

Labour Organization adopted the Migration for Employment Convention as far back as 1949 and supplemented it 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 ratify existing instruments pertaining to migrant workers and strive to implement their provisions.

129. 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.

130. 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. In East Asia, for example, basic education for all and wide access to secondary and higher education has provided a foundation for shared growth and contributed substantially to upward mobility. But it is estimated that at least 130 million school-age children globally are not enrolled in primary school and their number may grow to 162 million by the year 2000.

131. It is therefore necessary to identify and eliminate the factors leading to unequal educational opportunities on the basis of gender, income, residence, and ethnic or cultural differences. Improving basic employment literacy has to remain a high priority. At the same time, the growing obsolescence of many skills and the increasing demand for newer skills require the establishment of effective links between education and the world of work, as well as arrangements for continuous learning.

There is a need to develop more effective forms of collaboration among public sector institutions, private for-profit institutions, and private non-profit institutions and cooperatives, with a view to building better bridges between education and training on the one side and employment and working life on the other.

132. 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.

133. Practical measures are required to improve the efficient and non-discriminatory operation of labour markets. 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.

Governments, together with employers' and workers' organizations, should more widely introduce, help to implement and monitor the results of active labour market policies.

IV. SOCIAL INTEGRATION

A. Revisiting social integration

134. Our societies are each the unique product of distinct local histories, but they all have this in common: they typically embrace different cultures and linguistic, ethnic or religious groups; and citizens differ in their perception of their economic interests, of the good society and their place within that society. We draw strength from this diversity and see it as enriching and giving vigour to our communities.

135. We recognize that the concept of social integration is both complicated and potentially deceptive. Social integration may take various forms, depending in part on the context in which it is pursued. Individuals are not alone but belong to social networks. They are members of families, communities, ethnic or religious groups, nations and, increasingly, a global society. Individuals may be integrated in varying degrees in one or more of these networks, and disintegration at any one particular level may not, in itself, be a cause for concern but must be evaluated in the context of the entirety of social networks. Not all kinds of integration are equally valuable and some are clearly undesirable, such as hierarchical integration and coercive integration. The

objective of social integration cannot be pursued at any cost but only in so far as it is consistent with certain basic human values.

Protecting the integrity of indigenous and tribal cultures and ways of life is an important goal. To achieve this, it is essential that legitimate representatives of these peoples participate fully in defining economic and social policies affecting their life.

136. We believe that the aim of social integration is not to eliminate differences but to enable different groups to live together in productive and cooperative diversity - within our national borders and in the wider setting of the "global village". An integrated society should be able to accommodate differences within a framework of shared basic values and common interests. We thus seek to promote a pattern of development that is consistent with justice for the individual and harmony among groups and countries.

137. We also recognize that such harmony is always precariously maintained. We have seen and even experienced, the effects of polarization and fragmentation, of violence in its many manifestations and, on occasion, total social breakdown. In this context, we recognize that rapidly widening disparities - political, economic, social - whatever their origin, need to be addressed.

B. Protecting diversity based on shared values

138. A viable society will need to accommodate diverse interests and cultures within a framework of shared basic values. The main elements of such a framework are to be found in the international human rights instruments adopted since the founding of the United Nations. Central to their message is the conviction that unity may best be fostered by tolerating diversity, that dissenting views should freely coexist with the dominant values of society, and that "a society for all" should be able to adapt to the needs of its various constituent groups. In such a context, interaction among diverse peoples, ethnic and religious groups, cultures and sub-cultures is a positive force for creativity, innovation and change.

139. When all groups in society feel that the institutions of government are responsive to their needs, differences in wealth, income, occupational prestige or social status are accepted, especially when seen to uphold a system which rewards the special contributions of those who show enterprise, take risks, work harder or distinguish themselves in various other socially useful ways.

To protect diversity within a framework of shared values, three types of measures should be taken:

(a) In the public sphere, by assigning responsibilities to the different levels of government to take account of the interests and cultures of citizens in different regions and localities while serving the broader national interest;

(b) In the market sphere, by recognizing the social value of organizing functions around an economic interest, allowing autonomy of decision-making to diverse agents of society in pursuit of their goals;

(c) In the sphere of civil society, by fostering a climate that favours organizations championing a range of civic objectives and that assists individuals in their interaction with both government and the market.

140. If the institutions of States lose the capacity to safeguard the interests of all citizens, irrespective of ethnicity, creed or belief, the tendency towards social disintegration is encouraged, sometimes leading to group violence and civil strife. Such conflict has obvious negative consequences for development, including a rapid increase in the number of internally displaced persons and refugees.

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 not only must include a resumption of development activities interrupted by hostilities, but also represents an opportunity to address development in a different way, with more articulate emphasis of social considerations. The support of the international community for consolidating solutions and for preventing the recurrence of social conflict is essential.

C. Ending discrimination in all its forms

141. The idea of "us" and "them" is age-old. Group loyalty can often be a positive force, while peoples' discomfort with others who are different is mostly harmless. What is socially harmful and disruptive is systematic discrimination by the majority against minorities, or when a stronger group suppresses the rights of weaker groups.

142. 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 institutionalized discrimination in the public sphere should be a realistic objective and must be a priority of policy. Appropriate legislation is needed to counteract discrimination. Insisting on non-discrimination in the administrative codes and ordinances of public institutions is another measure that Governments can take. This can be reinforced by all public institutions setting a good example.

Given the long-standing discrimination against women, based on their traditionally subordinate roles to men, special efforts are needed to develop policies 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 has proved powerful in providing 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 those rights.

In the aftermath of violent and prolonged conflicts, the international community should assist countries and communities 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.

D. Promoting equal opportunity

143. The end of de jure discrimination, while essential, is typically only the first step to non-discrimination de facto, to the betterment of the quality of the lives of women, ethnic groups, migrants or disadvantaged and marginalized 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. There is a need to ensure that such efforts do not provoke a sense of "reverse" discrimination. 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, particularly at the regional level.

144. Recalling the earlier analysis and proposals relating to poverty and employment, it is evident that equality of opportunity can most easily be fostered in a context of expanding economic horizons and employment, goals already identified as important social objectives in themselves.

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

145. Formal education is now the principal means of socializing children and provides their first opportunity for interaction outside the immediate family. Access to education and the quality of education condition opportunities in later life. The education and training of young people prepare them to cope with their world and their future, including their professional life. The

prospects of first-time job seekers will depend on the content of the educational curriculum and the nature of the training received.

146. From the perspective of social integration, therefore, equal access to basic education - and thereby to knowledge and information - is vital, as the effective social functioning of groups and individuals in a modern economy increasingly depends on it.

147. Access for all to basic education is also vital to the fostering of shared values in a society and to the provision of a common starting-point for entering employment, pursuing opportunities in formal secondary or higher education and active participation in civil society. Universal access to primary education does not guarantee equality of opportunity in later life. It does, however, mitigate many existing social inequalities.

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.

When quality varies sharply at the level of primary education, it can perpetuate divisiveness while appearing to promote integration and equality of opportunity. Attaining greater uniformity of quality while raising general standards and expanding enrolment remain challenges which deserve priority attention.

Special attention needs to 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, cultures, languages or religions, as well as pedagogic content and orientation.

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

148. 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.

149. How resources should be most efficiently distributed to meet the needs of different claimants will depend also on the overall level of provision. Social equality through public intervention is best promoted by universal provision

when the resources are relatively easily available and by targeting when the resources are particularly scarce. When scarce resources are thinly spread to provide universal or wide coverage, quality tends to suffer. Those with adequate means will then tend to seek better private provision, undermining the integrating function of the public services.

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. A pragmatic approach is to concentrate on policy measures to meet the needs of wide segments of society, supplementing such measures with programmes aimed at groups with specific problems. In this way, access to the opportunities available through general policies is facilitated.

G. Responding with special measures to special social needs

150. In order to mobilize efforts or resources for any policy or programme, there must be either strong support from vested interests or a notion of social solidarity. By definition, disadvantaged or marginalized groups do not have the power to advance their own cause, but must appeal to social solidarity or the common interest.

151. Public support has tended to be strongest for programmes which may benefit population groups much larger than the group of actual beneficiaries at any one time. In this category belong, among others, unemployment and disability benefits.

152. From the perspective of social integration, it is important to engender a sense of shared interest and universal access to certain services. Where quality is of major importance - education being a particularly prominent example - a public system that does not serve the better-off strata but mainly the less well-off tends to fall short on quality. Such a system will tend to perpetuate the very divisions it is seeking to redress. Voluntary opting out by the middle classes may be as serious a problem as their privileged access to public services.

Policies for the disadvantaged should be designed so as to secure and retain public support on a scale commensurate with needs.

153. An important principle being stressed in the framing of social policy is that the emphasis should be on special needs rather than problems. A positive attitude emphasizing needs rather than a negative attitude emphasizing problems is in the spirit of a society able to accommodate differences; it is also more likely to mobilize and sustain public support in the long run.

154. Needs change over time and it is important for institutions and public policies to be able to adapt, to change and preferably to anticipate change.

However, there are certain groups such as the aged and the disabled whose needs are widely accepted:

Where demographic change is towards an ageing of the population, public resources and policy attention need to be reoriented, and public services adapted so that older persons can maximize their contribution to society, in the spirit of "a society for all".

Policy concerning disabled persons must focus on the abilities of persons with disability rather than on their disability; 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.

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

155. Discrimination against strangers is age-old. Strangers were defined only recently as inhabitants of a nearby village; now, more typically, they are seen as citizens of another nation; as foreigners inhabiting, or making claims on, another State; or as refugees or migrants.

156. Notions concerning the freedom people have to migrate in search of a better life and their right to cross national boundaries and settle in other countries have differed over time and from place to place. Migration today occurs on a massive scale and is unlikely to diminish in the near future; it is more likely to increase.

157. The capacity of societies to absorb migrants varies. The limits of absorption will depend not just on numbers but also on the objective conditions in the host society.

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.

158. 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.

159. The problem of international refugees has increased dramatically in recent years as a result of increasing nationalistic, ethnic and communal tensions and social disintegration in a growing number of countries, 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, but the limits of the absorption capacity of receiving countries means that new approaches to the problem are urgently needed.

The international community must not only ensure the protection of refugees, but must also expand and improve its efforts to promote social reconstruction and reconciliation in the countries of origin of refugees, allowing them to return home safely and voluntarily and assisting them in the process. Improved mechanisms on both the national and international levels are also urgently needed for identifying and resolving social conflicts before they become violent and generate new waves of refugees.

I. Bringing government closer to the people

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

161. There are many indications of a desire for change in the management of public institutions and in the way government responds to citizens' needs. Such change would build on what government has done effectively in the past, correct practices that have been shown to be ineffective, and abandon those made obsolete by time.

162. In countries where the State organizes or provides directly a wide range of benefits and services and has built up a considerable and complex administrative system to manage its extensive activities - and this group would include both older and newer market-based societies - there is the need simultaneously to improve efficiency and accountability and to humanize the bureaucracy.

One approach to improving public services is devolution or decentralization. Decentralization efforts need to reconcile efficiency, accountability and quality or relevance of service. More attention needs to be given to the optimal scale on which services should be organized and how to match them with corresponding administrative and jurisdictional entities. The appropriate scale differs, depending on whether the emphasis is on efficiency, accountability or quality, and the optimal scale varies for different services. Experience suggests no easy solution, but some reforms clearly have worked better than others, and experience here could be shared more widely among countries and, especially, local authorities.

163. A common dissatisfaction is that government services are "supply driven". What is provided and how should not be determined primarily by institutionalized interests that have privileged access to government through formal consultative channels and through other networks. The "client" must not be lost in a bureaucratic maze and forced to take what he or she is offered by "those who know best".

To reorder the systems of providing public services in a way that responds to "client" needs and at the same time meets the test of efficiency, the following measures commend themselves: the creation of so-called "internal markets", when beneficiaries are given the opportunity to select among a number of public providers of goods and services; the involvement of non-governmental organizations in the design and delivery of services; and expanding choice through a "voucher" system, tried in several countries at national and sub-national levels. Other means include subcontracting services to private providers, setting performance targets for public entities and involving citizens' groups in monitoring performance.

J. Creating space for civil society

164. In all societies, needs are met through different means and channels: the actions of government, at different levels; the commercial activities of private enterprise; and the interaction of the institutions and networks of civil society, including non-governmental organizations of many types, professional associations, trade unions, civic groups, self-help and community groups, cooperatives and informal groupings. The latter are distinguished by their often voluntary nature and shared interest.

165. In industrialized countries many of the functions traditionally undertaken by members of the family, especially by women, the kin group or community, have been gradually organized and professionalized and are now performed by public or private agencies, both for-profit and not-for-profit. In recent years attention has shifted to the role of the institutions of civil society, the community and the individual regarding the distribution of responsibility in performing these roles. In developing countries traditional institutions, including the family, are undergoing rapid change, sometimes eroding and therefore losing their ability to serve the community in the discharge of caring, socializing and general support functions. The rapidity of change - as symbolized, for example, by the rate of urbanization and internal migration - in relation to the growth of resources makes it impractical to contemplate widespread resort to the solutions found in an earlier period by the industrialized countries. This naturally concentrates attention on the need to emphasize institutional development as part of the broader effort to maintain social cohesion in rapidly changing societies.

166. The institutions of civil society can play an increasingly important role in mediating between the individual or immediate family and the government or privately organized commercial sector. Many needs are met through reciprocal and self-help arrangements and are especially important where the population is mobile, is trying to establish new roots and has limited financial resources. It is important for government, especially local authorities, to encourage

self-help activities through such networks, which provide mutual assistance and a means of combining the limited resources of Governments with community resources.

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

A. Guiding principles for implementation

167. As emphasized in the draft Declaration and the draft Programme of Action, social development and social progress require the participation and interplay of many actors. The first four chapters of this draft Programme of Action have identified a mix of policies and actions which Governments and other key actors, operating at different levels, can undertake 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, although well-designed, properly targeted and efficiently run social programmes and measures have an important role to play in addressing many social needs. But 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. 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. Also, the manner in which different actors and different centres of decision relate to each other is of critical importance. This explains the frequent reference in the Programme of Action to institutional development. The cornerstone of a global undertaking of this magnitude must be a sense of greater solidarity among actors both within and between nations. It might take the form of a charter for social progress, a global strategy for the betterment of the human condition, a social contract for human security and human solidarity, or a global compact for social development.

168. Equity and solidarity imply that all members of society, starting with those who are weakest, poorest or among the most vulnerable, benefit from their fundamental rights. In all cases, the most basic human rights must be safeguarded. Individuals and groups also have varying interests and different

needs. As these cannot all be met simultaneously, a democratic process comes into play wherein agreement on a set of shared basic values provides a foundation for establishing the needs and interests whose fulfilment serves the common welfare. 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. In addition, the consultation process offers the best means for reaching agreement on implementation requirements.

169. The starting-point for establishing the foundation for solidarity at the national level is good government. Public authorities should set the tone, in political and ethical terms, in a manner which encourages the various other actors to assume their roles and discharge their responsibilities in promoting social development. 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.

170. Parts I-IV of the draft Programme of Action have called upon Governments to *inter alia* provide a stable legal framework, ensure respect for human rights, promote equal opportunity for all, especially in education and employment, put an end to *de jure* discrimination, promote and encourage the growth of representative organizations of the civil society, provide a framework for dialogue and negotiation among interest groups, ensure the sound management of the economy, construct and maintain needed physical and social infrastructure, design policies and incentive structures that encourage enterprise creation and employment-intensive growth, improve the access of the poor to productive assets and basic services and assist them through adequate schemes of social protection. But while each of these fields of activity is crucial for progress in the three core areas, a Government's commitment and enabling role transcends specific areas of policy action and institutional development. It is reflected in the adequacy of resources made available and the willingness to reorder budgetary priorities in an appropriate manner. It is demonstrated by a consistency in decision-making that adds up to a set of coherent, mutually reinforcing policy responses. It is illustrated by a willingness not only to ratify international instruments in the social domain but to strive, to the fullest extent permitted by national circumstances, to implement their provisions. And it is manifested not just by designing and carrying out programmes and projects but by developing a capacity to monitor and assess progress towards the achievement of stated objectives and established targets.

171. Within the framework of a sound enabling environment, private employers have a major role to play in establishing enterprises, generating wealth and creating jobs. They perform an economic function and have a critical social role. To exert fully all their responsibilities, private sector enterprises must remain competitive by raising their productivity and channelling investments into the development of new products and improved production methods. But employers also have a social responsibility to the larger community to give priority to employment considerations in economic decision-making and to work alongside local governments and members of civil society in designing and carrying out programmes aimed at raising the level of well-being in particular communities.

172. Parts I-IV have stressed throughout the major role that the various actors of civil society must play in advancing social progress and working to achieve social objectives. Their direct participation is essential in defining objectives, setting priorities, developing programmes, designing delivery systems, mobilizing people and local resources, providing services, and monitoring and evaluating results.

173. The historical role of trade unions and workers' organizations has been to make a powerful contribution to the definition and realization of social progress. In defending the rights and interests of their members, they have protected the weakest and enhanced the human condition. Under changing circumstances such a role is essential and must continue. Trade unions also contribute to social integration and, like employers, have responsibilities for the creation of an ethic of service and the definition of the common good.

174. Community groups can take many forms, ranging from organizations of smallholders and urban-based community development organizations to human rights groups. While their specific interests and tasks may vary considerably, they provide critical links between government and the grass-roots in raising awareness and properly setting out the true nature of particular social problems and then helping to shape responses that address the felt needs of the community involved. Among the types of tasks carried out are improving access to land, credit, markets, irrigation systems, basic education, primary health care and low-cost housing, participation in the planning and carrying out of relief and conservation efforts, and protecting working children and other vulnerable groups.

175. Non-governmental organizations can play an important role in assisting community-based organizations and in helping to foster and support local initiatives. Non-governmental organizations often can be enlisted to design and deliver services to local communities. But as many non-governmental organizations work with very specific clienteles, larger community interests may best be served through partnerships and coalitions of non-governmental organizations formed to address complementary sets or a broader range of community needs.

176. 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. The media too has a major role to play in publicizing progress or failure in meeting social development objectives. It also has a responsibility to draw attention to the causes, manifestations and possible solutions to social injustice and abject social conditions.

177. Cooperation at all levels, between government and the major actors of civil society, as well as among the latter actors and institutions, underpins the very

notion of a global strategy for social development and, in a sense, is the essence of social progress. Examples of areas where such cooperation is essential include designing policies for the eradication of extreme 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 progressively 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 sustainable 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.

178. There are instances, however, where a significant divergence in interests greatly reduces the motivation to cooperate. Where cooperation proves difficult, it is important to foster the use of mediation, arbitration and other consensual forms of conflict resolution. A charter for social progress anchored by the principle of solidarity would require well-defined, generally accepted procedures for conflict resolution and problem solving.

179. 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 international instruments that safeguard human rights. 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.

180. There also is a need for greater dialogue and cooperation between those organizations with responsibilities in the economic 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. A strong "social pillar" in the international community calls for a careful blend of the economic and the social, linked by a commitment to achieve the objectives established for each of the three core issues.

B. Implementation and follow-up at the national level

181. To reflect the central priority of social progress and to achieve the objectives related to the three core issues of the Social Summit, Governments ought to elaborate national strategies for social progress. Countries typically develop strategies for particular sectors - housing, education, health care and social protection are examples - or for groups with special needs, such as unemployed youth. But the policies and actions required to achieve the objectives in the three core issues are and should be extremely diversified. Certain problems call for actions that are cross-sectoral or global in scope. Policies for social development relate to issues which have economic, financial, legal, institutional and cultural dimensions. National strategies for social progress should therefore integrate separate sectoral, issue-oriented and cross-sectoral policies and strategies.

182. In accordance with the orientations and guidelines of the draft Declaration and the draft Programme of Action, each country would establish its priorities and identify the policies and measures expected to have a high impact on social conditions. National strategies would seek to assign responsibilities and include all the main societal actors in their elaboration and implementation. The envisaged strategies for social progress would differ from traditional social planning by being wider in scope, but without sacrificing their focus on precise social objectives. Their scope would comprise the integration of economic, social, political and cultural as well as institutional, financial and legal dimensions and measures.

183. Within the context of national strategies, specific programmes would need to be conceived and implemented at various levels - national, regional, local. The responsibility of national and regional authorities is the provision of a variety of options, services and facilities to meet a wide range of community and household needs, while local and community institutions can help set more specific priorities at the local level. Strategies for integrated service delivery should be reviewed and explored. Such integration can take place at administrative, planning, policy and managerial levels or at service delivery points. However, where political structures are administratively weak, it may well be necessary, at least initially, to resort to simpler delivery mechanisms.

184. 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. The draft Declaration and the draft Programme of Action suggest precise objectives for the elimination of the most extreme forms of poverty, the elimination of all forms of discrimination and the reduction of inequalities of opportunity, access and justice. Targets are useful instruments to help define a problem more precisely, to mobilize the energies and resources needed to address it, to lend transparency to government policies, and to ensure accountability. Transparency and the creation of the analytical and institutional mechanisms for possible revisions of targets imply an efficient monitoring mechanism. This is one of the domains in which national Governments may wish to share experiences, inter alia, through the use of institutions of the United Nations and the United Nations system.

185. Another aspect of government action to implement the recommendations and commitments of the Social Summit will be to build, review or revise the institutional arrangements conducive to an integrated treatment of the core issues and their common elements, including the element of macroeconomic stability, as well as new and more comprehensive approaches to governance involving other less traditional partners, such as the private sector and non-governmental organizations.

186. There are many possibilities for promoting policy coherence, ranging from inter-ministerial committees to planning units attached to the office of the President or Prime Minister. While a functional division of responsibility within government and within the public institutions at various regional and local levels is imperative, integration should not mean "deprofessionalization" and confusion of roles. Equally imperative are arrangements and procedures through which each decision of a sectoral nature can be taken with a knowledge of other related decisions and of other sectoral and cross-sectoral objectives. Decentralized forms of governance and local government have a crucial role in facilitating the implementation of inter-sectoral strategies comprising a holistic approach, and supporting a participatory role for the community and, in particular, the underserved population.

187. Essential to success here is the administrative or institutional culture which imbues the relationship between persons and departments or offices with different responsibilities. If there is a shared perception in a Government, or in the local administration of a city, that a problem such as the elimination of poverty has priority, issues of coordination and conflicts of competence will not become dominant enough to jeopardize the achievement of politically accepted goals for social progress. At the same time the status of ministries and administrations responsible for "social issues", as a general rule, needs to be upgraded and integrated into the overall development and structural adjustment decision-making process. This also applies to the vocations associated with the delivery of social services and with social protection. In that sense again, there are strong cultural links between perceptions of roles and what is valued in a particular society, and society's capacity to address social problems.

188. The overall monitoring of the national strategies for social progress and more generally of the implementation of the goals, objectives and recommendations which constitute the outcome of the Social Summit should be primarily done at the national level. The results of monitoring would make an important contribution to a national debate on social questions and enhance the capacity of all actors at the national level to participate effectively and responsibly in the process of social development. Exchanges at the political, intellectual and professional levels should be stimulated by public authorities' organizing open discussions on the implementation of the Copenhagen Declaration and Programme of Action. It would be useful, again for the purpose of learning from the experience of others, if the results of the various national monitoring exercises were brought to the attention of international forums. The arrangements for such international exchanges are discussed below.

C. International cooperation for social progress

189. An important objective of the Summit is to recognize the contribution to social progress of international cooperation at many levels and among many actors. Accordingly, the expansion of cooperation is encouraged and all actors are invited to intensify the search for new and appropriate channels and forms of development cooperation that meet the needs and use the potential of cooperating partners - official and private, multinational and bilateral - as well as of people themselves - individuals, families and communities.

190. Cooperation among Governments is increasingly essential in dealing with social issues that transcend national borders. Promoting reproductive health and responsible parenthood; containing the spread of diseases, including HIV/AIDS; regulating migration and protecting and assisting migrant workers and refugees; and controlling drug-trafficking and organized crime are among the more prominent areas for collaborative efforts. In some cases, bilateral arrangements may be adequate, but regional and multilateral approaches also need to be encouraged so that all countries have a voice in decisions that affect them directly or indirectly.

191. Regional or subregional groupings that have come into existence in all parts of the world in recent decades, originating as political, cultural or defence arrangements or for the purpose of expanding trade, provide further opportunities for cooperation in the social sphere. Members of such organizations are invited to explore new possibilities for deepening cooperation on social questions to support and complement cooperation in the security and economic domains.

192. Government-to-government cooperation on many social questions and the international exchange of ideas and information in informal or formal settings are recognized as valuable to national policy makers and other government experts. Also, within the social area, bilateral cooperation between donor government agencies and developing countries aimed at providing services of benefit to the poorest, is of considerable importance. More resources, therefore, need to be directed to social development purposes. To facilitate this shift and to make assistance more effective, both developing countries and donor agencies need to modify their approaches and procedures.

193. In developing countries more attention needs to be given to ways of achieving greater coherence in cooperation through the establishment of consultative mechanisms for assessing overall assistance needs at the country level, which can also serve as clearing-houses specifically for cooperation activities in the social area.

194. The assessment of assistance requirements will be facilitated if Governments, with the help of the international community, set up or enhance national databases to provide baseline data and information that can be used to measure or assess progress towards the achievement of the goals and objectives of this Programme of Action and other related international documents, commitments and agreements.

195. Development cooperation agencies in donor Governments should seek to establish closer links with all relevant developing country ministries, including those of social welfare, together with their provincial and local counterparts, and draw more on national professional expertise in the design of cooperation programmes. Government support to national capacity-building, through greater involvement in international exchanges and in the specialized training of personnel from developing countries, is recommended. Programmes and activities benefiting from external aid tend to be expert-intensive and dependent for their viability on outside resources. More attention is needed, at all stages of project design, to ensure that they lend themselves to wide replication at much lower "unit cost". More attention is also needed in both developing and donor countries to ensure that projects are designed with a view to assuring sustainable forms of financing after donor support ceases. Thus, in deciding investments in the social area, both parties need to consider more carefully the maintenance costs involved and the sources of funds for recurrent expenses, especially for staffing. At the same time, programmes could be supported more effectively with a more flexible approach to meeting local and recurrent costs, which tend to be particularly important in the social area.

196. Current donor procedures are time-consuming and place a heavy burden on personnel in developing countries, which ministries of social affairs find especially difficult to shoulder. There is a need to find mechanisms for sharing responsibility and accountability for action in programmes that cut across sectors or that involve more than one partner.

197. In addition to international cooperation among Governments, cooperation is extensive among non-governmental organizations and other institutions of civil society, such as trade unions, the cooperative movement, professional and trade associations, academic and research institutions and many others. Such cooperation is typically the spontaneous expression of shared interests. Governments can help to support and encourage such private efforts in a variety of ways, starting by taking care not to erect barriers to mutual assistance efforts by institutions of civil society. Governments can often assist the process by simplifying travel, visa and currency formalities, or by providing, in special cases, policy guidance, and technical and financial support.

198. Social policy, social experience and social analysis offer an immensely useful domain for exchange, dialogue and joint thinking and action. It is often neither necessary nor desirable to attempt to plan such cooperation. It is, however, extremely important to create a climate favourable to a "market for ideas" and learning from experience on matters of social development.

199. The creation of a "Youth Voluntary Service to the Community" at the world level should be considered. Under the auspices of the United Nations all countries would be invited to legislate the creation of a service that young men and women would join for a period of six months to a year. Communities would be selected only where there was an expression of interest and felt needs, and they would be encouraged to participate in the design of worthwhile projects and activities. Countries which have a military conscription would be invited to consider creating this service to the community as an alternative. Countries which do not have military conscription would be invited to establish such a service. Young people would generally serve in their own countries, but

machinery and possibilities would be established for service in other parts of the world, both developed and developing. The rationale would be to draw more fully on the unexploited potential of a powerful idealistic response, to instil in young people a sense of service to the community, at times giving them the opportunity to work and live with people of other regions and cultures. Such voluntary service would facilitate the passage between adolescence and adulthood and, when occurring in a foreign country, contribute to a greater sense of solidarity at the world level. The United Nations would provide the overall umbrella for such service and would contribute to its organization.

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

200. In Article 55 of Chapter IX, International Economic and Social Cooperation, the Charter of the United Nations establishes a cause/effect relationship between "conditions of stability and well-being" and "peaceful and friendly relations among nations". In the same Article, the Charter states that the United Nations shall promote, *inter alia*, "higher standards of living, full employment, and conditions of economic and social progress and development". The United Nations is also requested to promote "solutions of international economic, social, health and related problems", "international cultural and educational cooperation", and "universal respect for, and observance of, human rights and fundamental freedoms". Article 57 relates to the establishment of specialized agencies and to their relationship with the United Nations, and Article 58 states that "the Organization shall make recommendations for the coordination of the policies and activities of the specialized agencies".

201. The mandate of the United Nations and of the specialized agencies for international cooperation on social development taken in its broadest sense is therefore extremely extensive. The use that Governments have made of this mandate, and the capacity of the secretariats to assist Member States in promoting cooperation in the social domain, have varied during the past decades. In addition to the activities of specialized agencies and programmes on employment, education and culture, health, population, refugees and the situation of children, there has been a growing tendency in the United Nations, since the 1990s, to "integrate" social and economic issues and programmes. As a consequence, the concept of "social cooperation" has lost part of its original meaning. In a schematic manner, social cooperation or international cooperation for social development in the United Nations can be summarized as follows:

(a) Intergovernmental discussions of social trends and policies, on the basis of surveys and reports prepared by the Secretariat, held in the Third Committee of the General Assembly, the Economic and Social Council and the Commission for Social Development;

(b) Comparable but sectoral discussions in more specialized bodies, such as the Population Commission, the Commission on the Status of Women, the Commission on Narcotic Drugs, the Commission on Crime Prevention and Criminal Justice and the UNCTAD Standing Committee on Poverty Alleviation; occasional debates on social aspects of development within the framework of the programmes of the regional commissions; and discussions leading to the negotiation of

relevant paragraphs in intergovernmental texts, such as the International Development Strategy for the Fourth United Nations Development Decade;

(c) Discussion and adoption in a special ministerial conference of the Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future (this is the most comprehensive text on social development endorsed by the United Nations since the Declaration on Social Progress and Development of 1969);

(d) Special events or years, such the International Year of the Family (1994), and decades, such as the United Nations Decade of Disabled Persons, and the International Decade for Natural Disaster Reduction;

(e) Technical assistance, including expert missions, workshops and projects: for social welfare and social integration, including activities relating to youth, ageing, the disabled and women; for institutional development, particularly at the local level for decentralized social welfare services, grass-roots organizations and other elements of civil society; for the formulation of social development policies, plans, programmes and projects; and for the development of income-generating projects, particularly in rural areas, with an emphasis on community participation and the learning process;

(f) Intervention by the United Nations system when man-made disasters create conditions of great disruption; the movement of some 50 million refugees and internally displaced persons eventually generates, beyond initial humanitarian interventions, the need for reintegration efforts. In these, the operational arms of the United Nations system, the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF), and the United Nations Development Programme (UNDP) and the specialized agencies for the longer-term development dimension, can serve to assist countries in the process of assimilation and social adjustment.

202. In their specific social domains, the activities of the specialized agencies and of United Nations programmes are more comprehensive than those enumerated above for the United Nations. In particular, they include preparation and negotiation of international norms, regulations and legal instruments, most notably by the International Labour Organization (ILO) and the World Health Organization (WHO), and more intensive advisory missions and technical assistance activities carried out at the national level by the relevant agencies in such areas as education and culture, health, population, children, employment and working conditions, drug control, food security and human rights.

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

204. A few preliminary remarks can be made:

(a) The United Nations, particularly the General Assembly, should keep and enhance its role as a forum for intergovernmental debates on social development

and social progress; the importance of a full political debate on questions such as the elimination of poverty or greater social integration is a basic point made in the draft Declaration and the draft Programme of Action; the terms of reference of the Second and Third Committees should be reviewed; the possibility of debating questions of economic and social development in the Second Committee and questions of human rights and humanitarian affairs in the Third Committee might be considered;

(b) A closer relationship could be established between the Security Council and the Economic and Social Council; Article 65 of the Charter states that "the Economic and Social Council may furnish information to the Security Council and shall assist the Security Council upon its request";

(c) 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;

(d) The critical role of institutional development and renewal in the functioning of societies and the implementation of policies in sectoral or overall social domains is also increasingly evident. The United Nations and the United Nations system have scope to increase their technical cooperation and assistance in this field;

(e) The mandates, agendas and modes of operation of the various organizations of the system with a direct or indirect relationship to social development - particularly the three core issues - should be part of the internal review already launched by a number of programmes and agencies. The respective roles of the Economic and Social Council and its functional commissions should also be reviewed. The aim would be to enhance the coordinating and policy-setting role of the Council while ensuring that its subsidiary bodies provide appropriate advice. The mandate of the Commission for Social Development should be reviewed in the light of the mandates of the long-standing commissions and committees, such as the Commission on the Status of Women and the Population Commission, as well as in the light of the mandate of the newly established Commission on Sustainable Development. Consideration needs to be given to ways of expanding the role of the institutions of civil society in the deliberations of the Commission on Social Development;

(f) The governing bodies of specialized agencies and programmes could be invited by the Social Summit and the General Assembly to consider ways and means of giving higher priority and visibility to social development objectives, policies and priorities as agreed upon in Copenhagen. Innovative approaches to coordination of the relevant activities of the United Nations, its programmes and the specialized agencies, such as the Country Strategy Note, which is intended to provide the framework for all operational interventions of the United Nations system, could be more specifically directed towards social objectives.

205. Although the precise monitoring of the recommendations to be adopted in Copenhagen should be, as noted above, undertaken at the national level, some overall monitoring of social development and social progress should be entrusted

to the United Nations and the United Nations system. A few points might be considered:

(a) Global monitoring by the General Assembly on the basis of an overall report of the Secretary-General, which would replace the current surveys and reports on economic and social trends and issues;

(b) Leaving unchanged the monitoring and reporting roles of the working groups on the Covenant on Economic, Social and Cultural Rights and the Covenant on Civil and Political Rights;

(c) Convening by the General Assembly, approximately every five years, a world conference on social development and social progress; such a conference would be held at the ministerial or summit level upon decision of the General Assembly.

206. UNDP could provide focal points in its country offices for follow-up to the World Summit for Social Development, which could assist Governments in their endeavours while also facilitating communication between the United Nations system and each country on Summit matters. UNDP also could assist Governments in organizing, at the country level, annual Summit follow-up meetings of the major actors, including representatives of government and key segments of civil society.

207. The organization and structure of the Secretariat of the United Nations, which has a central role as a forum for exchange of views and policy-making on matters of social development and social progress, should be modified and strengthened in the light of the decisions of the Social Summit. Currently, there are problems of overall capacity, coherence and visibility. The United Nations must provide the "social pillar" for international cooperation. A rearrangement of existing resources, structures and mandates should make this possible.

208. A possibility would be to have a number of programmes on issues stemming from the Social Summit. These programmes - on social integration, the reduction and elimination of poverty, and the relationship between the globalization of the economy and employment - would aim at mobilizing the relevant activities of the Secretariat around precise themes and objectives within a time-frame. They would be identified in the programme budget and the medium-term plan of the United Nations and could become the subject of specific inter-agency arrangements for cooperation and coordination. Programme links would have to be established at the national and, increasingly, subnational levels so as to effectively utilize the field presence and ensure the necessary coherence and follow-up by the relevant United Nations programmes and specialized agencies.

E. Mobilizing resources for social development

209. Social development requires first the mobilization of all available human and physical resources. The fact that poverty, and excessive inequalities, represent a waste of energy and unused human capacity has been emphasized in this draft Programme of Action. The reduction of poverty is an engine for

achieving economic goals. Also, education and health, in addition, to being facets of human progress, represent necessary investments for the realization of all the objectives pertaining to the prevention of poverty, access to employment and the enhancement of social integration. A good network of institutions, laws and regulations, and their functioning according to democratically accepted and enforced "rules of the game", as well as codes of ethical conduct, constitute a most valuable and necessary resource for social development. And, ultimately, the behaviour of individuals as members of a community and citizens of a nation, is the decisive resource for social progress.

210. The question of the financial resources needed for the implementation of this draft Programme of Action should be approached first from the national perspective of Governments. Some remarks are in order:

(a) The issues of poverty, unemployment and underemployment, and social integration, are not "sectors" of governmental action and do not necessarily fall under the responsibility of particular departments and ministries. Rather, they are issues which are at the core of the development process and require very diversified policies, as well as the interplay of many actors. In that sense, financial resources for the achievement of the objectives of this draft Programme of Action cannot be separated from, and must be an integral part of, financial resources for overall development. Currently, in most developing nations, these resources are insufficient;

(b) In allocating public resources among the different domains and sectors of activity, Governments always face difficult choices. However, the literature on public expenditures provides sufficient guidance for making economically sound expenditure allocations in such areas as education, health, food production and food security, and the physical infrastructure of a country. What would seem to matter most in the political process of seeking the general interest through allocation of public resources is to have as much knowledge as possible of the effects on the living conditions of people of expenditure in a particular domain, including both short- and long-term benefits. Information, statistical data and analyses of the results of public programmes and projects and of their linkages are therefore important;

(c) There is a close correlation between the functioning of a Government and its administration, and its capacity to raise financial resources for development, both domestically and internationally. Credibility, transparency, overall accountability to the people, and the capacity to avoid corruption and to limit the extent of wasteful expenditure are critical elements for the efficiency of the taxation system, as well as for the mobilization of external resources.

211. Both UNICEF and UNDP have been advocating the concept of "20/20", which calls on developing country Governments to devote a minimum of 20 per cent of their domestic budgetary expenditure to human development priorities and, similarly, encourages donor countries to allocate a minimum of 20 per cent of their development assistance to the same priorities.

212. In the Human Development Report, 1994, a proposal is made for a "20/20 Human Development Compact" to implement targets for essential human development

over a 10-year development period (1995-2005). Developing countries are invited to devote at least 20 per cent of their budget to "human priority concerns". These will be universal primary education, halving adult illiteracy rates, primary health care for all, elimination of severe malnutrition, family-planning services for all willing couples, safe drinking water and sanitation for all, and credit for all. It is estimated in the report that the implementation of this 20 per cent target - seen as an average pattern - would yield approximately \$88 billion a year. The other facet of the 20/20 Compact is the proposal that donor countries also devote 20 per cent of their aid budgets to the same "human priority goals". The estimate here is that donors allocate 16 per cent of aid to the social sector, but only seven per cent to "human priority concerns". A move to 20 per cent would, it is estimated, provide \$12 billion a year, instead of the current \$4 billion. Therefore, the 20/20 "Compact for Human Development" would be "based on a sharing of responsibilities" between developing countries and the donors. The report notes that no new money would be required because existing budget priorities would be restructured. Possible changes in the budget priorities of developing countries are suggested in the report: reduction of military spending, privatization of "loss-making public enterprises", and deletion of low priority development projects.

213. At the International Conference on Assistance to Africa's Children, sponsored by the Organization of African Unity (OAU) and held in Senegal from 25 to 27 November 1992, "20/20" was incorporated into the Consensus of Dakar. African countries committed themselves to increasing the share of public expenditure allocated to health, nutrition, education, water and sanitation, and family planning, while donor countries agreed to increase their support for those human development priorities in countries where national Governments had taken the lead.

214. The main rationale for assistance from the rich to the poor countries for promoting social development and social progress is to be found in the ethics of solidarity: mutual interest is a complementary rationale for international cooperation. The implementation of the Programme of Action could take into account the following orientations:

(a) Existing mechanisms in place for stock-of-debt operations should be applied in a timely and flexible manner with a view to reducing the debt of developing countries, especially in Africa and other least developed countries, to a sustainable level;

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

(c) There is an urgent need to build a constituency at the world level for increased solidarity, including in financial terms, between affluent and poor countries. One of the main thrusts of the draft Declaration is to root such solidarity in ethical and spiritual grounds;

(d) All the questions which affect the current and future state of the world, and which are not specifically social, economic or political but have in

common the characteristic of being universal in their effects if not in their origins, must be addressed through, inter alia, appropriate financial mechanisms. Such issues are threats to the environment, the HIV/AIDS pandemic, drug trafficking, international crime and terrorism, as well as food production and food security in a world which will continue to experience rapid population growth for some decades. Among the modes of financing global action to address these global threats are the "peace dividend", additional aid, and taxes based on a variety of international transactions. The Human Development Report, 1994 includes a discussion of such possibilities;

(e) Within international and regional organizations, consideration should be given to a reallocation of resources around some priority objectives related to the implementation of the decisions to be taken in Copenhagen. The notion of programmes, as an alternative to the more administrative modes of organization mentioned above for the United Nations, would go in that direction.

215. With regard to the role of the private sector for the mobilization of resources for social development, the following points need to be made:

(a) The private enterprise sector is a major actor in that the essence of its function is to mobilize savings, seek out investment opportunities and create wealth through value added in "production". A sound enabling environment and the right incentives facilitate and encourage the performance of multiple roles by the private sector;

(b) The private sector is a major source of government revenue, at national and local levels, from which public sector programmes, including social programmes, are financed. Internationally, it provides various conduits for channelling resources to the places where they can be used efficiently. It can thus be a critical partner with Governments in realizing social objectives;

(c) The private sector, in particular major national and transnational corporations, can also be effective in mobilizing resources for the promotion of specific social objectives and in tackling a range of problems. One contribution of corporations is the way they treat employees and their dependants - by providing housing, health care, training, child care, social protection and other benefits. Another is in their outreach to the community. Corporations differ significantly within industries and within countries in their standards of provision for employees and social responsibility to the community. While such differences are typically the result of judgements based on commercial considerations, experience has demonstrated that a high degree of social responsibility has more often than not coincided with commercial success. All corporations should be encouraged by Governments to aspire to the "best practice" in their sector and locality, by the many means at their disposal;

(d) Major corporations are substantial financial contributors to voluntary efforts to meet many social needs. They are increasingly contributing also by encouraging employees to volunteer and by providing, free of charge, their organizational talents, technical skills and physical facilities for raising funds and delivering services. Governments at all levels should encourage and make use of these capacities.

216. Resources for development need to be mobilized also by combining the efforts of the public sector and of financial or capital markets, nationally and internationally.

217. At the national level, development banks and similar institutions that derive their capital base from the public sector or are in other ways underwritten by government, need the sustained support of national authorities.

218. At the regional level, such institutions as the regional development banks have the potential for mobilizing new resources by combining the funds subscribed by member Governments with their capacity to raise private capital in regional and global financial markets. These banks have also pioneered concessionary lending to promote social objectives. They deserve continued and enhanced support.

219. At the global level, the significant role played by the World Bank and its affiliates, needs to be recognized. The Bank is a major force for mobilizing resources from both public and private sources. The Bank has been increasing its support to national efforts to eradicate poverty and to meet national objectives in various social sectors by expanding both its lending and technical advice. The 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.

220. The International Monetary Fund should continue to explore the most appropriate ways of assisting countries to ensure macroeconomic stability and catalysing foreign finance, which are both essential for long-term economic and social development, while giving specific attention in its operations to the social dimensions which should be integrated into macroeconomic programmes of adjustment.

Notes

- 1/ See document A/47/277-S/24111 of 17 June 1992.

ORIGINAL: ENGLISH

PREPARATORY COMMITTEE FOR THE WORLD
SUMMIT FOR SOCIAL DEVELOPMENT
Second session
New York, 22 August-2 September 1994
Agenda item 4

OUTCOME OF THE WORLD SUMMIT FOR SOCIAL DEVELOPMENT:
DRAFT DECLARATION AND PROGRAMME OF ACTION

First revision of the draft programme of action contained
in A/CONF.166/PC/L.13

Note by the Secretariat

The attached text, prepared by the Secretariat to assist Member States in their negotiations on item 4, has been elaborated on the basis of written and oral comments made during the debate. The structure of the draft programme of action contained in A/CONF.166/PC/L.13 has been kept. The source of the text is indicated in square brackets located immediately below each paragraph.

DRAFT PROGRAMME OF ACTION

1. The World Summit for Social Development, coming on the eve of the fiftieth 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".

[part of para. 3 of L. 13 modified by G-77 and China]

2. The World Summit 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) the 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.

[para. 3 of L.13 shortened by G-77 and China]

3. Actions to address the three core issues of the World Summit must integrate social, economic, environmental and cultural concerns. Social considerations should be central to economic decision-making and sectoral discussions. Social policies should respond to economic objectives, and social programmes should contribute to useful structural changes and to overall development.

[para. 2 of L.13 shortened]

4. We have considered and agree to concentrate our efforts in the years ahead on the priorities enumerated below, bearing in mind the domestic circumstances of each country. We reaffirm the value, and indeed the growing importance, of international cooperation and mutual assistance.

[para. 5 of L.13 shortened by G-77 and China]

Note: Paras. 1 and 4 of L.13 have been deleted.

I. AN ENABLING ENVIRONMENT

A. A changing global situation

5. Each year, national economies become more interdependent. Globalization, which is a consequence of enhanced communications, greatly increased trade and capital flows, and technological developments, opens new opportunities for development and growth of the world economy. At the same time, the rapid process of change and adjustment can result in inequality and marginalization, both within countries and among them.

[new para. suggested by EU]

6. Globalization implies that domestic economic and social policies are increasingly influenced by external developments. The challenge is to manage the process of globalization in a manner that enhances its benefits and mitigates its negative implications. While social problems exist in all parts of the world, many countries, especially developing countries and countries with economies in transition, face increasing difficulties in improving the quality of life of their people.

[new para. suggested by EU and debate]

7. The access to technologies, including new technologies, has the potential to significantly improve people's lives. Full participation in social progress largely depends on access to knowledge and information. National Governments and the international community 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.

[paras. 7 and 8 of L.13 shortened by G-77 and China, and by Secretariat]

8. There are increasing movements of people across borders, including migrants, asylum seekers, refugees and displaced persons. While the causes of migration should be reduced by the promotion of 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.

[para. 10 of L.13 shortened by G-77 and China]

9. Organized crime, trafficking in females and children, 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.

[para. 9 of L.13 shortened and modified by G-77 and China]

10. Individual nations cannot tackle these problems of interdependence on their own, and international cooperation needs to be strengthened in all of these areas. Since these problems require a multisectoral response, the different spheres of international cooperation need to be better coordinated.

[new conclusion of section A]

Note: Paras. 6 and 11 of L.13 have been deleted.

B. Creating a favourable international and national economic environment

[word "national" added to the title of section B in L.13]

11. Social development requires economic growth and is a condition for sustainable growth. Sustained economic growth needs supportive national policies and an enabling international climate to ensure that all countries are integrated into the global economic system. 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.

[para. 14 of L.13 shortened and modified by G-77 and China and debate]

12. National policies conducive to economic growth, equity and social development require both public intervention and policies that allow all sectors of society to realize their potential fully. Within nations, the pattern of development must reduce disparities, generate remunerative work and provide for all persons the material means and public services required for human dignity. The basic objectives of international development cooperation are similar and

the international economic environment must provide a sufficient opportunity to all nations to pursue a socially conscious pattern of development.

[new para. suggested by debate, including part of para. 13 of L.13]

13. Trade policies fundamentally affect the lives of people everywhere. Arrangements have recently been put in place to encourage international trade, including through the successful conclusion of the Uruguay Round and regional free trade arrangements. However, there is still a need to promote enhanced access to markets and broad-based global trade liberalization by all countries. Protectionism and unilateral action contrary to multilateral trade rules must be resisted. The work programmes of the World Trade Organization and the United Nations Conference on Trade and Development must include specific processes to reduce trade barriers against the products of developing countries, especially agricultural products and labour-intensive manufactured goods.

[para. 15 of L.13 shortened and modified]

14. Developing countries will need assistance in reshaping their policies, in agriculture and other areas, to take advantage of the new market opportunities opened up by the Uruguay Round. The international agencies concerned should assist developing countries in adjusting their policies to cope with the new international trading environment resulting from the Uruguay Round.

[new para.]

15. A reduction of external debt and debt service is necessary. It is important to maintain a choice of solutions and to tailor debt reduction to the needs and potential of each country. Action should be taken on the specific proposals already tabled and new proposals should be explored for reducing the debt burden with a view to adopting and implementing them. New initiatives should be introduced to reduce the debt of developing countries to a level that would allow the revival of social and economic development. In the case of Africa and the least developed countries, consideration should be given to the cancellation of outstanding bilateral official debt.

[paras. 16 and 17 of L.13 combined and shortened, using text suggested by G-77 and debate]

16. The cost of structural adjustment, which is a long-term process to be tailored to the economic and social conditions of each country, must be considered in relation to the cost of inaction. Macroeconomic stability should not be pursued at the cost of the needs and interests of poor and vulnerable sections of the population. Alternative ways of securing economic development, efficiency and the achievement of social goals should be systematically pursued and adjustment programmes must become development oriented so as to enhance opportunities, particularly for the poor and unemployed.

[para. 18 of L.13 shortened]

17. The social dimension should be integrated into the design of structural adjustment programmes. Towards this end, the budgetary contractions or

adjustments required for adjustment assistance must protect public expenditures and policies designed to meet basic human development goals, enhance market opportunities for the poor and provide social safety nets.

[new para. on basis of debate]

18. The countries of Africa have faced a decade of economic decline and even a reversal of earlier gains in human welfare and well-being. African countries have committed themselves to a comprehensive attainable agenda for human and social development. Their capacity to attain priority goals for human and social development must be enhanced through targeted initiatives to broaden trade opportunities, reduce debt, make adjustment programmes socially conscious and increase the flow of development assistance.

[new para. on basis of debate]

19. Many countries, particularly the least developed, rarely attract private external financing and must rely on official development assistance finance, especially since human resources 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. Developed countries are urged to meet their commitments to devote 0.7 per cent of their gross national product to official development assistance, which should be more amenable to social purposes and to programmes with high social and economic benefits. In specific areas where national action will have important global benefits, such as limiting the transmission of communicable diseases, it should be supported through new and additional international financial resources.

[para. 20 of L.13 shortened by G-77 and China, and the Secretariat]

20. Levels of private investment are related to economic and political stability. Governments should encourage investment by ensuring macroeconomic stability, a comprehensive system of business law, institutions and incentives for savings, a realistic exchange rate and broad-based and equitable taxes.

[para. 19 of L.13 shortened]

Note: Para. 12 of section B of L.13 has been deleted.

C. Creating a favourable political environment

21. (Social development requires acceptance of the State as the expression and guardian of the common interest.) Its legitimacy depends, in turn, on its democratic nature and on the extent to which it addresses the concerns of all sectors of the population.

[para. 21 of L.13 shortened and modified]

22. The social role of Government must be rooted in the guarantee and promotion of participation by all actors, and in the protection of fundamental human rights. There are shared values and universal rights. There are also national

and regional distinctions, and this diversity is rooted in historical, cultural and religious backgrounds. Such diversity ought to be respected. Countries that have not yet done so must ratify and implement existing international rights conventions. All organizations of civil society should be strengthened in a spirit of partnership with the State and the private sector, and Government should also create conditions for the social partners to organize and operate freely.

[paras. 26 and 28 (a) and (b) of L.13 shortened and modified]

23. Equality between women and men is a cross-cutting objective that must be regarded as the basis for policy in all areas. The feminization of poverty, unemployment and violence needs to be addressed as a central concern of policy. It is necessary to eliminate the individual and cultural attitudes and practices that perpetuate gender discrimination. Improving the status of women must serve to enhance their decision-making capabilities at all levels and in all spheres of life. Subordination and discrimination in legislation, as well as in social, economic and political relationships between women and men, have to be eliminated wherever they exist.

[para. 29 of L.13 modified by debate]

24. Education and mass communication have a vital role in promoting social cohesion and providing individuals and groups with the means to understand one another and express themselves. Universal access to education and the development of mass communication must be promoted with full respect for cultural diversity and the promotion of values of tolerance and respect for the rights of others.

[new para. on basis of discussion]

25. While essential to the functioning of societies and the creation of work, market mechanisms do not respond to all human needs, and 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. In the sphere of social development, the role of the State is central. In particular, it is the responsibility of the State to ensure that the access of persons in poverty to the basic services required for human dignity is assured. Within the priorities of a country, each Government should reinforce social equity and overcome social inequalities. In areas where Governments resort to market mechanisms, the role of the State in securing the common interest should be maintained through appropriate regulatory and fiscal policies.

[paras. 22, 23 and 24 (a) of L.13 modified by G-77 and China, and debate]

26. Cooperatives, trade unions and business associations enable people to articulate and protect their interests and to interact through markets. The voluntary associations of individuals that constitute civil society provide the individual with the means to interact more effectively with the State and the

market. The right to freedom of association must be assured and conditions created for such voluntary associations to operate fully and freely.

[para. 24 (b) modified by debate]

27. Peace can only be obtained through development. Resorting to violence and armed conflict is a hindrance to social development. Resources currently used for military purposes could be more properly devoted to social expenditures. Peace is encouraged through the fair and equitable institutions required to resolve social tensions and to ensure social, economic and political well-being, both within and among nations.

[para. 30 of L.13 shortened and modified by G-77 and China, and debate]

28. Development should enhance the well-being and security of every individual. This is ultimately defined by the quality of life and welfare of each human being. To achieve human security in this sense requires ensuring employment, health, education, gender equity, non-discrimination and equality of opportunity. It also requires the rule of law, popular participation and universal access to the economic, social and political institutions of society.

[paras. 27 and 28 of L.13 shortened and modified in light of debate]

Note: Paras. 25 and 28 (c) of L.13 have been deleted.

II. REDUCTION AND ELIMINATION OF WIDESPREAD POVERTY

A. Promoting a global approach

29. Poverty expresses itself in various forms, including hunger; illiteracy; lack of access to basic education, primary health care, drinking water, sanitation, shelter or productive assets; and lack of influence on decisions that affect lives. The problem of poverty has its origin in lack of income, exclusion from the market and from social and political life, and unequal distribution of wealth and income from the local to the global level, which in turn are linked to the general economic and social situation of a country and to an unfavourable international economic environment.

[new para., from G-77 and China and debate]

30. The struggle against poverty and the promotion of sustainable livelihoods is a moral, political and economic responsibility of national Governments and the international community. Poverty should not be seen from a welfare perspective only. People living in poverty represent unused or underused productive potential, and efforts to reduce and eliminate poverty are a major contribution to growth and empowerment. The right of poor and deprived peoples to development should be explicitly recognized. This requires social and economic policies that are sensitive to the interests of the poor, as defined by them, and specific anti-poverty policies and programmes that are integrated into economic planning at the local, national, regional and international levels.

[parts of paras. 32 and 34 of L.13, revised by G-77 and China and debate]

31. All Governments must commit themselves to the eradication of extreme forms of poverty and a reduction by half or more in absolute poverty by a specific target date determined by each country in its national context. The goals and targets must relate to household income and consumption, to the provision of remunerative work and access to productive assets, and to the provision of basic services like primary education, health care, family planning, water supply, sanitation and shelter-building on - and where possible, going beyond - existing agreed goals. Specific programmes for the realization of these goals and targets must be drawn up with the full involvement of people in poverty and their community organizations. These national programmes should provide the basis for substantially enhanced international support for this purpose.

[new para. on basis of debate]

32. Although poverty, inequality and social injustice can be reduced even in times of economic hardship, the necessity for economic growth and development remains paramount. Efforts to reduce and eliminate poverty must be based on fostering sustained economic growth and continual examination of the structures

and processes that determine the distribution and redistribution of income in a society.

[para. 34 of L.13 shortened and modified by G-77 and China and Secretariat]

33. Population growth is typically highest among the poor in the poorest countries, and of the approximately 90 million people added to the world's population annually, perhaps 30 per cent or more are born into poverty. Any poverty eradication and reduction strategy that focuses attention on the education, employment and health status of women and the position of the girl child will help to mitigate the effects of population and demographic factors on the perpetuation of poverty.

[new para. suggested by debate]

34. Particular urgency must be given to the reduction of poverty and the promotion of economic growth in low-income developing countries, particularly the least developed among them. The international community must give greater support to the measures being taken by the countries in Africa to eradicate poverty, provide remunerative work and meet basic human development goals. Attention must also be given to the special problems of the economies in transition and societies disrupted by conflict.

[new para. suggested by debate]

35. The realities of people in poverty are local, complex, diverse and dynamic. Beyond income poverty there are many dimensions of disadvantage, ill-being and deprivation as people experience them. These include social discrimination, isolation, physical disability, vulnerability and seasonal deprivation. The poverty which arises in situations of crisis, such as famine, and that of displaced persons and refugees is yet another form. Poverty reduction measures must take into account these differences in the form and causal factors underlying poverty.

[new para. suggested by debate]

36. The number and proportion of women living in absolute poverty is increasing at a faster rate than that of men. The explicit and implicit discrimination against women and girls must be eliminated. Women must have equal access to education, public services, economic opportunities and basic health care services, including maternal and child health care and family planning services. Full participation of women and girls in society is essential for making full use of all social resources in the struggle against poverty. This will require not only changes in discriminatory economic, social and political structures and practices but also changes in social attitudes, including those within the family. It is particularly important for political, social, economic and cultural leaders at all levels to set an example of the equal treatment of women and girls and work actively for an appropriate legislative and legal framework. Development programmes and policies should include plans to eliminate poverty of both men and women and to remove discrimination against women, which is transmitted from generation to generation. The equal treatment of women must

begin with the equal treatment of girls from birth. Interventions to wider opportunities at each stage of a girl's and a woman's life are necessary to redress fundamental gender-based inequities.

[para. 36 of L.13, modified by G-77 and China]

37. Chronic poverty diminishes children's chances of survival and severely damages their health, education and social and cultural skills. Individuals cannot overcome these difficulties. Societies and the international community have a collective responsibility to ensure that children have equal opportunities and public services and that their specific needs are met through programmes targeted at poor children and their families. Priority must be given to supporting poor children, particularly girls and young women, as an investment in long-term social and economic development, recognizing that the elimination of malnutrition, provision of education and equality of opportunity are critical to tackling their poverty.

[para. 37 of L.13, modified by G-77 and China]

38. A youth without hope leads to a society without hope and paves the way to drug abuse, crime and social unrest. Governments should accord high priority to enhancing the economic and cultural opportunities of poor youth. For this purpose, specific and targeted programmes at the local and national levels should be implemented.

[new para. by G-77 and China]

39. All actors in the development process must be mobilized and organized in order to reduce and eventually eliminate poverty. Anti-poverty efforts must respect the integrity, dignity, local knowledge and culture of people in poverty and focus on supporting and assisting them to identify and implement solutions to their problems. Empowerment of persons in poverty is crucial, and they and their community organizations must be fully involved in the political dialogue concerning development and the development process itself at the local, national and international levels and in identifying activities and undertaking efforts to reduce and eliminate poverty.

[paras. 35 and 40 of L.13, shortened and modified by G-77 and China and Secretariat]

40. As part of 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 monitor progress towards the targets set for reducing poverty and should regularly publish information and analyses of progress made towards those targets. Non-governmental organizations and the media should help to ensure that society gives priority to the struggle against poverty by publicizing progress or failure in meeting poverty-reduction goals. The resources of universities and research institutions must be mobilized to improve understanding of the causes of poverty and the effectiveness of anti-poverty programmes. Special efforts must be made to strengthen social-

science research capabilities in the developing countries with regard to the reduction and eradication of poverty.

[para. 84 of L.13, modified by G-77 and China and by debate]

41. The International Year for the Eradication of Poverty, to be marked by the United Nations in 1996, should include among its actions a national and international review of the goals and actions taken to implement the recommendations of the Summit relating to poverty.

[new para. suggested by debate]

Note: paras. 31, 33 and 38 of L.13 have been deleted.

B. Access to productive opportunities

42. Access to productive opportunities, income and sustainable livelihoods is critical for both urban and rural people living in poverty.

43. Governments must improve the conditions of the landless poor through land redistribution, land tenure reform, and assistance in the adjudication of disputes. These must be accompanied by improved access to irrigation and water supply systems and extension services. Governments should ensure an appropriate environment for the provision of savings and credit arrangements, equipment and inputs, including energy, and marketing services. International financial agencies can assist in the process by providing the financial resources needed for land surveys and land improvement. Common property-access rights and group control in pastoral, fishery and forest areas should be given legal recognition. Where land available for distribution is scarce and where further fragmentation of holdings hampers the utilization of the most appropriate production technologies, Governments should encourage non-land-based production activities, including agricultural processing and the provision of mechanical and irrigation contractual services through access to credit and other institutional support.

[paras. 41 and 44 of L.13, combined, shortened and modified by G-77 and China and Secretariat]

44. Governments should support the involvement of small-holder organizations and non-governmental organizations in land reform and related support services. The establishment of local user groups to allocate water, divide costs and arrange for maintenance, with the support of governmental and non-governmental organizations, must be promoted in order to ensure the low-cost and sustainable use, maintenance and improvement of irrigation systems and equitable sharing of benefits.

[paras. 42 and 43 of L.13 shortened by G-77 and China and Secretariat]

45. Rural cooperatives should be strengthened at the local, national and international levels so as to improve market access, increase productivity, provide technical advice and promote collaboration in production operations.

Cooperation between cooperatives in developed and developing countries and with international aid agencies should be strengthened in order to enhance technical and financial support to farmers and other producers.

[para. 45 of L.13, shortened and modified by G-77 and China and debate]

46. Governments and international agencies can assist small farmers, including women, on an equal basis, to increase production by supporting research and development on farming systems and small-holder cultivation techniques, particularly in environmentally fragile areas and other marginal areas. Agricultural training and extension services should be strengthened, both to make more effective use of existing technology, including indigenous knowledge systems, and to disseminate new technologies resulting from research. Governments should give support to local and indigenous traditional practices of sustainable agriculture, taking particular advantage of women's knowledge. The policy objectives of agricultural research institutions at the national and international level should be tailored to focus on the specific needs of small farmers.

[para. 47 of L.13, shortened by G-77 and China and Secretariat]

47. Governments should work with international agencies, community organizations, rural banks and cooperatives to increase the availability of credit and information on markets to poor farmers and small entrepreneurs in both rural and urban areas.

[para. 46 of L.13, shortened and modified by G-77 and China and Secretariat]

48. In urban areas, the productive assets needed to overcome poverty are primarily the knowledge and skills needed for employment in manufacturing and services. Access to education and training programmes, including vocational training, should be improved. The development of small-scale service or manufacturing activity in the informal sector should be promoted through supportive laws and credit policies.

[para. 48 of L.13, shortened and modified by Secretariat and debate]

49. Urban authorities should improve the availability of affordable housing by ensuring that standards and regulations promote the construction of low-cost housing, by providing low-cost sites and services, by promoting investment in improving slums and squatter settlements, and by providing secure tenure to residents of unofficial settlements. Governments must implement their commitments to the Global Strategy for Shelter to the Year 2000 and to improving the living conditions of the poor in accordance with national shelter strategies.

[paras. 59 and 60 of L.13, shortened by Secretariat]

50. Women should be assured of access to productive resources, including land, credit and information. Legal, cultural and practical obstacles to women's

participation in economic activities should be eliminated so as to enable them to work productively to reduce poverty. Increased hiring of women as extension workers for developmental services can also help to improve the status of women. Women managers and women-centred institutions should be developed and supported.

[para. 49 of L.13, shortened and modified by G-77 and China and Secretariat]

C. Access to public services

51. 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. 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. Preschool education is also important for overcoming the disadvantages faced by children in poverty.

[para. 50 of L.13, shortened by Secretariat and modified by debate]

52. Universal 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 access to a growing number of people but also for improving the quality of education and expanding informal education. Governments must implement their commitment to the principles of the World Declaration on Education for All (1990) and to the goals and targets set by countries in accordance with the Framework for Action to Meet Basic Learning Needs, acknowledging that priority must be given to the education of girls and women.

[para. 51 of L.13]

53. Governments must also implement their commitments made at the World Summit for Children and the associated Plan of Action for the Survival, Protection and Development of Children (1990), 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 halving adult illiteracy by the year 2000. Governments must ensure support for the mechanisms and institutions and procedures established at the national level to meet those goals and targets. International agencies, in particular the United Nations Children's Fund (UNICEF), will continue to provide assistance to countries in that effort, and non-governmental organizations can play an important role at the community level.

[para. 51 of L.13]

54. The promotion of good health goes beyond the health sector alone and requires intersectoral action. The emphasis should be on decentralized management of health and social services, with a focus on the basic elements of

primary health care, based on equity and social justice. 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 be available to all, and free of charge to those who are unable to pay for them. Within the resources available to a country's health care system, services to people living in poverty can be improved by enabling public clinics to share the health resources of private and social security facilities. Information and education on nutrition, hygiene and basic preventive health care should be provided by all public and private organizations which have the means for advocacy and training in these areas.

[para. 52 of L.13, shortened and modified by G-77 and China and Secretariat]

55. Governments should encourage 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 should integrate modern and traditional approaches and use local practitioners.

[para. 53 of L.13, modified by debate]

56. Governments must implement their commitments to the principles of the Declaration on Primary Health Care, adopted at Alma-Ata (1978), 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 sexual and reproductive health.

[para. 53 of L.13, shortened by Secretariat]

57. Governments should expand and improve the choices available to people living in poverty for access to basic education and health services through, inter alia, the involvement of the private sector and non-governmental organizations. Integrated women and child development programmes, addressing nutritional, educational and health care needs in a holistic fashion, should be encouraged.

[para. 54 of L.13, shortened and modified by G-77 and China]

58. Governments must implement their commitments to the principles of the International Drinking Water Supply and Sanitation Decade (1981-1990) - in particular, to the principle that all people should have 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.

[para. 56 of L.13, shortened by G-77 and China]

59. In order to increase economic opportunities for people in poverty, improved transportation, communication and energy services in areas with a high incidence of poverty should be given priority in development programmes.

[para. 57 of L.13, shortened and modified by Secretariat and debate]

60. Ensuring better access to public services by people living in poverty will require substantial increases in public spending, or a substantial redistribution of spending, or both. National and local governmental authorities can expand public services for people living in poverty by improving the tax structures and charges that finance public services and by increasing the effectiveness of tax collection. Tax structures and public finances should be examined and reformed, as necessary, to expand public services to people living in poverty.

[para. 58 of L.13, shortened by Secretariat]

61. Community development organizations, with support from governmental and international agencies and non-governmental organizations, should make a major contribution to the rehabilitation of housing, development of new low-cost housing, organization of child care, encouragement of shops and other small businesses, and should generally encourage and support community development in an integrated manner. Greater efforts are needed to strengthen such organizations in order to promote the productive use of the collective financial resources, expertise and organizational skills of local communities. 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.

[para. 62 of L.13, shortened by Secretariat]

Note: paras. 55 and 61 of L.13 have been deleted.

D. Reducing vulnerability

62. Prevention of poverty is essential in any anti-poverty strategy. It is much easier and less costly to intervene to reduce vulnerability and prevent a decline in people's livelihoods than to rescue them after they have lost the means to sustain themselves and their families.

63. The Universal Declaration of Human Rights (1948) and the World Food Conference (1974) recognized the inalienable right of every man, woman and child to be free from hunger and malnutrition. And it was further stressed in the Declaration of Barcelona on the food rights of man (1992) and at the International Conference on Nutrition (1992) that all human beings have the right to sufficient and wholesome food. Yet today hundreds of millions go to bed hungry every day. Governments and the international community must reaffirm their commitments to eliminating hunger and malnutrition world-wide.

[para. 63 of L.13 modified by debate]

64. Food security requires more rapid growth in agricultural production and a balance between cash crops and food in food-deficit areas. Those who do not directly produce food themselves require sufficient income or entitlement to assure their access to it. Landless labourers; the urban poor; female-headed households; refugees from war, civil conflict or natural disasters; disabled people; and inhabitants of ecologically fragile areas 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.

[para. 64 of L.13, modified by debate]

65. In order to prevent both short-term suffering and long-term poverty arising from natural disasters, conflicts or other emergencies, Governments, international agencies, regional organizations and non-governmental organizations must act quickly to provide food, medical supplies and other relief to stricken areas. Relief should be targeted to vulnerable households, and particular attention should be given to the needs of children, the ageing and people with disabilities. Food-for-work programmes, food vouchers and other measures should be organized to provide vulnerable people with food and other necessities, making full use of local institutions to deliver relief. External food assistance appropriately channelled and food-for-work programmes can also make an important contribution to famine relief and to large-scale land improvement and resource conservation schemes. Care must be taken to ensure that food aid does not create disincentives for local agricultural production and dependency on improved food by altering relative prices and consumption habits. Local organizations should be included in the planning, establishment and maintenance of continuing food for work, relief and resource conservation schemes that can be rapidly expanded.

[paras. 65 and 66 of L.13, shortened by G-77 and China and Secretariat]

66. Governments must develop long-term strategies and contingency plans for famine and disaster management, relief and assistance, including cooperation with international agencies. Governments should build food security as a means to prevent acute food shortages which affect the poor severely. Food storage, transportation and distribution facilities can be developed and maintained by making full use of traditional mechanisms.

[para. 67 of L.13, shortened by Secretariat]

67. Governments must implement their commitments to integrate anti-poverty programmes and resource management measures in accordance with Agenda 21. In particular, water management systems and other infrastructure for reducing vulnerability should be developed and maintained; forest cover in mountainous and hilly areas should be protected and improved; and coastal-zone management, including fishery management, should be strengthened as part of resource management and conservation strategies in environmentally fragile areas. Such

an approach helps not only in reducing vulnerability but in expanding opportunities for sustainable livelihoods.

[para. 68 of L.13, shortened by Secretariat and modified by debate]

68. In areas where pastoral or nomadic activities are widespread, specific programmes should be developed for strengthening communal systems of land management, controlling encroachment by others, and developing improved systems of rangeland development and management and access to irrigation, marketing, credit, animal health services, education and information.

[para. 69 of L.13, shortened by G-77 and China and Secretariat]

69. The urban poor - in particular, the most vulnerable among them - are also vulnerable to food insecurity and environmental stress. They are even more than others dependent on markets and susceptible to 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, particularly during adjustment processes.

[para. 70 of L.13]

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

[para. 71 of L.13, shortened by G-77 and China]

E. Enhancing social protection

71. Families are the primary source of economic and social protection for those who cannot support themselves due to disability, illness, old age, unemployment, displacement or other causes. When family support is not available, the community or Government must provide assistance through social protection programmes, including targeted programmes for those in need, universal programmes to provide basic protection, and contributory social insurance programmes for those who can afford them.

[para. 72 of L.13, shortened by G-77 and China and Secretariat]

72. In the case of the unemployed and the working poor, the most effective social protection includes assistance in obtaining adequately paid employment. Guaranteed employment schemes and public works employment can be considered for this purpose.

[para. 75 of L.13, shortened and modified by G-77 and China and Secretariat]

73. The strengthening of social protection primarily requires a greater ability to raise public revenues to pay for it and economic growth to provide a stronger base for the public revenues. In general, the priority of social protection

programmes should be to help people escape from poverty and support themselves. Governments should develop plans for a phased expansion of such programmes, progressing from targeted programmes to meet the most urgent needs to programmes providing economic security for all.

[paras. 74 and 81 of L.13, shortened by Secretariat]

74. Single-parent, particularly single-mother, families make up a large proportion of the poor in many 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.

[para. 82 of L.13, modified by G-77 and China]

75. Urban street children, orphans, abandoned children and economically and sexually exploited children, including those that are victims of such evils as child pornography, child prostitution or the 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 ensure that these children are provided with food, shelter, education and health care, and are protected from abuse and violence. The first priority, however, is to prevent children from being forced onto the street by protecting their families from poverty through the adoption of quick-impact development projects."

[para. 83 of L.13, modified by G-77 and China]

Note: paras. 73, 76, 77, 78, 79, 80 and 85 have been deleted.

[para. 72 of L.13, shortened by G-77 and China and Secretariat]

In the case of the unemployed and the working poor, the most effective social protection involves assistance in obtaining adequate employment opportunities. Unemployment and public works employment can be developed for this purpose and... [para. 71 of L.13, shortened by G-77 and China and Secretariat]

III. PRODUCTIVE EMPLOYMENT AND THE REDUCTION OF UNEMPLOYMENT

A. Rethinking policy

76. Employment and work provide the principal means of survival and well-being for individuals and households all over the world. Labour is a key factor in production of goods and services, generation of income and achievement of higher living standards. Work helps, *inter alia*, in establishing a person's identity and raising his/her self-esteem through a sense of fulfilment. Unemployment results in economic stagnation and social unrest. We regard remunerative work as fundamental for economic development and commit ourselves to creating conditions for providing productive employment, particularly to youth.

[paras. 86 and 87 of L.13 shortened by G-77 and China]

77. A broader concept of employment and work should be developed in order to recognize the substantial contribution made by women, household workers, self-employed workers and home-based workers, many of whom are women in the rural and urban sectors of the developing countries. Their contribution is crucial to the survival of families and households. The broad range of activities in which the poor engage to sustain their livelihoods should be recognized.

[para. 88 of L.13 modified by G-77 and China]

78. 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 rapid rate. The countries of Eastern Europe and the former USSR have experienced massive job losses. The countries members of OECD 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.

[para. 89 of L.13 shortened by G-77 and China]

79. 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. The rate of unemployment among young persons tends to be much higher than the average, and this is a source of social stress in many countries. Expansion of opportunities for work for urban and rural youth, the working poor and the underemployed can help to reduce poverty and enhance social integration and should be given high priority in employment policy.

[para. 90 of L.13 modified by G-77 and China and by debate]

[para. 91 of L.13 deleted]

80. High population growth rates and the high numbers of new entrants into the labour force in many parts of the world point to the urgent need to pay attention to population and demographic factors in the formulation of unemployment policies and strategies.

[on basis of debate]

81. National economic policies should make reduction of unemployment and creation of remunerative work central objectives. The range of employment opportunities should be broadened with a view to enabling larger numbers of the population to participate meaningfully in work life. In all countries, a global strategy for full employment is a key to the achievement of all other objectives for social and economic development. Such a concerted effort requires the coordinated application of a whole range of policy instruments, involving many ministries in national Governments.

[para. 92 (a) and (b) modified by G-77 and China, and debate]

B. Stimulating employment-intensive growth

82. 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 developing and developed countries alike, to tackle the global employment crisis.

[para. 93 of L.13 shortened and modified by G-77 and China]

83. Countries should maintain stable monetary policies, reduce excessive budget deficits and aim at greater exchange-rate stability and lower interest rates, so as to create the appropriate framework for growth and investment. As countries become increasingly open and interconnected, the ability of each country to pursue growth with stability will be enhanced if macroeconomic policies are coordinated. International cooperation towards these aims should be reinforced. In those cases in which budgetary adjustments are required, efforts should be made to switch expenditure towards those items which most directly influence growth prospects. Structural adjustment programmes should fully integrate the social dimension and avoid negative effects on fundamental social expenditures (health, education), which should be considered as essential investments in human capital. The creation of productive employment must be considered a central objective and an explicit aim of macroeconomic policies.

[para. 95 of L.13 as modified by EU]

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

Governments should open up national markets to external competition, stimulate international trade in goods and services and liberalize capital markets and flows. They should improve the investment climate, particularly cross-border cooperation and foreign direct investment.

[new para. incorporating suggestions by G-77, China and EU]

85. Economic growth is a necessary - but not a sufficient - condition for creating employment and reducing unemployment. A stable and predictable legal framework and regulatory environment and well-designed incentive 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.

[para. 96 of L.13 modified by G-77, China and EU]

86. The restoration of employment-generating economic growth requires that, in addition to increasing investment and trade, the pattern of investment and trade should be modified. For a wide range of products and processes, there is considerable scope for the development, application and efficient use of labour-intensive technologies. There is a need to promote technologies that will save the maximum number of productive jobs and encourage the creation of jobs that are compatible with competitiveness and growth and with satisfying societal needs. 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 ensure an appropriate degree of capital and labour intensity in each component.

[para. 98 of L.13 shortened and then modified by EU suggestion]

87. Agencies of the United Nations system should help developing countries better to 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 which are both drudgery-reducing and income-generating should be encouraged.

[underlined portion of para. 99 of L.13]

88. Governments and employers, in cooperation with workers, should anticipate and plan for the employment effects of new technologies as far in advance of their introduction as possible. They should make contingency plans for solving problems related to the displacements, particularly those of women workers, caused by the introduction of new technologies.

[para. 100 with modification by G-77 and China]

89. Research and development efforts should be directed towards product innovation leading to new investments and employment expansion.

[underlined portion of para. 101 of L.13]

C. Creating employment through enterprise

90. Private-sector enterprises, both large and small, have a job-creating role to perform. But 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. Support programmes for micro and small enterprises should be strengthened and provided with substantial support by international financial institutions.

[first underlined portion of para. 103 of L.13 and debate]

91. Since small enterprises often survive on the strength of their relations with large enterprises, governmental policy should remove impediments and facilitate arrangements that encourage and enhance such relationships.

[second underlined portion of para. 103 of L.13]

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

[third underlined portion of para. 103 of L.13]

93. Since cooperative business enterprises contribute to economic activity, creating employment and safeguarding it, savings and credit cooperative banks and insurance companies should be enhanced so as to mobilize 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, and 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 a transition from artisanal industries to modern manufacturing activity. Governments should undertake these activities in close cooperation with national and international cooperative organizations.

[paras. 104 and 105 of L.13 shortened by G-77 and China]

94. Governments should ensure that policies and regulations do not discriminate against informal-sector enterprises and should assist such enterprises 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, improved premises and other physical infrastructure, and improved access to information.

[underlined portion of para. 106 of L.13]

95. International cooperation should supplement national policies in fostering and supporting enterprise creation. Integrated development cooperation, including direct support for small enterprises and cooperatives in developing countries, through personnel training and credits, should be encouraged.

[new para. suggested by EU]

D. Reviewing sectoral priorities

96. 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, many of whom are young and large numbers of whom often migrate to urban areas in search of jobs. Governmental policy and international assistance programmes have to effect simultaneous improvements in rural farm and non-farm activity, aiming for diversification of production and an expansion of food processing industries that favour the use of labour-intensive technologies in rural areas.

[paras. 108 and 109, including underlined portion of L.13, shortened by G-77 and China and elaborated upon by EU]

97. 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.

[first underlined portion of para. 111 of L.13]

98. Investments in economic and social infrastructure in urban areas should be encouraged with a view to creating, maintaining and rehabilitating community assets and generating employment in the process. Self-help activities can be important in generating work and local investment in these areas.

[second underlined portion of para. 111 of L.13]

99. In the longer run, the efficient use of human and environmental resources can be mutually reinforcing. Developed and developing countries alike should aim to create employment through a commitment to environmental management, environmentally sound production methods and sustainable development and through the provision to developing countries of the substantial new and additional financial resources agreed upon in Agenda 21. 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, both for purposes of environmental sustainability and of durable employment creation.

[para. 112 of L.13 modified by G-77 and China, and by EU]

100. For an increasing number of developing countries, export expansion can play a dynamic role in economic growth and employment creation. 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 that discriminate against exports from developing countries.

[para. 113 of L.13 shortened and modified by G-77 and China]

101. When there is phasing out of production or total closure of a plant, 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.

[para. 114 of L.13 shortened by G-77 and China]

102. Employment policy 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. The expansion of the service sector should be facilitated by removing regulatory obstacles and liberalizing the international trade in services.

[underlined portion of para. 115 of L.13 modified by EU]

E. Redefining the nature of work and employment

103. The very conception of work should be broadened with a view to creating the possibilities for a greater number of persons to participate meaningfully in all aspects of work life, including informal activities of sustainable livelihood. Institutional and policy mechanisms should be created to encourage greater performance of such valuable work as care for ageing populations, humane responses to the needs of the homeless, and instilling social values in children by combining the functioning of the market with the values and motivations that underlie much present-day volunteer activity. Greater financial recognition of women's multiple roles, both within and outside the household, could serve to 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.

[para. 116 of L.13 shortened by G-77 and China]

104. While the central aim of employment-centred policy and development strategy should be to create more and better jobs over time, attention should also be given to voluntary work-sharing and job-sharing arrangements that do not sacrifice social protection, and to alternative working arrangements. Governments should examine personal taxation and social security legislation with a view to ascertaining how provisions could be changed to facilitate much greater flexibility in the division of a person's time between education and training, paid employment, volunteer activity and other socially useful forms of work, family responsibilities, leisure and retirement.

[para. 117 of L.13 shortened and modified by debate]

F. Focusing on specific needs

105. Young people, women workers, older workers, the long-term unemployed, migrant workers and indigenous and tribal peoples are some of the groups of people with special needs who require additional forms of assistance. Although all such groups can benefit from a major upturn in employment-generating activity, each experiences particular work opportunity and employment problems of a qualitative nature that call for specific, well targeted, supplementary forms of assistance. Employment-related programmes for disadvantaged or vulnerable groups, in addition to reflecting a true understanding of the underlying needs of each group, must pass the test of being both equitable, efficient and culturally appropriate. They require continuous monitoring and periodic evaluation to ensure that they are reaching their intended beneficiaries, meeting their felt needs and producing results which are sustainable. Special programmes must be developed to ensure the active contribution of people in their planning, design and management.

[para. 118 of L.13 shortened and modified by debate]

106. The alleviation of youth unemployment requires a focus on job creation and purposeful education. Special programmes directed at young workers should be implemented, with the aim of ensuring that the rate of youth unemployment does not exceed the general average.

[new para. on basis of debate]

107. To compete in today's competitive and continuously changing global environment, young people need to be provided, as a foundation, with good quality general education at the primary and secondary levels. Formal education should be adjusted to the changing requirements of the contemporary work and living environment within more intersectoral approaches to the development of human resources. The public and private sectors should join forces in designing and carrying out comprehensive and coordinated programmes that will provide

young people with the necessary combination of technical training, social skills and work experience. All such initiatives should aim to stimulate resourcefulness in young people, prepare them for durable employment opportunities, or facilitate their self-employment.

[new paragraph suggested by debate]

108. Assistance packages for the long-term unemployed should include a range of measures such as re-education and training programmes, counselling and job-search components and temporary work schemes to maintain working skills and abilities. In cases where such measures do not succeed, it is crucial that States develop social security schemes enabling the long-term unemployed to maintain a decent life and participate actively in society.

[para. 120 of L.13 modified by debate]

109. Employment, preferably in the open market, is fundamental to the economic independence of disabled persons and, additionally, provides social recognition, opportunities to integrate and social affirmation. Training and education are vital, as are measures to remove physical, social and attitudinal barriers and efforts, including awareness campaigns, to overcome negative attitudes and prejudices. Laws and regulations should not discriminate against the employment of disabled persons. As proactive measures, Governments should organize support services, devise incentive schemes and support self-help schemes and small businesses. Employers should be encouraged to make reasonable adjustments in the workplace to accommodate disabled persons. Alternative forms of employment (such as sheltered workshops) may be developed to meet the needs of those persons who cannot work in the open market. In formulating and implementing policies regarding equal employment opportunities for persons with disabilities, Governments should be guided by the following policy documents: the ILO's Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) and the Standard Rules on the Equalization of Opportunities for Persons with Disabilities (General Assembly resolution 48/96).

[new para. suggested by debate]

110. A healthy workforce means better productivity and a better quality of life. Hence, health policies can contribute to employment promotion by reducing environmental health hazards and providing for occupational health.

[new para. suggested by debate]

111. There is need for greatly intensified international cooperation and assistance among countries of emigration and immigration in order to maximize the benefits of migration and facilitate the reintegration process of returning migrants. There is further need for countries of origin and countries of destination to cooperate in addressing the root causes of migration with a view to making the option of remaining in one's country a viable option.

[para. 121 shortened and modified by EU suggestion]

112. 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 they both influence and are influenced by their employment status. Attitudes, the division of labour based on gender, and institutional support systems must change accordingly. The underlying objective of employment policy for women should be to expand their opportunities for remunerated work and to integrate them into decision-making and mainstream economic activities. Conditions facilitating their participation in the workplace, such as maternity leave and child care, and expanded opportunities for remunerative work in the household should be provided.

[para. 122 shortened and then modified by suggestions of EU and debate]

113. Greater attention needs to be given to the construction of appropriate indicators and the collection, compilation and analysis of the information required for policy purposes. In particular, existing statistical systems must be adapted to reflect the full range of work situations, including those which are not captured by the formal market.

[first underlined portion of para. 123 of L.13]

114. Public employment services should be strengthened so that they can 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.

[second underlined portion of para. 123 of L.13]

G. Enhancing the quality of employment

115. Fundamental to the quality of employment is safeguarding the basic rights of workers. While standards concerning 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, their application and enforcement should be strengthened. Importance must be attached to sound industrial-relations systems based on freedom of association and the right to bargain collectively and to social dialogue between public authorities and representatives, institutions and groups, including employers' and workers' organizations. Governments should more strictly observe their obligations under the standards that they have ratified in the field of human rights. Special attention needs to be given to the total abolition of forced labour. Employment that does not meet minimum standards must be upgraded.

[paras. 126 and 127 of L.13 shortened]

116. Employers' and workers' organizations, non-governmental organizations, and human rights and community groups should all play an active role in seeking greater protection for working children and the abolition of child labour. Governments should set specific target dates, especially for eliminating the

most exploitative and damaging forms of child labour. Governments, in collaboration with employers, trade unions and other citizens' groups should also target their social, education and labour policies on establishing conditions that reduce family poverty, encourage parents to send their children to school, through, inter alia, the provision of financial incentives, and ensure that employment laws are fully enforced.

[second underlined sentence of para. 127 of L.13 modified by G-77 and China, and debate]

117. The rights of migrant workers also should be respected and protected. Governments should ratify existing instruments pertaining to migrant workers and strive to implement their provisions - in particular, the ILO's Migration for Employment Convention (Revised), 1949 (No. 97) and Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), and the United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, which has not yet entered into force.

[para. 128 of L.13 shortened]

118. Efforts to improve the quality of employment should take account of the special circumstances of the informal sector, aiming progressively to extend 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.

[para. 129 of L.13 shortened]

119. If a major policy goal is to improve gradually 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 are required to enhance the quality of the workforce and improve workers' chances of holding better jobs. 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 hand, and employment and working life, on the other.

[paras. 130 and 131 of L.13 shortened by G-77 and China]

120. 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. In particular, entrepreneurial competencies, and motivation for indigenous job creation must be stimulated. Training policies should offer incentives for enterprises to provide, and for 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.

[para. 132 of L.13]

121. Practical measures are required to improve the efficient and non-discriminatory operation of labour markets. 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 searches, 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.

[para. 133 of L.13]

IV. SOCIAL INTEGRATION

A. Social integration: respect for diversity based on shared values

[old sections A and B of L.13 combined, modified and shortened by G-77 and China and Secretariat]

122. Our societies, products of unique historical evolution, are enriched by diverse cultures and languages and are 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.

[para. 134 of L.13 modified by G-77 and China and shortened]

[para. 135 of L.13 deleted, except for last sentence in para. below]

123. The aim of social integration is 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 context of shared values and common interests. It implies social justice, full participation by all citizens on the basis of democratic institutions and the protection of diversity within a framework of respect for and enjoyment of human rights and fundamental freedoms. The objective of social integration thus cannot be pursued at any cost but only in so far as it is consistent with basic human values.

[para. 136 of L.13 modified by G-77 and China, EU and debate]

[para. 137 of L.13 deleted]

124. Social integration also means that the disadvantaged, the vulnerable and the socially marginalized are reconnected and integrated into the community and minorities are protected by enhancing their potential and making all institutions of society more accessible to them. This should be done not through charity and patronage but through their full participation in decisions that affect them. Protection of the integrity of indigenous and local cultures is also an important goal. To achieve this, it is essential that legitimate representatives of these peoples participate fully in defining the economic and social policies affecting their lives. We thus seek to promote a pattern of economic and social development that is consistent with justice for all.

[paras. 135 + 136 of L.13 modified, based on G-77 and China]

125. To protect diversity, stability and welfare within a framework of shared values and to advance towards "a society for all", these measures should be taken:

(a) In the public sphere, to secure strong, accountable, decentralized, efficient and responsive government and administration with responsibilities assigned at different levels of government to protect the interests of citizens in different regions within the framework of overall national interests;

(b) In the sphere of civil society, to encourage organizations that pursue civic objectives with a view to assisting individuals in interacting with government and the markets;

(c) In the market sphere, to allow autonomy of decision-making to diverse actors in pursuit of their economic goals, subject to proper regulation, equal access and transparency.

[para. 138 of L.13 modified by G-77 and China and debate]

126. Conflict resolution must include attention to the 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 should also address development with an emphasis on social considerations. The support of the international community for the decisions and policies of nations aimed at consolidating solutions and preventing the recurrence of conflict is essential.

[para. 140 of L.13 shortened by G-77 and China]

127. Measures to reduce violence in society, especially that against women, youth or particularly vulnerable people, must be developed and supported.

[new para. based on debate]

B. Ending discrimination in all its forms and promoting equality of opportunity

[old sections C and D of L.13 combined]

128. Discrimination in all its forms must be eliminated to achieve social integration based on equality and respect for human dignity. 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 ordinances of public institutions must be made to conform to the principle of non-discrimination. Comparable measures should also be adopted to combat discrimination in the private sphere.

[paras. 141 and 142 of L.13 shortened and reformulated by G-77 and China and debate]

129. Given the long-standing discrimination against women, specific measures should be taken to end discriminatory practices and to remove legal and social barriers to women's access to employment, education, productive resources and

public services. To this end, women's full participation in decision-making is critical, as is their access to all organizations of society.

[para. 142 (part) of L.13 reformulated on basis of debate]

130. 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 creating a climate of tolerance and respect for the rights of all persons, by clearly stating the rights which all can expect to enjoy and by ensuring that the legal system is open to all and is effective as a remedy for limitations on those rights.

[paras. 142 and 143 of L.13 shortened and modified in light of debate]

131. In the aftermath of violent and prolonged conflicts, every effort should be made to secure reconciliation among groups, reconstruct social institutions that have been destroyed, reintegrate displaced persons and re-establish the rule of law and respect for human rights, including through international assistance whenever requested by national Governments.

[para. 142 (part) of L.13 modified by G-77 and China]

132. 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 marginalized groups. Legal prohibition of discrimination must be rigorously enforced.

133. Legislation must be supported by efforts on a wide front 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 is a systematic exchange of national experience at the subregional, regional and interregional levels. Institutions conducive to social integration and encouraging and strengthening participatory self-governance at decentralized levels should be promoted.

[paras. 142 and 143 modified by G-77 and China and shortened by Secretariat]

C. Education as an integrating force

[old section E of L.13]

134. Education is a key factor in social integration. Equal access to education, particularly to basic education, and thereby to knowledge and

information, should constitute one of the primary responsibilities of government, civil society and the international community.

[para. 145 of L.13 modified]

135. Education also serves as a powerful tool for social integration by promoting tolerance, democratic values and respect for the human person. It must strike an appropriate balance between promoting the common values on which a society is built and preserving an organic diversity of regions, languages, cultures and religions, as well as pedagogic content and orientation.

[para. 147 of L.13 modified]

136. 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 obtaining productive employment, pursuing secondary and higher education and participating actively in civil society. Attaining greater uniformity of quality while raising general standards and expanding enrolment remain challenges which deserve priority attention.

[para. 146 of L.13 modified]

137. 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.

[first underlined para. 147 of L.13]

138. Special attention should be given to the provision of school facilities for children in sparsely populated and remote areas and 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.

[third underlined para. 147 of L.13]

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

[new para. based on G-77 and China and debate]

D. Equal access to the institutions of the State

[old section F of L.13]

140. 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 provision of public services - including education, health care, shelter-related services, social protection and welfare or developmental services - while recognizing the need for differentiated treatment to allow for differences in individual circumstances.

[para. 148 of L.13]

141. Social integration or the objective of maintaining social cohesion, requires 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 all segments of society.

[para. 149 of L.13 shortened and modified by G-77 and China]

142. In the elaboration of policies, the different components that promote social integration need to be seen within a consistent framework and reinforce each other. Employment policies and social policies should be more closely linked and the general evolution of social policy, including the protection and welfare of the family, social protection, health, the labour market and training policies, should be directed to improving the capacity of citizens to share fully in the life of the community and to finding a place in society for both those who are and those who are not economically active.

[new para. based on EU and debate]

E. Responding with special measures to special social needs

[old section G of L.13]

143. Policies to promote social integration must guarantee opportunities for those who have traditionally been excluded from the community. An important objective is to ensure their full participation in decisions affecting their interests. When the disadvantaged and marginalized groups do not have the power to advance their cause, the social solidarity of civil society should be invoked to safeguard their interests. Policies should be designed so as to secure and maintain public support on a scale commensurate with needs.

[new para. on basis of debate]

144. Confidence-inducing institutions that protect and safeguard the rights guaranteed to the disadvantaged or marginalized groups should be promoted. Affirmative action programmes could be considered.

[new para. on basis of debate]

145. Policies concerning disabled persons must focus on the equalization of opportunities and the contributions they can make to society, as well as on their dignity and rights as citizens rather than as objects of charity or welfare. The Standard Rules on the Equalization of Opportunities for Persons

with Disabilities should be seen as an important tool for promoting the interests and rights of persons with disabilities.

[second underlined part of para. 154 of L.13 modified on basis of debate]

146. Where demographic change is towards an ageing of the population, public resources and policy attention need to be reoriented, and public services adapted so that older persons can maximize their contribution to society, in the spirit of "a society for all".

[first underlined part of para. 154 of L.13 modified on basis of debate]

147. Special measures are needed to ensure that young people, particularly disadvantaged youth, can secure a full and productive role in the community.

[new para. on basis of debate]

148. The needs of children are of very special concern. Along with universal ratification of the Convention on the Rights of the Child, there must be effective implementation of its provisions as well as of the measures adopted by the World Summit for Children in 1990.

[new para. on basis of debate]

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

[old section H of L.13]

149. 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 deteriorating economic and social conditions in many parts of the world. The absorption and integration of migrants depends not only on the numbers but also on societal attitudes, which must bear in mind the many economic, social and cultural contributions migrants make to the receiving States.

[paras. 155 and 157 of L.13 modified]

150. Targeted government measures, as well as the example Governments set for 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.

[underlined part of para. 157]

151. 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.

[para. 158 of L.13]

152. The refugee problem 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 their 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.

[para. 159 of L.13]

G. Bringing government closer to the people

[old section I of L.13]

153. Social integration also means bringing government closer to people by making public institutions - local, national and international - transparent, accountable and participatory. Decentralization, links with grass-roots and non-governmental organizations, enhancing institutions that ensure effective participation, and new forms of cooperation between public authorities and the private corporate and cooperative sector, including new forms of privatization and cooperative arrangements, are other important measures.

[para. 160 of L.13 modified]

154. Decentralization efforts should aim at reconciling efficiency, accountability and quality of service. Attention should be paid to the organization of services on an 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.

[underlined part of para. 162 shortened and modified by G-77 and China and debate]

H. Creating space for civil society

[old section J of L.13]

155. 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.

[para. 164 of L.13 modified by G-77 and China and debate]

156. Governments should create an appropriate climate to encourage development of civil society institutions and all forms of self-help organizations. To this end, legislative, administrative and procedural barriers to the functioning of civil society should be removed and processes supported by which communities and citizens, women in particular, can influence and share control over decisions that affect them.

[underlined part of para. 166 of L.13 modified by G-77 and China and debate]

157. Governments can also reach out through specific programmes to support a wide range of citizens and grass-roots organizations, including cooperatives, which are quintessentially democratic organizations. 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.

[underlined part of para. 166 of L.13 modified by G-77 and China and debate]

V. MEANS OF IMPLEMENTATION AND FOLLOW-UP

A. Guiding principles for implementation

158. Central to the overall effort to advance social progress must be a shared commitment by all actors of social development to engage in constructive dialogue, respect principles, accept responsibilities and pursue courses of action that promote the common good and greater well-being. It is only through continuing dialogue among 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.

[paras. 167 and 168 of L. 13 merged and shortened by G-77 and China and Secretariat]

159. 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.

[para. 169 of L.13 shortened by G-77 and China]

160. Without the State and functioning public sector institutions, the goals of this Programme of Action cannot be realized. While the private sector has a widening and more important role to play, it is vital that public sector institutions be supported and strengthened so as to better perform, in collaboration with the private sector, the tasks laid upon them.

[new para. suggested by debate]

161. Governments, private employers, non-governmental organizations, trade unions, workers, organizations, community groups, academic institutions, and all actors in civil society should work for the achievement of the goals of the World Summit for Social Development. Governments should provide a stable legal framework, promote equality of opportunity for all, especially in education and employment, put an end to de jure and de facto discrimination and promote and encourage representative organizations of the civil society.

[paras. 170-175 of L.13 shortened and reformulated on basis of suggestion by G-77 and China and EU]

162. Increased social research and socio-economic analysis can greatly aid the formulation of sound, sustainable long-term solutions to social problems.

[para. 176 shortened by G-77 and China and by the Secretariat]

163. A global compact for social development calls for much greater international cooperation and support and a major unified effort by the United Nations and the United Nations development system. These include eliminating all forms of discrimination, enhancing education and training programmes, conducting research on the causes of and remedies for poverty, providing systems to forecast and monitor food insecurity and famine situations, carrying out emergency relief, strengthening technology institutions and policies, improving job information for workers, and promoting the ratification and full implementation of all relevant international instruments as well as supporting operational activities to implement the goals of the World Summit. There is a need for a more united thrust running across the system and greater visibility in the treatment of social issues.

[para. 179 of L.13 slightly modified by G-77 and China and Secretariat]

164. There is also a need for greater dialogue and cooperation between those organizations with responsibilities in the economic and financial fields and those with a social mandate. Social objectives can only be achieved if supported by economic policies that are equitable as well as efficient.

[para. 180 of L.13 shortened by G-77 and China]

Note: paras. 177 and 178 of L.13 have been deleted.

B. Implementation and follow-up at the national level

165. Sustainable implementation of the Programme of Action will require much stronger emphasis on endogenous capacity-building, and broader, more integrated strategies for human resources development. The people see their own needs holistically, and the response must cut across traditional sectoral boundaries. Multisectoral approaches are essential, with the direct participation of those affected in their design and implementation. Such integration will require coordinated commitments by all national and international partners in development. Adequate monitoring of these new and complex processes will also necessitate better methods of data gathering and analysis for policy oversight at all levels.

[new para. on basis of debate]

166. Governments should elaborate national strategies for social progress. Such strategies should include commitments assumed at the World Summit and should be reviewed in the light of the recommendations laid down in the Programme of Action. Policies for social development relate to issues that have economic, financial, legal, institutional and cultural dimensions. National strategies for social progress should integrate cross-sectoral policies and strategies. The role of the coordination of national policies should be strengthened. National strategies would seek to assign responsibilities and include all the main societal actors in their elaboration and implementation, including 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.

[paras. 181, 182 and 184 of L.13 shortened by G-77 and China and debate]

167. Broad-based follow-up committees should be established at the national level.

Note: paras. 183 and 185 to 188 of L.13 have been deleted

C. International cooperation for social progress

168. 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. Governments can help to support and encourage such cooperation 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.

[merge of paras. 189 and 197 of L.13 shortened by G-77 and China]

169. Strengthening bilateral, regional and multilateral cooperation, including through the United Nations system, would facilitate addressing the social and economic problems that transcend national borders.

[para. suggested by G-77 and China]

170. Given the diversity of conditions, regional and subregional approaches should be explored for complementing cooperation in the economic and social domains. Regional cooperation should be intensified in the crucial areas of poverty eradication, food security, population activities, health and education. The regional commissions of the United Nations, the regional development banks and other appropriate regional organizations should work together to support implementation of the Programme of Action in their respective regions.

[para. suggested by G-77 and China and debate]

171. Governments should identify a certain number of appropriate indicators for the reduction of poverty, for the enhancement of employment and for social integration that would allow the progress made in each of these fields to be established and assessed and a better basis for national policy and planning decisions to be formed.

[para. suggested by EU]

172. 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. Development cooperation ministries and agencies of the donor countries should seek to establish closer links with the relevant ministries, departments and agencies of the developing countries, through their national Governments. The expert-intensive approach of the external assistance programmes should be reoriented with a view to drawing upon the national expertise of the developing countries so as to ensure that projects provide for a sustainable form of financing after donor support ceases.

[paras. 195 of L.13 modified by G-77 and China and Secretariat]

173. Direct person-to-person cooperation for social progress has long been an important function of volunteer action, one of the most powerful and spontaneous expressions of human solidarity. The volunteer resource, which draws on the universal and ageless motivation to be of service to those in need, has enormous potential at both local and international levels. It has demonstrated its value in strengthening community skills and capacities, building on indigenous knowledge and social organization. Volunteers have played a leadership role in phenomena that threaten the social fabric, ranging from ethnic conflict,

violations of human rights and homelessness, to social epidemics such as HIV/AIDS and drug consumption. The volunteer response has been equally exemplary in times of social crisis, whether from natural disasters, wars or breakdowns in state authority. The challenge for international cooperation is to find new forms of mobilizing this volunteer resource so that it plays a more sustained and central role in social programmes.

[new para. on basis of debate]

Note: paras. 191 to 194, 196, 198 and 199 of L.13 have been deleted.

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

174. The follow-up to the World Summit provides an opportunity for the United Nations to strengthen and re-form itself so as to become a major force for social and economic progress. The strength and diversity of its programmes and agencies and their capacity to complement each other's work should be the basis of a well-integrated, effective and coordinated support system for countries' endeavours to implement this Programme of Action.

[new para. on basis of debate]

175. There is a need for an improved coordination and cooperation between the relevant agencies and institutions of the United Nations system with economic and social mandates, and the Bretton Woods institutions, particularly in matters related to the three core issues of the World Summit.

[para. suggested by EU and debate]

176. The mandate of the United Nations, and its programmes and funds, and of the specialized agencies for international cooperation and assistance in social development should be utilized 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 through the strengthening of productive capacities in agriculture and industry, universal primary education, health, disability, population, refugees, advancement of women and improvement of the condition of children. For example, the International Labour Organization (ILO), with its unique tripartite structure, has an important role to play in follow-up activities, particularly in relation to employment.

[based on texts suggested by G-77 and China, and EU]

177. One possibility would be to have a number of theme-based approaches on issues stemming from the World Summit - on social integration, the reduction and elimination of poverty, and the relationship between the globalization of the economy and employment. These would aim at mobilizing the relevant activities of the United Nations system around precise themes and objectives within a time-frame. They would be identified in the relevant budgets plans and

programmes of the United Nations system and become the basis of inter-agency arrangements for cooperation and coordination.

[para. 208 of L.13 modified by debate]

178. Governments are responsible for coordination of follow-up activities at the country level. The United Nations Development Programme (UNDP), through the resident coordinator system, can assist Governments in this regard. Recently established innovative approaches to coordination of the relevant activities of the United Nations, and those of its programmes and of the specialized agencies, such as the Country Strategy Note, which is intended to provide a framework for all operational interventions of the United Nations system, could be more specifically directed towards social objectives.

[paras. 206 and 204 (f) of L.13 modified by debate]

179. The agencies of the United Nations system 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, so as 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 decentralized national social welfare services.

[new para. suggested by G-77 and China]

180. Furthermore, the capacities of the United Nations system and the specialized agencies should be utilized appropriately in a coordinated manner to address the issues of displaced persons and refugees in cases of man-made and natural disasters and to extend necessary technical assistance in a comprehensive manner to support local efforts at the national level in the areas of resettlements, local employment generation, food security, health, drug control and human rights.

[para. suggested by G-77 and China]

181. There will be a continuing need for a policy dialogue on social development at the international level. For this purpose the following actions could be taken:

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

[para. 204 (a) of L.13 shortened by G-77]

(b) A closer relationship could be established between the Security Council and the Economic and Social Council; Article 65 of the Charter of the United Nations states that "the Economic and Social Council may furnish information to the Security Council and shall assist the Security Council upon its request";

[para. 204 (b) of L.13]

(c) 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;

[para. 204 (c) of L.13]

(d) The Economic and Social Council and its subsidiary commissions should be strengthened with a view to enhancing the policy-making and coordinating role. In particular, the Commission for Social Development needs to be strengthened and revitalized;

[para. 204 (e) of L.13 shortened by G-77 and China, and EU]

(e) Since interaction among actors of civil society and the various heads of governmental institutions is essential to the achievement of social development, the United Nations system should invite all actors in the field of social development to participate in its work as appropriate;

[para. suggested by G-77 and China, and EU]

(f) The governing bodies of specialized agencies and programmes could be invited by the World Summit and the General Assembly to consider ways and means of giving higher priority and visibility to social development objectives, policies and priorities as agreed upon in Copenhagen.

[para. 204 (f) of L.13]

182. Although the precise monitoring of the recommendations to be adopted in Copenhagen should be undertaken at the national level, there should also be exchange of experiences and information through the United Nations system. For this purpose the following should be considered:

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

[para. 205 (a) of L.13 modified by G-77 and Secretariat]

(b) Analysis and review by the regional commissions in association with appropriate regional bodies, of implementation at the regional level;

[new para. on basis of debate]

(c) Monitoring and reporting in the context of the rules of the working groups on the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights, the Convention on the Elimination of All Forms of Discrimination against Women, and the Convention on the Rights of the Child;

[para. 204 (b) modified in the light of debate]

(d) The monitoring roles of the relevant functional commissions of the Economic and Social Council and the executive boards and governing bodies of programmes and agencies;

[new para. on the basis of debate]

(e) Periodic high-level reviews, including consideration of a World Summit meeting five years from now in order to evaluate progress.

[para. 205 (c) of L.13 modified]

183. The relevant secretariats of the United Nations, its programmes and funds, and the specialized agencies should be strengthened, where necessary and in consultation with the relevant intergovernmental bodies, to carry out an effective follow-up of the decisions adopted by the World Summit.

[para. 207 shortened and modified]

184. The United Nations system's capacity for information collection and analysis on the core issues of the World Summit needs to be strengthened. The capacity of United Nations research institutes dealing with these areas should be utilized fully for this purpose.

[new para. from debate]

185. The United Nations should be granted enough resources to conduct activities around the three core issues of the World Summit and the identified objectives related to them in the programme budget and medium-term plan.

[para. suggested by G-77 and China]

Note: paras. 200 to 203, 206 and 208 of L.13 have been deleted.

E. Mobilizing resources for social development

186. Social development requires the mobilization of all available human and financial resources, nationally and internationally, for human priority goals. Investment in people, infrastructure, education, health, food production and food security, and proper functioning of institutions, are necessary conditions for social development.

[para. 209 of L.13 shortened by G-77 and China]

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

[para. 210 (c) of L.13 shortened by G-77 and EU]

188. 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. This assistance should take into account current fiscal constraints in countries that provide it. 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 consultation, debt-for-social-development swaps, especially in Africa and the least developed countries;

(b) The target for official development assistance (ODA), set at 0.7 per cent of the gross national product (GNP) of industrialized countries, remains valid and should be implemented and enhanced within specific time-frames;

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

[para. 214 of L.13 shortened by G-77 and China and EU]

(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, and integrated area development programmes;

(f) Programmes of structural adjustment should consider its social implications and, accordingly, facilitate releasing more resources for social development in each country where they are applied;

(g) For the financing of social development, new mechanisms such as taxes on certain categories of international transactions could 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 World Summit.

[paras. suggested by G-77 and China]

189. The 20/20 concept, including a call on donor countries and agencies to allocate a minimum of 20 per cent of their development assistance and also on developing countries to 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 positive impact on social development of reallocations within existing expenditure levels. 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 of course evaluate and decide for itself the appropriate and incremental levels of expenditure in this sector.

[based on para. suggested by G-77 and China]

190. The Programme of Action recognizes the need to focus attention on the special problems of Africa. In this context the international community must mobilize the necessary resources for the effective implementation of the United Nations New Agenda for the Development of Africa in the 1990s, the impact of which on social development in Africa will be significant. As stated in the African Common Position on Environment and Development, there is a growing consensus that at least 20 per cent of ODA should be committed to human development programmes as compared with the present average of 7 per cent. Africa's development partners should commit themselves to meeting this target by increasing the assistance from their ODA programmes to the developed countries' target of 0.7 per cent of GNP and should match the increased allocations that African countries will make to human and social development fields. Africa's social development further requires the availability of new and additional resources.

[new para. suggested by African group]

191. 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 cost of such adjustments. They should also strengthen their capability and implement strategies and programmes that facilitate realization of the goals of poverty eradication, reduction of unemployment and social integration.

[para. suggested by G-77 and China]

192. A reduction in military expenditures can provide the resources required, nationally and internationally, for implementing priority goals for social development.

[new para. suggested by debate]

193. 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 that 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.

[para. suggested by G-77 and China]

194. With increasing liberalization 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 and sectors, as well as to reduce the volatility of those flows.

[para. suggested by G-77 and China]

Note: paras. 210 (a) and (b), 211, and 215 to 220 of L.13 have been deleted.

F. Organization participation and empowerment

195. 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 process must guarantee to the poor the right to participate in decisions that affect their lives, the right to food as a basic human right, the right to work, to education, and 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-related decision-making would create the conditions for accelerated social development.

[para. suggested by G-77 and China]



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**PREPARATORY COMMITTEE FOR THE WORLD
SUMMIT FOR SOCIAL DEVELOPMENT**

Second session

New York, 22 August - 2 September 1994

Agenda item 4

**OUTCOME OF THE WORLD SUMMIT FOR SOCIAL DEVELOPMENT:
DRAFT DECLARATION AND DRAFT PROGRAMME OF ACTION**

Elements for the draft declaration:

Progress report presented by the Chairman of the Preparatory Committee

The attached progress report reflects informal consultations conducted by the Chairman of the Preparatory Committee during its second session. It aims at facilitating analysis by the Preparatory Committee of the elements, tone and style of the draft declaration.

INTRODUCTION

1. We, Heads of State and Government, for the first time in history have gathered in Copenhagen on the eve of the fiftieth anniversary of the United Nations to give the highest priority to the betterment of the human condition, now and into the twenty-first century.
2. We acknowledge that the people of the world have signalled in different ways an urgent need to address profound social problems pervasive in all societies. People:
 - cannot live and work in peace and in harmony with one another and with their environment when a large part of humanity lives in widespread poverty;
 - cannot accept the indignity, suffering and waste of so many men, women and children caused by a lack of productive employment and livelihood;
 - cannot make our societies places of creative energy and collective prosperity when the capacity of individuals and groups of different cultures, gender, races, economic conditions, interest and aspirations to live in harmony is so fragile.
3. We want to capture the unique opportunity offered by the end of the Cold War to launch a new era of cooperation that puts the needs and aspirations of people at the centre of our decisions.
4. To this end, we commit ourselves to this Declaration and Programme of Action.

PART I

CURRENT SOCIAL SITUATION AND REASONS FOR THE SUMMIT

1. The past 50 years have seen unprecedented progress but also unspeakable misery; a globalization of prosperity is accompanied by a globalization of poverty.
2. Globalization, which is a consequence of enhanced communications, greatly increased trade and capital flows and technological developments, opens new opportunities for development and growth of the world economy. At the same time, the rapid process of change and adjustment results in inequality and processes of marginalization, both within countries and also among nations. The challenge is how to manage this process in a manner which enhances its benefits and mitigates its negative effects on people.
3. There has been progress in some areas:
 - The wealth of nations has multiplied seven-fold in the past 50 years and trade has grown even more dramatically;
 - Life expectancy has increased in the majority of countries and average infant mortality in developing countries has been reduced;
 - Advances have been made in literacy and primary education and in the expansion of pluralistic and democratic institutions.
4. Yet we recognize that many people in the world are affected by growing distress:
 - Within many societies and between industrialized and developing countries, the gap between the rich and the poor have increased;
 - There are serious social problems and problems of transition in countries experiencing fundamental democratic changes in their political system;
 - More than one billion people in the world live in abject poverty, and more than half go hungry every day; a large proportion of men and women, particularly in Africa and the least developed countries, have no access to income and resources;
 - Over 120 million people worldwide are officially unemployed, and many more remain under-employed; too many young people have no hope of integrating into their society through productive work;
 - People in all countries increasingly face vulnerability, isolation, marginalization, violence and insecurity about the future - their own and their children's - as poverty, unemployment and social disintegration are affected by events and circumstances throughout the world.