardous, arduous or unpleasant. Yet there is considerable scope for further progress. An example of the dichotomy between more jobs and better jobs can be found in the fact that while more women are employed worldwide today, most of them are still clustered in low-paying, low-skilled jobs offering little or no potential for advancement. The aim is to create more, and better, value-adding jobs, to provide people with the qualifications to fill them, and to facilitate the matching of suitable jobs and qualified workers.

106. In broad terms, the quality of employment covers the content and methods of work; the income received; working conditions, including safety and health practices; the terms of employment, including job security; equality of opportunity and treatment; and the nature of the employer-employee relationship. Higher quality employment increases motivation and productivity and leads to higher quality work. It is the most productive enterprises, in turn, that directly or indirectly create the most employment over time. High quality jobs can thus be seen as good for workers and employers alike.

107. Improvement in the quality of jobs, just as in the number of jobs, is a fertile area for social dialogue between public authorities and democratic and representative institutions and groups, including employers' and workers' organizations. Thus, importance is attached to sound industrial relations systems based on freedom of association and the right to collective bargaining.

108. Fundamental to the quality of employment is safeguarding the basic rights of workers. Standards in such areas as the abolition of forced labour, freedom of association, the right to



organize and to collective bargaining, equal remuneration, the abolition of child labour and the elimination of discrimination in employment have been widely ratified by Governments, but their application and enforcement can still be strengthened. Overall, only employment which safeguards the basic rights of workers should be promoted. Employment which does not meet minimum standards must be upgraded.

Governments should more strictly observe their obligations under the standards which they have ratified in the field of human rights.

Employers' and workers' organizations, non-governmental organizations, and human rights and community groups should all play an active role in seeking greater protection of working children and the abolition of child labour.

109. The rights of migrant workers should be respected, protected and promoted. The international community has shown that it is aware of the special problems faced by migrant workers and members of their families, particularly in respect of employment and social integration in the host countries and of the plight of women migrant workers who are also vulnerable to gender-based violence and/or exploitation. The international community has for years recognized the danger facing migrant workers, particularly the women, through various conventions dealing with slavery, and those adopted under the aegis of the International Labour Organization, including the Migration of Employment Convention of 1949, supplemented in 1975 with the Migrant Workers Convention. In 1990 the United Nations General Assembly adopted the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, but it has not yet entered into force.

Governments should be encouraged to ratify existing instruments pertaining to migrant workers and strive to implement their provisions and measures should be taken to promote and protect the rights of migrant workers, particularly women migrant workers, through appropriate legislation and strict enforcement of the existing laws in order to ensure observance of legal procedures for recruitment of migrant workers, payment of standard wages to them and their social integration in the host countries and find ways to monitor the situation of these workers.

110. Efforts to improve the quality of employment should take account of the special circumstances of the informal sector. Informal sector enterprises operate outside most protective regulation. They cannot afford the financial burden of conforming to large numbers of regulations; yet the fact that, to a large extent, they operate beyond the law reinforces their precarious existence. The aim, therefore, should be the progressive extension of basic labour standards and forms of social protection to the informal sector without choking off its ability to employ people.

In priority areas of protection, such as occupational safety and health, informal sector enterprises and workers should be provided with information and guidance on how to reduce risks often through the application of simple and inexpensive measures.

111. If a major policy goal is to gradually improve the overall quality of employment and to enable workers to move from low productivity, dead-end jobs to better quality jobs, then education and skill levels have to be raised for large segments of the labour force in many



countries. Well-defined educational priorities and greater investment in appropriate education and training systems can enhance the quality of the workforce and improve its chances of holding better jobs. Experience has shown the value of promoting high-quality universal primary education in particular.

Effective forms of collaboration among public sector institutions, private institutions and cooperatives should be developed with a view to building better bridges between education and training on the one side and employment and working life on the other.

112. A solid general education provides good grounding for the acquisition of specialized skills and for renewing, adapting and changing them more rapidly. Training programmes have to be more responsive to the changing job market and also ensure equitable access to training opportunities. Training of the long-term unemployed to facilitate their reabsorption in productive jobs is especially needed.

Training policies should offer incentives for enterprises to provide, and workers to acquire, training on a continuous basis as part of a process of adapting to changing technological and skill requirements. Well-designed and adaptable vocational training and apprenticeship programmes are important and should be encouraged and supported through technical assistance programmes, including those of the United Nations system.

113. Governments, together with employers' and workers' organizations, should more widely introduce, help to implement and monitor the results of active labour market policies. Such policy efforts include stimulating the demand for labour; identifying skill shortages and surpluses; providing orientation and counselling services and active help in job search, and occupational choice and mobility; offering advisory services and support to enterprises, particularly small enterprises, for the more effective use and development of their workforce; helping young people to develop needed skills and find a first job; and establishing institutions and processes which reduce discrimination and improve the employment possibilities of groups that are disadvantaged in the job market.

#### IV. SOCIAL INTEGRATION

##### A. Revisiting social integration

114. Our societies, products of unique historical evolution, are enriched by diverse cultures, languages and composed of different ethnic or religious communities. Individuals in our societies have their collective identities as members of families, communities, ethnic or religious groups, nations and, increasingly, a global society. The delicate balance between the individual and the society and the groups within a society should be respected in order to achieve optimum results of social integration programs.

115. The aims of social integration are to enable diverse groups to live in productive and cooperative harmony and not to eliminate differences among them. A socially integrated society

should be able to accommodate differences within a broad framework of shared values and common interests. The objective of social integration cannot be pursued at any cost but only in so far as it is consistent with basic human values.

116. The strength of our societies should be judged not only on the basis of general social integration, but in the light of full integration of the disadvantaged, the vulnerable, the socially marginalised, the minorities and the indigenous and local cultures. This should be done not through charities and patronage, but through the participation of these groups in decision-making processes. We thus seek to promote a pattern of economic and social development that is consistent with justice for all.

#### B. Protecting diversity based on shared values

117. A viable society will need to accommodate diverse interests and cultures within a framework of shared basic values. Central to their message is the conviction that unity may best be fostered by respecting diversity, that different views should freely coexist with the dominant values of society provided that the materialization does not violate the established rule and regulations of that given society, and that "a society for all" should be able to adapt to the needs of its various constituent groups in accordance with the pertinent national legislation. In such a context, interaction among diverse peoples, ethnic and religious groups, cultures is a positive force for creativity, innovation and change.

118. To protect diversity, stability and welfare within a framework of shared values, these measures should be taken:

- (a) Strong, efficient and responsive government and administration:
- (b) In the public sphere, responsibilities should be assigned at different levels of governments to protect the interests of citizens in different regions within the framework of overall national interests;
- (c) In the market sphere, the principle of allowing autonomy of decision making to diverse actors in pursuit of their economic goals should be recognized;
- (d) In the sphere of civil society, organizations that pursue civic objectives with a view to assisting individuals in interacting with the governments and the markets should be encouraged.

119. Conflict resolution must include attention to social aspects of reconstruction, including encouraging processes and institutions which enable rehabilitation and reconciliation among previously hostile groups. Post-conflict recovery should not only include a resumption of development activities interrupted by hostilities, but address development with emphasis on





social considerations. The support of the international community to the decisions and policies of nations aimed at consolidating solutions and for preventing the recurrence of conflict is essential.

### C. Ending discrimination in all its forms

120. Discrimination in all its forms must be eliminated to achieve social integration based on equality and respect for human dignity. Social antagonism and accompanying discrimination tend to be strongest when fundamental economic stakes are involved, when there is sharp competition for access to land and other resources, and for work, public services and benefits. Periods of economic distress normally exacerbate such tensions. Conflicts can also be aggravated in periods of achievement when the fortunes of different groups diverge markedly.

Ending discrimination in whatever form in the public sphere should be accorded highest priority. To counter discrimination, appropriate legislation should be enacted and administrative codes and ordinance of public institutions must conform to the principle of non-discrimination. Comparable measures should also be adopted to combat discrimination in the private sphere.

Given the long-standing discrimination against women, based on their traditionally subordinate roles to men, concrete measures should be taken to end discriminatory practices in employment, education and access to public services, as well as in other domains.

The concept of civil and political rights as well as economic, social and cultural rights has provided individuals and groups subject to discrimination with the means for correcting injustice and enhancing social integration. Governments can promote this process by clearly stating the rights which all citizens can expect to enjoy and by ensuring that the legal system is open to all as a remedy for limitations on these rights.

In the aftermath of violent and prolonged conflicts, all efforts should be made in securing reconciliation among groups, reconstructing social institutions that have been destroyed, reintegrating displaced persons and re-establishing the rule of law and respect for human rights, including through international assistance whenever requested by national governments.

### D. Promoting equal opportunity

121. Steps towards ending *de jure* discrimination must be accompanied by elimination of *de facto* discrimination against women, ethnic and religious groups, migrants and disadvantaged and marginalised groups. The economic, educational and other disadvantages that are the result of past discrimination can perpetuate inequality for a long time after the formal discrimination ends. Legal prohibition of discrimination, even if rigorously enforced, cannot by itself eliminate social discrimination.

Efforts on a wide front are needed to promote equal opportunity for all, especially in education and employment. Arbitration and conciliation procedures should be developed at local and national levels. Systematic evaluation of programmes to promote equal opportunity and of their effectiveness is needed, as well as a systematic exchange of national experience at

the subregional, regional and interregional levels. Institutions conducive to social integration and encouraging and strengthening participative self-governance at decentralized levels should be promoted.

122. Where economic growth, structural transformation and technological change are destroying skills and institutions and threaten to marginalize people, or even entire communities, specific measures are needed to encourage new economic activities and the speedy reabsorption of displaced workers.

#### E. Education as an integrating force

123. Education is a key factor in social integration. Therefore, equal access to education, particularly to basic education, and thereby to knowledge and information, should constitute one of the primary responsibilities of the governments, civil societies and the international community as a whole.

124. Universal access to primary education should be used as an instrument to enhance equality of opportunity and mitigate existing social inequalities. Access for all to basic education, especially in the developing countries, would go a long way in laying the foundation for provision of a common starting point for getting productive employment, pursuing secondary and higher education and participating actively in civil society.

Enabling girls to complete their education is of fundamental importance. The long-term gains to society, and not just for the status of women, from the increased enrolment of girls in school are substantial.

Attaining greater uniformity of quality while raising general standards and expanding enrolment remain challenges which deserve priority attention.

Special attention should be given to the provision of school facilities for children in sparsely populated and remote areas, for children of nomadic, pastoral or migrant parents, and to securing access to schooling for street children or children caring for younger siblings or disabled or aged parents, for disabled children and for children stigmatized by society for any reason.

Education should be seen as a powerful tool against discrimination. Education policy must also strike an appropriate balance between promoting the common values on which a society is built and preserving an organic diversity of regions, languages cultures, religions as well as pedagogic content and orientation.

Universalization of education based on people's mobilization, and ensuring its quality, should be an important component of the action programme.

The mass media has an important role to play in the promotion of respect, understanding and harmonious co-existence among various groups in society. It should be encouraged to adopt responsible approaches in the fight against racism, racial discrimination, xenophobia and ethnic intolerance.



F. Establishing the principles of access to the institutions of the State

125. For a society to be truly integrated, it should be based on the principle of equal treatment of those in the same circumstances in matters of law, taxation and the provision of public services - education, health care, shelter-related services, social welfare or developmental services - while recognizing the need for differentiated treatment to allow for differences in individual circumstances.

126. From the perspective of social integration, or the objective of maintaining social cohesion, it is important to keep a balance between universality and quality, between accessibility for the poorer segments of society and continued interest in participation by those who are better off, and between protection of the weak or vulnerable and the promotion of the interests of broad segments of society.

G. Responding with special measures to special social needs

127. As the disadvantaged and marginalised groups do not have the power to advance their cause, the social solidarity in civil society should be invoked to safeguard their interests. Policies for the disadvantaged should be designed so as to secure and maintain public support on a scale commensurate with their needs.

Policies concerning the disadvantaged persons must focus on their abilities; on the contribution they can make to society rather than their claims on society; and on their dignity and rights as citizens rather than as objects of charity or welfare.

Confidence-inspiring institutions that protect and safeguard the rights guaranteed to the disadvantaged or marginalized groups should be promoted;

Affirmative action programmes could be considered.

H. A shared concern: fair treatment outside one's country of origin

128. Discrimination, racism and xenophobia against foreigners, refugees and migrants is age-old and common. In our times, migration is likely to increase in the future due to an unfair balance of international trade and deteriorating economic and social conditions in the developing world. The absorption and integration of migrants depends not only on the numbers but also societal attitudes, which must bear in mind the many economic, social and cultural contributions migrants make to the receiving states.

Targeted government measures as well as the example they set for the efforts of the institutions of civil society can help shape positive attitudes towards migrants. Policies to protect migrants and to promote decent conditions for them will enhance their contribution to the host society and help to maintain social tranquillity. Migrants, once admitted, have the right to the full protection of the laws of the host society.

129. Migrant children and second-generation migrants often face a particularly difficult situation. Having acquired the expectations of their local peers, they do not easily accept the values of their migrant parents or willingly tolerate the hardships their parents have faced, and yet they are often confronted with lifelong discrimination as outsiders. While their parents are typically integrated into the host economy, although often in subservient roles, these young and second-generation migrants are often in danger of being marginalized or excluded from society; or they may be forced to repeat the subservient experience of their parents.

Preparing these young people for work and breaking down barriers of hostility and exclusion are two essential dimensions to government efforts to improve relations between migrant and host populations and, more broadly, to promote social cohesion. Again, specific measures on the part of government as well as other social agents are needed to meet their particular concerns.

130. The problem of refugees has increased dramatically in recent years with the number of refugees increasing from 2.5 million in 1970 to 18 million in 1993. The need to provide asylum for and to protect refugees is greater than ever before.

The international community must not only ensure the protection of refugees, but must also expand and improve its efforts to promote reconstruction and reconciliation in the countries of origin of refugees, facilitating the safe and voluntary return to their homes and assisting them in the process. Strategies and mechanisms should be sought to identify and address the root causes which generate new waves of refugees.

### I. Bringing government closer to the people

131. Social integration also means bringing government closer to people. This can take many forms: decentralization; promoting grass-roots and non-governmental organizations; direct and effective participation; and new forms of cooperation between public authorities and the private corporate and cooperative sector, including new forms of privatization and cooperatization.

132. Decentralization efforts should aim at reconciling efficiency, accountability and quality of relevance of service. Attention should be paid to the organization of services on the optimal scale, matching them with corresponding administrative and jurisdictional entities and humanizing the bureaucracy. Experiences in this field should be widely shared among countries and local authorities.

### J. Creating space for civil society

133. In all societies, the role of the non-governmental organizations, institutions, professional associations, civic groups, cooperatives, trade unions and self-help and community groups should be recognized within the broader efforts to maintain integration in changing societies.



These institutions can play an important role in facilitating interaction between the individual, communities and governments.

134. Governments should create an appropriate climate to encourage development of institutions and self-help organizations that mobilize the people, provide services and work with the government to improve public services. To this end, suitable legislation should be enacted; administrative practices that stifle opportunities should be reviewed and simplified and specific programs should be implemented to reach out to a wide range of citizens and grass-roots organizations

Given the scarcity of resources, a priority for government action is support for the development of self-help organizations that may mobilize the people concerned, provide services and work with government to improve public services. Government can be instrumental in establishing an appropriate climate in which such institutions and initiatives can flourish. To this end, it can enact legislation, review and simplify administrative practices that tend to stifle opportunities, and reach out through specific programmes to support a wide range of citizens' and grass-roots organizations. The role of the cooperative movement also needs to be highlighted. Cooperatives, quintessentially democratic organizations, deserve special attention in the broader context of fostering democratic, participating institutions. Many different forms of cooperation have emerged in recent years, bringing together producers, consumers, clients, or various combinations of these groups. Activities have expanded into many areas, covering a growing list of social services.

## V. MEANS OF IMPLEMENTATION AND FOLLOW-UP

Fundação Cuidar o Futuro

### A. Guiding principles for implementation

135. Social progress requires the participation and interplay of many actors. A mix of policies and actions which Governments and other key actors have undertaken with a view to eliminating poverty, creating more and better employment and enhancing social integration. These objectives cannot be achieved, however, through social policies alone. The nature and gravity of social problems is such that comprehensive efforts to address them must be reflected in economic policies, the allocation of resources and cooperative alliances among actors and an improved international environment. Central to the overall effort to advance social progress must be a shared commitment by all the major actors to respect principles, accept responsibilities and pursue courses of action that promote the common good and greater well-being. It is only through a continuing dialogue among the key actors, including the people themselves, at both the national and international levels that the common good can be defined and, as necessary, amended in the light of changing circumstances.

[The following sentence in para. 169 is to be placed in a new para yet to be decided: *The State plays a key role in shaping an enabling environment in which rights are respected, interests are reconciled, needs are met and responsibilities are shared.*]

136. The programme of action calls upon governments, private employers, non-governmental organizations, trade unions, workers, organizations, community groups, and all actors in civil society to work for the achievement of the goals of the World Summit for Social Development. Governments, in particular, provide a stable legal framework, promote equality of opportunity for all, especially in education and employment, put an end to *de jure* discrimination and promote and encourage of growth of representative organizations of the civil society.

137. While many of the problems raised in Parts I-IV require immediate attention, increased social research and socio-economic analysis can greatly aid the formulation of sound, sustainable long-term solutions. Universities and research institutions are vital actors in efforts to deepen understanding of the causes and interrelationships among poverty, unemployment and social exclusion, to investigate the impact on the core issues of the changes occurring in the surrounding political and economic environment, to develop multi-disciplinary and cross-sectoral approaches to complex economic, social and political problems, and to organize exchanges of experience and wider dissemination of research findings.

138. Examples of areas where cooperation is essential include implementation of programmes, designing policies for the eradication of poverty; planning for the employment effects of new technologies; building better bridges between education/training and employment/working life; addressing the institutional requirements of a broader conception of work and employment and alternative life-cycle patterns; protecting children and striving to abolish child labour; eliminating discrimination and achieving equality in the relationship between women and men; and protecting diversity based on shared values. The realization of the Summit's aspirations and the implementation of its goals will depend on the involvement and efforts of people everywhere, working within their communities. It is therefore necessary that the various actors support, in particular, the development of education initiatives at the local, national and international levels to equip people with the kind of knowledge, skills and attitudes they will need to participate actively in furthering the Summit's aspirations and goals.

139. A global compact for social development also would call for much greater international cooperation and support and a major unified effort by the United Nations and the United Nations system. Parts I-IV have pointed to a non-exhaustive list of areas where the United Nations and its specialized agencies can play a heightened role. These include eliminating all forms of discrimination, conducting research on the causes and remedies of poverty, carrying out emergency relief, strengthening technology institutions and policies, enhancing education and training programmes, improving job information for workers, and promoting the ratification and fuller implementation of all relevant international instruments. But going beyond what individual United Nations programmes and individuals can offer in these and other areas pertaining to social development, there is a need for a more united thrust running across the system and greater visibility in the treatment of social issues.

140. There also is a need for greater dialogue and cooperation between those organizations with responsibilities in the economic and financial field and those with a social mandate. In





addressing the three core issues, the report has shown the close interrelationship between economic and social forces and associated policy formulation. Social objectives can only be achieved if supported by economic policies that are equitable as well as efficient.

#### B. Implementation and follow-up at the national level

141. To reflect the central priority of social progress and to achieve the objectives related to the three core issues of the Social Summit, Governments could elaborate further national strategies for social progress. Policies for social development relate to issues which have economic, financial, legal, institutional and cultural dimensions. National strategies for social progress should integrate separate sectoral, issue-oriented and cross-sectoral policies and strategies. The role of coordination of national coordination policies should be strengthened. National strategies would seek to assign responsibilities and include all the main societal actors in their elaboration and implementation.

142. National strategies for social progress should also include national targets with an indicative time-frame, full costing as appropriate, and a mechanism for review and revision. National Governments may wish to share experiences, inter alia, through the use of institutions of the United Nations and the United Nations system.

#### C. International cooperation for social progress

143. International cooperation for social and economic development should be expanded among governments as well as other institutions such as non-governmental organizations, trade unions, cooperatives and academic institutions. The search for new and appropriate channels for development cooperation should be intensified.

144. Cooperation among governments is crucial in dealing with social issues within nations and that transcend national borders.

145. Strengthening bilateral, regional and multilateral cooperation, including through the United Nations system, would facilitate addressing the social and economic problems that transcend national borders. Regional and subregional approaches should be explored for complementing international cooperation in the economic domain. Bilateral cooperation between donor governments and developing countries is also important and provide a framework for the exchange of experiences. More resources, therefore, need to be directed to social development purposes.

146. Regional and sub-regional approaches should be explored for complementing cooperation in the economic domain. Regional cooperation should be intensified in the crucial areas of poverty eradication, food security, population activities, health and education.

147. Bilateral cooperation between donor governments and developing countries should aim at providing services to the poorest. Additional resources, therefore, need to be allocated for social development. To effect this shift both donor countries and developing countries need to explore ways and means to generate new funds.

148. Data on reduction and eradication of poverty, productive employment and social integration will help in assessing progress towards the achievement of the objectives of this Program of Action and should be promoted and enhanced with further assistance of the international community. Appropriate technology should be transferred to the developing countries to enhance their capacities to collect and collate data on the three core issues.

149. Development cooperation ministries and agencies of the donor countries should seek to establish closer links with the relevant ministries, department and agencies of the developing countries, through their national governments. Expert-intensive approach of the external assistance programs should be re-oriented with a view to drawing upon national expertise of the developing countries. More attention is also needed in both donor and developing countries to ensure that projects provide for sustainable form of financing after donor support ceases.

150. Current donor procedures, which are time-consuming and place a heavy burden on personnel in developing countries, should be simplified.

151. Governments can help to support cooperation among non-governmental organizations and encourage such private efforts in a variety of ways through the gradual phasing-out of barriers to mutual assistance efforts by institutions of civil society, or by providing, in special cases, policy guidance and such other assistance as may be deemed appropriate.

152. An appropriate environment should be created for sharing experiences in the field of social development.

153. A Youth Voluntary Service at the world level should be established to instill in young people a sense of service to the community, to give them the opportunity to live with people from different cultures, and to create a sense of solidarity at the world level.

#### D. The role of the United Nations and the United Nations system

154. The objectives of the Social Summit are conceived in the framework of Economic and Social Cooperation defined by the UN Charter. The Charter obligations to promote "higher standards of living, full employment, and economic and social progress", within the "conditions of stability and well-being" and "peaceful and friendly relations among nations" set the goals which have not been achieved so far. Solutions of international economic, social, health and related problems have yet to be found.



155. The mandates of the huge machinery of specialized bodies should be utilized fully to assist member states in promoting cooperation in the social domain, particularly in the fields of poverty eradication, employment, education, health, population, refugees, advancement of women and situation of children.

The growing tendency in the United Nations to integrate social economic issues and programs should not be at the cost of cooperation in the field of social development.

156. The mandate of the United Nations and of the Specialized Agencies for international cooperation and assistance on social development should be utilised fully to assist member states in promoting international cooperation at the bilateral and multilateral levels in the social domain particularly in the field of poverty eradication, employment creation, universal primary education, health, population, refugees, advancement of women and the improvement of condition of children:

(a) Specifically the UN agencies should be strengthened as catalysts in the effective management of technical cooperation and assistance for projects to support improved social welfare and social integration including the strengthening of local institutional infrastructures, to enhance necessary income-generating activities to improve the social conditions of youths, the ageing, the disabled, women and children at the local level within integrated but decentralised national social welfare services; and

(b) Furthermore the capacities of the UN system and the Specialised Agencies should be appropriately utilised in a coordinated manner to address the issues of displaced persons and refugees in cases of natural disasters and to extend necessary technical assistance in a comprehensive manner to support local efforts at national level in areas of resettlements, local employment-generation, food security, health, drug control and human rights.

157. The role of the United Nations should be strengthened in natural disaster management, including effective early warning system, disaster relief and mitigation and post-disaster reconstruction and development. In this context, adequate technical and financial support should be provided to the disaster-prone countries.

158. The scope and priorities for social cooperation through the United Nations system should be determined on the basis of a comprehensive assessment of economic and social conditions and an analysis of the anticipated needs for social cooperation pertaining to the three core issues and their common elements.

159. A few preliminary remarks can be made:

(a) The General Assembly should keep and enhance its role as a forum for intergovernmental debates on social development and social progress;

(b) The United Nations and other organizations of the system, including those at the regional level, should play a significant role in organizing debates and exchanges of experience on very concrete aspects of the elaboration and implementation of social policies and programmes;

(c) The roles of the ECOSOC and its subsidiary commissions dealing with social development should be strengthened with a view to enhancing their policy-making and coordinating roles. The Commission on Social Development, in particular, needs to be strengthened and revitalized.

(d) Since interaction among the organized sectors of civil society and the various heads of governmental institutions is essential to the achievement of social development, the United Nations system must expand and enhance its collaboration with non-governmental organisations, with due regard to the need to maintain a screening process to ensure that the spirit and intent of Article 71 of the United Nations Charter are upheld, and in which the power of decision would continue to reside with Member States.

160. Although the precise follow-up of the recommendations to be adopted in Copenhagen should be undertaken at the national level, there should also be exchange of experience and information through the United Nations system.

(a) Analysis and review by the General Assembly on the basis of an overall report of the Secretary-General;

(b) It is desirable to have periodic high-level reviews.

161. UNDP should participate in the follow up process, in the areas within its competence and in the framework of existing mandates.

162. Economic sanctions, notwithstanding their *raison d'être*, adversely affect social development. The United Nations should find ways and means to mitigate the dangerous consequences of the sanctions on the population affected by them.

163. The United Nations Secretariat should be strengthened, if necessary, and in consultation with the General Assembly to carry out effective follow-up to the decisions of the Summit."

164. The UN would mobilize activities around the three core issues of the Summit and its identified objectives related to them in the programme budget and its medium-term plan.



### E. Mobilizing resources for social development

165. Social development requires the mobilization of all available human and financial resources. Poverty and excessive inequalities represent waste of unused human potential. Investment in infrastructure, education and health and proper functioning of institutions are necessary conditions for social development.

166. Financial resources for the achievement of the objectives of this Programme of Action should be an integral part of financial resources for overall development. In most developing countries, these resources are insufficient.

In the allocation of resources, appropriate priority should be given to the infrastructure, food production and food security, health and education.

167. All over the world credibility, transparency, overall accountability to the people, the capacity to curb corruption and avoidance of wasteful expenditure are critical elements for the efficiency of resources utilization for social development.

168. The 20-20 concept, including a call on donor countries and agencies, to allocate a minimum of 20% of their development assistance and on developing countries to also allocate the same percentage of their budget to social sector expenditure, has drawn attention to the low levels of current direct expenditure on this sector. It has also indicated the significant impact on social development of reallocations within existing expenditure levels. However, for such an expenditure to be sustained over a period of time, it is essential for the economy to grow and generate the necessary surplus. The economy must also similarly grow to absorb the increasing employment and consumption demands placed on it by people supported through higher social sector expenditure. Each country must, therefore, evaluate and decide for itself the appropriate and incremental levels of expenditure in this sector.

169. The main rationale for assistance from the rich to the poor countries for promoting social development and social progress should be based on ethics of mutual benefit and collective responsibility. The implementation of the Programme of Action could take into account the following orientations:

(a) Existing and new strategies towards a durable solution to the external debt problems of developing countries should be applied in a timely and flexible manner through measures like debt cancellation, debt-for-social development swaps, especially in Africa and in the least developed countries;

(b) The target for official development assistance (ODA), set at 0.7 per cent of the gross national product of industrialized countries, regrettably remains unimplemented barring a few exceptions. This target remains valid and should be implemented and enhanced; the situation and needs of the least developed countries should become a matter of increasing

priority. In this connection, the targets for the LDCs as set out in the programme of action for LDCs should also be urgently implemented.

(c) There is an urgent need to build a consensus at the world level between the developed and developing countries for increased solidarity in financial terms for assistance for social development.

(d) Agenda 21 has recognized the interrelationship between eradication of poverty and preservation of the environment. The international community should fulfil its commitment to transfer to developing countries the substantial new and additional resources necessary to meet the huge sustainable development requirements of Agenda 21.

(e) Appropriate emphasis should be placed in bilateral and multilateral assistance on poverty alleviation and job creation programmes such as credit schemes for the poor and self-employed, rural employment generation programmes, non-farm employment in the rural sector, programmes for education, nutrition and health, integrated area development programmes;

(f) Schemes such as prefinancing and reduction in local cost requirements should be considered for more efficient aid utilization;

(g) For financing of social development, new mechanisms such as taxes on certain categories of international transactions should be considered;

(h) The World Bank's capacity should be strengthened to allow it to mobilize additional resources for lending for development and in support, particularly, of the objectives of the three core issues of the Summit.

170. With increasing liberalisation and market reforms in the developing countries, the private sector is playing a greater role. Foreign direct investment also constitutes a very large part of international financial transfers. The role of a sound and stable, national and international enabling environment is critical. Incentives and mechanisms should be explored to enable international private capital flows to be more evenly spread across countries, sectors, as well as to reduce the volatility of these flows.

171. The Bretton Woods institutions should take into account at the initial design stage itself the social consequences of structural adjustment programmes and devise strategies and programmes to minimize the costs of such adjustments. They should also strengthen their capability and implement strategies and programmes which facilitate realization of the goals of poverty eradication, reduction of unemployment and social integration.

172. All Governments are invited to give, individually and collectively, careful consideration to the various ways of reducing tension and the resulting violence; such efforts would release resources which could be used for development purposes and would create a climate favourable





to peace and social progress. States should take all necessary and effective measures to prevent, combat and eliminate terrorism.

#### F. Organization, participation and empowerment

173. Organization and empowerment of the poor would be essential for any successful strategy of poverty alleviation. The State machinery should go beyond implementing poverty alleviation programmes and also provide sensitive support to organizations identified with the poor. The key to success would be organization, empowerment and participation: defined as a socially vibrant grass root processes whereby the people identify with the process of economic and social development as their own. The process must guarantee the right of the poor to participate in decisions that affect their lives, the right to food as a basic human right, the right to work, to education, to shelter and the right to information. Promoting the role and status of women in society and ensuring the full participation of all strata and groups in development decision-making would create conditions for accelerated social development.

Fundação Cuidar o Futuro