

5. We know that poverty, lack of productive employment and social disintegration represent a waste of human resources, a failure of markets and societal institutions and processes, and an offence to human dignity. We can only continue to hold the trust of our people if we make their needs our priority.

6. Our challenge is to build on the lessons learned and successes achieved, to develop a new culture of cooperation and social progress, to respect our ongoing commitments, to respond to the immediate needs of those who are most affected by human distress, and to establish a people centered framework for social development to guide us now and in the future. We are determined to meet this challenge and promote social progress throughout the world.

7. All these problems are global in character and affect all our countries in various ways. Yet, we clearly acknowledge that the situation of developing countries, and particularly Africa and the least developed countries, is critical and requires special attention; we also acknowledge that countries undertaking fundamental social and political changes require the support of the international community.

PART II

PRINCIPLES, COMMON VALUES AND GOALS

8. We, Heads of State and Government, are committed to an intellectual, spiritual and ethical vision for social development based on human dignity, equality, respect, mutual responsibility and cooperation. Accordingly, we will strive to create a framework for national and international actions that:

- Places people at the centre of development and the economy at the service of human needs;
- Respects the need for global human well-being and productive life, fulfilling our responsibility for future generations and protecting the integrity and sustainable use of our environment;
- Incorporates the interdependence of economic and social, public and private spheres of activity, integrates economic and social policies in order that they become more mutually supportive in the interest of the well-being and dignity of all mankind, and addresses the underlying causes of poverty, unemployment and social disintegration;
- Promotes human dignity, social justice and solidarity at the national and international levels; ensures tolerance, non-violence, pluralism and respect for cultural, social and political diversity;
- Respects and enforces the right to development and other universally established human rights; promotes rights and responsibilities ensuring social progress and security for all, the search for the common good and harmonious relations between human beings and our planet; promotes equality between men and women;
- Supports progress and security of mankind as a guiding principle whereby every member of our global society is enabled to satisfy basic human needs and to realize personal dignity, safety, creativity and potential. It also means creating safe homes and safe streets, safe working conditions, and finding peace within and among nations;
- Establishes good governance with integrity, respect, transparency, efficiency, effectiveness and accountability in all public and private institutions; ensuring that the choice made by governments, entrepreneurs, members of the civil society and non-governmental organizations, cooperatives, other community organizations, members of international organizations and financial institutions, trade unions and, ultimately, all citizens of the world, support the long-term well-being of people everywhere;
- We invite all actors to express their personal commitment to enhance the human condition in their own actions;

- Social development requires and addresses the improvement of community participation and self-reliance which contributes socially and economically to a higher quality of welfare and productive life for all; renewed forms of cooperation and partnership at all levels and among all actors of the development process are necessary to achieve social progress;

- Enables and empowers all people, particularly the poor, to participate in the decisions affecting their lives and societies, based on trust, reciprocity, involvement and mutual support.

PART III

COMMITMENTS

9. On the basis of our common vision for social development, we undertake the following commitments in full respect for national sovereignty and policy priorities:

Commitment 1

We commit ourselves to promote social progress and enhance the human condition, and to give it the highest priority in national and international policies and efforts.

To that end we shall:

- Promote an equitable distribution of income and access to resources through policies geared toward greater social justice at all levels;

- Facilitate a resumption of growth of the world economy, and better access of developing countries to markets, productive investments and technologies, with due consideration for the needs of countries with economies in transition.

- Develop a global compact whereby all governments, institutions of the United Nations system and international development agencies, and multilateral development banks, pledge to work for continuous sustainable progress in attaining core goals agreed by the Summit.

- Address, through various forms of cooperation, global problems and threats such as communicable diseases, organized crime, drug abuse, trafficking and related criminality, and terrorism.

Commitment 2

We commit ourselves to the goal of eradication of poverty in the world, in the shortest period possible, by decisive national actions and international cooperation, as a moral and political imperative of humankind.

To that end we shall:

At the national level,

Commit ourselves to formulate national specific time-bound commitments to eliminate extreme poverty.

- Focus our efforts and policies on the satisfaction of basic needs for all, with regard to food security and elimination of malnutrition, primary healthcare and voluntary family planning, safe drinking water and sanitation, universal primary education, adequate shelter and access to information and knowledge.

- Review national budgets and adjust them to meet, on a priority basis, these basic needs.

- Develop and implement policies for ensuring that all people have adequate economic and social protection during unemployment, ill health, child rearing, disability and old age.

- Give special priority to the needs of women and children.

At the international level,

- Remove all impediments to the attainment of this commitment in a sustained manner and ensure that all international institutions, particularly the multilateral development banks, assist developing countries and other countries in need in their efforts towards the achievement of our overall goal of elimination of poverty and ensuring basic social protection.

### Commitment 3

**We commit ourselves to enable all people to earn livelihoods through freely chosen productive employment, self employment and other forms of work.**

**We commit ourselves to retain full employment as a general goal.**

To that end we shall:

- Put employment creation at the centre of the strategies and policies of governments, private enterprises, and international organizations.

- Promote labour intensive investment and commit ourselves to appropriate outlays and technologies to make employment strategies productive and sustainable.

- Give particular importance to youth employment and reduce their unemployment to the national average.

- Expand work opportunities and productivity by means such as investing substantially in human resources, especially through the provision of education and healthcare, and by encouraging self employment and small enterprises, and improving access to credit, information, training and infrastructure.

- Ensure that workers have the training facilities, skills and abilities needed to adapt to changing technologies and labour markets.

We shall also, at the international level,

- Commit ourselves to formulating macroeconomic policies that foster long-term sustainable economic growth, open markets, well distributed global investment and greater export opportunities for developing countries.

- Commit ourselves to the goal of ensuring quality jobs in full respect of ILO conventions.

### Commitment 4

**We commit ourselves to promote social integration by fostering inclusive, participatory, just, safe and stable societies for all people; social integration requires the elimination of all forms of discrimination, the sharing of basic values and the respect for pluralism and diversity.**

To that end,

- We resolve to ensure that effective laws and agencies exist to prevent discrimination on the grounds of gender, race, religion, age or disability.

- We recognize fully the inherent rights of indigenous peoples and the need to adopt specific strategies to develop greater respect for cultural diversity and for the needs of refugees and migrants.

- We shall ensure the protection of disadvantaged and vulnerable groups and individuals, including elderly people and people with disabilities.

- We shall promote the full participation of all in the formulation and implementation of decisions affecting the functioning of our societies and the well-being of individuals.

- We shall, given the importance of communication and information for social integration and the respect of diversity, promote an understanding and awareness to ensure that the present system of national and international television includes space for public television which is neither government controlled nor exclusively profit oriented.

### Commitment 5

**We commit ourselves to achieve full equality between men and women and to enhance the contribution of women to social progress and development.**

- We shall eliminate all obstacles to gender equality and shall promote a full participation of women in the betterment of societies.

- Gender equality is a component of all policies directly relevant to the objectives of the Social Summit; we shall establish objectives and measurable goals to reduce gender differentials.

- We shall ensure the ratification, removal of reservations, and implementation of all the provisions of the Convention on the Elimination of Discrimination against Women, and other relevant instruments.

- We shall promote changes in attitudes, policies and practices which prevent full gender equality and full participation of women.

- We shall ensure gender balance in decision making and implementation mechanisms of public policies.

**Commitment 6**

**We commit ourselves to promote the economic, social and human development of Africa and all least developed countries.**

To that effect, we shall

- Provide a solution to the debt problem.

- Take special measures to facilitate trade.

- Increase Official Development Assistance for social programmes and promote public and private investments.

- Ensure the implementation of the strategies and measures for the development of Africa decided by the international community and African organizations.

**Commitment 7**

**We commit ourselves to make structural adjustment programmes socially-oriented and non-detrimental to the weakest.**

- We commit ourselves to review the negative impact that structural adjustment programmes have on social development on a country by country basis, reduce their negative effect on social development, and integrate poverty reduction and gender equity objectives into these programmes; the first priority is to protect basic social programmes and expenditure from across-the-board budget reductions; appropriate changes in the policies of the Bretton Woods Institution will be necessary.

- We shall ensure that all adjustment policies including those resulting from periods of transition, globalization and rapid change, take into account social objectives and the need to protect the weakest segments of societies; the support of regional and international organizations is required.

- We request the United Nations to review the impact on economic and social development of structural adjustment programmes, and request the World Bank, the International Monetary Fund, and other multilateral development institutions to use social impact assessments and other relevant methods to ensure a significantly greater focus upon issues of social development and basic human needs.

**Commitment 8**

**We commit ourselves to generate sufficient resources to achieve our objectives and fulfill our commitments for social development.**

To that effect,

- We shall ensure that taxation systems are progressive, based on larger contributions from those people who have a greater capacity to pay, and we shall also ensure that tax liabilities are collected efficiently and fairly.

- We shall further ensure that tax systems obtain adequate and equitable contributions from business enterprises, in addition to private citizens, in ways which discourage speculative activities and enhance activities which are genuinely productive and employment oriented.

**Commitment 9**

**At the international level, we commit ourselves within the framework of a strengthened international cooperation, to improve the international economic environment and to improve international financial assistance.**

To that end,

- We shall ensure that the supply and utilization of international financial assistance for developing countries is improved substantially, especially for the purposes of eradicating poverty and improving the situation of marginalized and vulnerable groups.

- We commit ourselves to strive for the fulfillment of the agreed target of 0.7 per cent of GNP for overall Official Development Assistance, within a timeframe to be set by each country, and endeavour to increase the share of funding for social development programmes commensurate with the scope and scale of activities required to achieve the objectives and goals of this Declaration and its Programme of Action.

- We shall maintain the agreed timetable for implementation of the Marrakech trade agreements, and request a report by the World Trade Organization to the Economic and Social Council about the impacts of trade liberalization on progress in the developing countries to meet basic human needs and about areas of further liberalization which need special attention to assist these countries.
  - We shall ensure urgent implementation of existing debt relief agreements, and negotiate further initiatives to eliminate all debts of severely-indebted countries at an early date.
  - In the field of international cooperation and international financial assistance, the required attention needs to be given to the needs of the countries with economies in transition.
  - We shall develop effectively the framework to for international cooperation in economic and social issues which was agreed to in the Charter of the United Nations, including the role that was envisaged for the Economic and Social Council.
  - We will promote an international economic environment which encourages long-term investments and enterprises that are productive, create jobs, are socially responsible, and respect the environment.
  - We shall also ensure that the existing international regime of human rights instruments, which already imposes binding obligations in relation to many key aspects of social development, is applied more widely and effectively.
  - We shall see to it that the agreements made at this Summit are effectively facilitated and monitored at the national and international level, and that further initiatives are then agreed.
  - We wish to schedule a second World Summit for Social Development to review progress with implementation of this Summit's agreements and to agree on further initiatives as necessary.
10. The measures to implement the objectives and commitments proclaimed in this Declaration, and to be taken by our governments, international organizations and all other actors of the development process, are detailed in the attached Programme of Action.

## 정부와 유엔기구 문서

WORKING GROUP OF THE GROUP OF 27 OF THE GROUP OF 77

DRAFT PROGRAMME OF ACTION

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

I. AN ENABLING ENVIRONMENT

A. A changing global situation

4. Each year, national economies are becoming more interrelated. The influence of external factors on national economic and social trends continue to increase.
5. Unequal access to resources, technology and knowledge has created unequal growth and led to increasing socio-economic inequality, both within and among nations. To provide necessary economic and technological resources enabling individuals and communities to master social change is a major challenge for all our societies. National Governments and the international system will continue in the years ahead to be confronted with socio-economic inequalities and to be responsible for the welfare of those who fall behind.

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

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

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

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

#### B. Creating a favourable international economic environment

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### C. Creating a favourable political environment

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

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

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

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

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

23. Governments should promote and protect all fundamental human rights and freedoms.

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

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

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

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

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

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

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

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



environment required to resolve social tensions and to ensure social, economic and political well-being. The role of the United Nations is vital in promoting international peace and global economic development.

## II. REDUCTION AND ERADICATION OF POVERTY

### A. Promoting a global approach

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

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

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

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

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

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

32. Poverty should not be seen only from a welfare perspective. Poor people, many of them unemployed or underemployed, represent productive potential. Efforts to reduce and eliminate poverty are therefore a major contribution to growth and towards empowerment.

33. While slow growth should not deter us from addressing the structural causes and the immediate manifestations of poverty, since changes have and can be made and social injustices addressed even in times of economic hardship, the necessity for economic growth and development remains paramount.

As poverty results from social, economic, legal and political structures and not just from the limited capabilities and misfortunes of individuals, efforts to reduce and eliminate poverty must be based on fostering of sustained economic growth and a continuing examination of the structures and processes that determine the distribution and redistribution of income in a society.

34. Poor people should be encouraged and assisted to organize so that their representatives can participate in planning, policy-making and decision-making. Poor people, and their community organizations must be fully involved in the effort to reduce and eliminate poverty.

35. The explicit and implicit discrimination against women and girls must be eliminated. It is alarming that women and girls constitute the bulk of the poor and deprived people all over the world. In order to enhance the status of women and to insure their empowerment in all walks of life, 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 that political, social, economic and cultural leaders at all levels set examples of the equal treatment of women and girls and actively work for an appropriate legislative and legal framework in order to achieve these objectives.

Development programmes and policies should contain 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 infancy to adolescence.

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

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

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

#### B. Access to productive opportunities

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

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

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

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

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

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

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

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

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

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

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

#### C. Access to public services

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

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

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

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

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

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

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

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

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

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

51. Governments should widen the choices available to poor people for access to basic education and health services through, inter alia, the involvement of the private sector and non-governmental organisations.

52. Governments must implement their commitments to the goals of the International Drinking Water Supply and Sanitation Decade (1981-1990), in particular that all people should have the right of access to drinking water and sanitation services, and that where these human needs have not yet been satisfied, national development policies and plans should give priority to the supply of drinking water for the entire population and to the final disposal of waste water.

53. Improved transportation and communication services in areas with a high incidence of poverty should be given priority in development programmes.

54. Ensuring better access for poor people to public services will require substantial increases in public spending, or a substantial redistribution of spending, or both. National and local government authorities can expand public services for poor people by improving the tax structures and charges that finance public services and increasing the effectiveness of tax collection. The upper-income people should contribute more to the cost of the services, whether through taxes or usage fees. Tax and fee structures that overburden poor people should be reformed to allow expansion of the services they need.

Tax structures and public finances should be examined and reformed as necessary to expand public services to poor people.

55. Governments must implement their commitments to implementing the Global Strategy for Shelter to the Year 2000 and to improving the living conditions of the poor in accordance with national shelter strategies. Special attention should be given to improving conditions in urban slums that do not currently receive adequate urban public services.

56. A hopeless youth leads to a hopeless society and paves the way to drug abuse, crime and social unrest. Governments should accord high priority to enhancing the economic and cultural opportunities of the poor youth. For this purpose specific and targeted programmes at the local and the national level should be implemented.

57. Community development organizations, with support from governmental and international agencies and non-governmental organizations, can play a major role in rehabilitation of housing, development of new low-cost housing, organization of child care, encouraging shops and other small businesses, and generally encouraging and supporting community development in an integrated manner. Greater efforts are needed to establish and

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

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

#### D. Reducing vulnerability

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

#### E. Enhancing social protection

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

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

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

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

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

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

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

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

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

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

#### A. Rethinking policy

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

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

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

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

78. The working poor and underemployed constitute the largest share of the absolute poorest in the world, which establishes the crucial link between productive employment and poverty reduction. Expansion of jobs, with due attention to the qualitative dimensions where applicable, can help in reduction of poverty.

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

### B. Stimulating employment-intensive growth

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

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

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

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

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

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

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

83. But to restore employment-generating economic growth implies not only increasing investment and trade but also modifying its pattern. For a wide range of products and processes, viable technological alternatives exist and there is considerable scope for the application and efficient use of labour-intensive technologies. Such investment patterns and production methods assume special importance in those developing countries experiencing a severe capital shortage and serious foreign exchange constraints. The relative costs of capital and labour need to reflect their true scarcities. Technical choice and adaptation would be facilitated if developing countries were given the capacity to unscramble or disaggregate standard technology

packages and to ensure an appropriate degree of capital and labour intensity in each component.

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

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

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

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

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

### C. Creating employment through enterprise

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

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

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

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

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

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

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

#### D. Reviewing sectoral priorities

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

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

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

92. Investment in infrastructure is important for promoting employment and developing rural areas, particularly in those countries with large rural populations. Labour-intensive

investment programmes and projects combine unemployed and underemployed labour with other local resources for the purpose of constructing durable assets ranging from feeder roads and irrigation works to schools and low-cost housing.

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

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

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

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

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

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

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

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

While labour mobility, retraining and maintaining adequate levels of social protection should be used to ease the burden and facilitate redeployment of many workers, there also should be efforts, where economically and organizationally feasible, to find alternative yet

profitable uses of available plant, equipment and skills, with a view to minimizing labour dislocation and skill wastage.

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

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

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

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

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

#### F. Focusing on specific needs

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

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

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

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

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

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

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

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

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

In focusing on the specific needs of women, policy makers and the various actors in civil society should place greater emphasis on women's multiple roles and on how these both influence and are influenced by their employment status. Attitudes, the division of labour based on gender, and institutional support systems must change accordingly.

104. The international community and, in particular, the relevant organizations of the United Nations system, can help to strengthen the capacity of national administrations in many



Developing countries and economies in transition to collect and effectively utilize labour market information. Greater assistance could be provided in the construction of appropriate indicators and the collection, compilation and analysis of the required information for policy purposes.

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

#### G. Enhancing the quality of employment

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

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

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

108. Fundamental to the quality of employment is safeguarding the basic rights of workers. Standards in such areas as the abolition of forced labour, freedom of association, the right to organize and to collective bargaining, equal remuneration, the abolition of child labour and the elimination of discrimination in employment have been widely ratified by Governments, but their application and enforcement can still be strengthened. Overall, only employment which safeguards the basic rights of workers should be promoted. Employment which does not meet minimum standards must be upgraded.

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

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

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

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

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

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

111. If a major policy goal is to gradually improve the overall quality of employment and to enable workers to move from low productivity, dead-end jobs to better quality jobs, then education and skill levels have to be raised for large segments of the labour force in many countries. Well-defined educational priorities and greater investment in appropriate education and training systems can enhance the quality of the workforce and improve its chances of holding better jobs. Experience has shown the value of promoting high-quality universal primary education in particular.

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

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

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

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

#### IV. SOCIAL INTEGRATION

##### A. Revisiting social integration

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

115. The aims of social integration are to enable diverse groups to live in productive and cooperative harmony and not to eliminate differences among them. A socially integrated society should be able to accommodate differences within a broad framework of shared values and common interests. The objective of social integration cannot be pursued at any cost but only in so far as it is consistent with basic human values.

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

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

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

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

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

119. Conflict resolution must include attention to social aspects of reconstruction, including encouraging processes and institutions which enable rehabilitation and reconciliation among previously hostile groups. Post-conflict recovery should not only include a resumption of development activities interrupted by hostilities, but address development with emphasis on social considerations. The support of the international community to the decisions and policies of nations aimed at consolidating solutions and for preventing the recurrence of conflict is essential.

### C. Ending discrimination in all its forms

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

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

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

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

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

### D. Promoting equal opportunity

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

Efforts on a wide front are needed to promote equal opportunity for all, especially in education and employment. Arbitration and conciliation procedures should be developed at local and national levels. Systematic evaluation of programmes to promote equal opportunity and of their effectiveness is needed, as well as a systematic exchange of national experience at the subregional, regional and interregional levels. Institutions conducive to social integration and encouraging and strengthening participative self-governance at decentralized levels should be promoted.

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

### E. Education as an integrating force

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

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

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

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

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

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

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

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

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

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

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

#### G. Responding with specific measures to special social needs

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

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

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

Affirmative action programmes could be considered.

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

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

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

129. Migrant children and second-generation migrants often face a particularly difficult situation. Having acquired the expectations of their local peers, they do not easily accept the

values of their migrant parents or willingly tolerate the hardships their parents have faced, and yet they are often confronted with lifelong discrimination as outsiders. While their parents are typically integrated into the host economy, although often in subservient roles, these young and second-generation migrants are often in danger of being marginalized or excluded from society; or they may be forced to repeat the subservient experience of their parents.

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

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

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

#### I. Bringing government closer to the people

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

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

#### J. Creating space for civil society

133. In all societies, the role of the non-governmental organizations, institutions, professional associations, civic groups, cooperatives, trade unions and self-help and community groups should be recognized within the broader efforts to maintain integration in changing societies. These institutions can play an important role in facilitating interaction between the individual, communities and governments.

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

Given the scarcity of resources, a priority for government action is support for the development of self-help organizations that may mobilize the people concerned, provide services and work with government to improve public services. Government can be instrumental in establishing an appropriate climate in which such institutions and initiatives flourish. To this end, it can enact legislation to review and simplify administrative practices that stifle opportunities, and carry out specific programs to support a wide range of citizens' and grass-roots organizations. The role of the cooperative movement also needs to be highlighted. Cooperatives, as essentially 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

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

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

136. The programme of action calls upon governments, private employers, non-governmental organizations, trade unions, workers, organizations, community groups, and all actors in civil

society to work for the achievement of the goals of the World Summit for Social Development. Governments, in particular, provide a stable legal framework, promote equality of opportunity for all, especially in education and employment, put an end to *de jure* discrimination and promote and encourage the growth of representative organizations of the civil society.

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

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

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

140. There also is a need for greater dialogue and cooperation between those organizations with responsibilities in the economic and financial field and those with a social mandate. In addressing the three core issues, the report has shown the close interrelationship between

economic and social forces and associated policy formulation. Social objectives can only be achieved if supported by economic policies that are equitable as well as efficient.

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

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

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

#### C. International cooperation for social progress

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

156. The mandate of the United Nations and of the Specialized Agencies for international cooperation and assistance on social development should be 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, universal primary education, health, population, refugees, advancement of women and the improvement of condition of children:

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

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

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

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

159. A few preliminary remarks can be made:

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

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

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

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

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

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

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

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

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

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

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

#### E. Mobilizing resources for social development

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

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

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

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

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

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

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

(b) The target for official development assistance (ODA), set at 0.7 per cent of the gross national product of industrialized countries, regrettably remains unimplemented barring a few exceptions. This target remains valid and should be implemented and enhanced; the situation and needs of the least developed countries should become a matter of increasing priority. In this connection, the targets for the LDCs as set out in the programme of action for LDCs should also be urgently implemented.

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

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

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

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

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

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

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

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

172. All Governments are invited to give, individually and collectively, careful consideration to the various ways of reducing tension and the resulting violence; such efforts would release resources which could be used for development purposes and would create a climate favourable to peace and social progress. States should take all necessary and effective measures to prevent, combat and eliminate terrorism.



### F. Organization, participation and empowerment

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



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### Observations of the European Union on the draft programme of action for the World Summit for Social Development as contained in Doc. A/CONF.166/PC/L.13

#### - Chapter 1 -

The draft programme of action as prepared by the Secretariat in its present form reflects the variety of proposals made during the first session of the Preparatory Committee. We expect the revised text to come out of the second session to be a significantly shorter, more focussed paper. It should contain more specific recommendations and less analytical observations. It should reflect in all its parts the interrelationship between the three core issues of the Summit.

#### Chapter I: An enabling environment

##### A. A Changing global situation

1. The opening analysis in para. 6 - 10 should be sharpened, the increasing globalization of social issues - with both positive and negative implications - should be made a central aspect of Chapter A. 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 processes of marginalization, both within countries and also among nations (marginalization of the least developed countries). Globalization also implies that the domestic economic and social policies of all countries are increasingly interrelated and influenced by external developments. The challenge is how to manage this process in a manner which enhances its benefits and mitigates its negative implications. In order to achieve this, international cooperation in an increasing number of policy areas, and in particular in the field of social development, needs to be reinforced.

2. Furthermore the analysis needs a stronger reference to national economies.
3. In the recommendation in para. 11 the impression should be avoided that appropriate international fora and arrangements for consideration of these issues do not exist. The problem is rather how to promote the necessary coherence and transparency between trade, monetary, financial and sustainable human development policies and how to promote cooperation between the main actors in these areas, namely national governments, the international community, regional and subregional organizations, the private sector including employers, employees and their unions, non-governmental organizations and other institutions of society as well as research institutions and the media.

#### B. Creating a favourable international economic environment

4. Both the title of section B and the content of the first paragraphs are too narrow in that they do not address the need to create not only a favourable international, but also a favourable national economic environment. Throughout the chapter more focus should be given to actions at the national level. This should then be reflected in the title, where the word "international" should be deleted.
5. Furthermore, the current international economic relations are presented in confrontational terms, accentuating differences and suggesting an opposition between different groups of states. Social development is not a contentious issue between "developed" countries on one side and "developing" countries on the other. A bipolar view neither reflects properly the specific situation of the economies in transition nor does it recognize the increasing diversity of and the growing gaps between and within developing countries. In our view the programme of action, in its introductory section on the global economic environment and the latter's implications for social development, should rather emphasize the common social features and the social effects of trade and financial patterns on all countries.
6. Para 15 should be redrafted to avoid the current negative presentation of both the Uruguay Round and regional economic integration. As regards regional agreements, there should be a clear recognition of their benefits for the expansion of trade, as well as the need for such groupings to be open to the outside world and supportive of the multilateral trading system. The key recommendation on trade in para 15 should be the need to promote enhanced access to markets and broad based global trade liberalization by all countries, the need to resist all forms of protectionism and unilateral action contrary to multilateral trade rules and to reduce the burden of external debt and debt servicing for the poorest and most indebted countries.

7. Because of their prominent role in the international economic relations, especially in relation to the economic weight of smaller countries, transnational cooperations as well as internationally acting companies should not only take advantage of the global market, but should also be conscious of their important role for social development.
8. Para 18 on structural adjustment takes the right starting point. The social dimension has to be fully integrated into the design and implementation of structural adjustment programmes. Mention should be made that, as experience by developed as well as developing countries shows, structural adjustment is rather a long-term process than a single decision.
9. We support the analysis concerning capital for future investment in para. 19, but the recommendation should also refer to the need to maintain an open framework for trade and investment, efficient financial institutions and to apply active competition policies.
10. As regards the issue of resources in para. 20, the language used requires careful consideration. We will come back to this at a later stage.

#### C. Creating a favourable political environment

11. We regard this chapter on the necessary political environment for social development of any given society to be of particular importance. As to para 21, we would like to point out that the state in the sense of the government could only be described as being both the expression as well as the guardian of the common interest if it disposes of democratic legitimacy. The state has of course a social dimension. This social dimension must be seen also in the context of democratic institutions, participation, and the protection and promotion of all human rights. The concept of human security as laid out in paras 27 to 28 expresses this idea. The analysis contained therein should be translated into an additional recommendation on the need to promote the rule of law, to improve transparency and accountability of governments at all levels and to ensure widest possible participation by all actors of society.
12. In para 24, a distinction should be made between the role of the State in meeting economic and social needs. As regards economic needs, the primary role of markets should be recognized. The essential function of the State is to create the appropriate legal and economic framework for

the efficient functioning of markets. As regards social needs (eg. health, education, etc....) the analysis in para 24 can be supported.

13. As regards para 25, we can go along with the call for supporting the interests of the weakest or most disadvantaged countries, with special attention being paid to problems in Africa and the least developed countries. We do not believe, however, that the "establishment of new international mechanism" is a suitable way to do so. The problem is rather how to ensure that these countries can benefit more from those mechanisms that are already in place.

14. Para 26 rightly emphasizes that the protection of fundamental human rights and democratic institutions are an essential element of social development. The recommendation should thus do more than merely encourage ratification of existing conventions in this field. They also have to be fully implemented.

15. In para 29 the terminology concerning the issue of the advancement of women should be improved by referring to the Nairobi Forward Looking Strategies and the review that is being undertaken in preparation of the Fourth World Conference on Women.

16. Para 30 on the relationship between long-term sustainable social development and peace should be somewhat more explicit on the need to reduce military expenditures, which would allow to devote increased proportions of public funds to social development.

17. Chapter C lacks a reference to the role of the media in promoting social development and to the importance of a free press and the freedom of expression in the political environment for social development.



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Chapters 2 and 3

**Chapter II - Reduction and elimination of wide-spread poverty**

**A. Promoting a global approach**

1. The European Union considers section A concerning the global approach to reducing and eliminating wide-spread poverty to be of particular importance. The fight against poverty must be the centrepiece of development efforts and become an integral part both in the preparation and the implementation of all development policies and programmes. Development cooperation must give a particular priority to restoring conditions for growth and poverty alleviation in the least developed countries and Africa, so as to avoid the marginalization of these countries from a globalized world economy.

2. Because international cooperation, whether within the UN-system or other multilateral or bilateral contexts, can only support national efforts by individual states, the EU welcomes that para 34 recalls in particular the overriding responsibility of national governments in this field. The objective of reducing poverty can be achieved in each country only on the basis of a clear and lasting political will based on national consensus and directed in particular towards reducing the uneven distribution of the benefits of growth and unequal access to productive resources and social services. It is essential to develop the capacity of the poor to provide for their own needs. The fight against poverty should be the joint task of government and all parts of civil society. It ensues from this basically political dimension of the fight against poverty that the democratization processes, the rule of law and the proper public administration, as well as the participation of the poor in the

process of political, economic and social decision-taking, are important conditions for the fight against poverty. Para 35 puts forward a number of concrete and very useful recommendations. That paragraph's mention of the productive potential of the poor and their possible contribution to economic growth is useful and could even be emphasized more strongly.

3. Para. 36 on discrimination of women and girls addresses a very important aspect of the fight against poverty and should be improved by referring to the preparations for the Fourth World Conference on Women.

There is continuing discrimination against women in access to education, literacy and skills training; in obtaining health and family planning services; and to credit and land. Violence against women is a major factor inhibiting the improvement in their role and status.

Much greater attention should be given to women's active contribution to development and to further promoting their advancement to leading positions as well as in decision-making. Their triple roles as producers, as carers of families and as managers of community resources should be acknowledged.

#### B. Access to productive opportunities

4. Strategies to combat poverty should promote a method of sustainable growth geared to the reduction of inequalities and the preservation of social integration links and be based on the strengthening of the productive capacities of the poor, inter alia through
  - the promotion of job-creating activities, including in small undertakings and craft industries
  - wider access to productive resources,
  - the promotion of a more equitable distribution of wealth and income, in this regard the role of national taxation system has to be stressed.

Special attention must be paid to informal sector, particularly in developing countries. Section B contains a number of detailed proposals on how to improve access to productive opportunities. The recommendations, however, seem to be too much focused on the rural poor, whereas the urban poor, the poor in countries in transition and those in developed countries are barely mentioned at all.

#### C. Access to public services

5. In social terms strategies to combat poverty should encourage access for the poor to basic social services so as to permit an improvement in their living conditions, the development of human resources, the redistribution of resources and the protection of the most vulnerable groups.

The draft programme of action quite rightly recalls throughout section C that many of the objectives mentioned here have already been agreed upon elsewhere.

The most important challenge for the Social summit lies not in the reiteration of broad commitments already undertaken many times, but to devise means of implementation and follow-up which succeed in giving substance to them.

6. In para. 51 more emphasis should be given to the issue of education, both as regards ensuring universal access to primary education, eliminating gender disparities and promoting educational and training programmes to increase the skills of the poor and to enable them to participate and exercise their rights. As far as the costs of access to primary education are concerned (para. 54), it should be recalled that art. 13 para. 2 of the International Covenant on Economic, Social and Cultural Rights already recognizes that primary education shall be available free to all.

7. The recommendation in para. 58 could be sharpened by emphasizing the need to assess and reform as necessary the redistributive effectiveness of the tax-system and of the public finances in order to expand public services, especially health and education services, to the poor people.

#### D. Reducing vulnerability

8. This section lacks a sufficient coherent analysis of vulnerability. We do not see the underlying conceptual approach to situations of vulnerability and strategies to prevent them from occurring or to reduce their harmful consequences. It is questionable whether the problems of quick emergency reactions, such as provision of food and medical aid to disaster areas, can be properly addressed in the context of the Summit. What has to be addressed in this section, however, is the problem of food security and of the linkages between the protection of the environment and the alleviation of poverty. The recommendations could contain the following proposals:

- Integration and coordination of efforts to protect the environment and efforts to alleviate poverty within the overall context of sustainable development;
- Increasing research on sustainable production techniques;
- Making use of the employment potential of conservation programmes;

In any case more mention should be made of actors other than the government, namely first of all the people themselves, but also other institutions of society.

E. Enhancing social protection

9. Para. 72 on formal social protection systems does not deal sufficiently with the fact that in many countries those systems only cover a minority of people and often exclude the poor, since these protection systems are usually employment-based. Whole sections of the population may thus not be covered at all.

10. Furthermore, well-functioning social assistance schemes are not only important for poverty alleviation, but are of major importance also for the issues of social integration and the prevention of marginalization which are discussed in other chapters of the programme.

11. Practical suggestions in section E, in addition to those in para. 81, might include the following:

- Providing appropriate assistance to single parents and their children;
- Protecting all children from abuse and exploitation;
- Support and adaptation of non-official systems of social protection and self-help institutions;
- Promoting social protection systems which give priority to the poor.

Chapter III - Productive employment and the reduction of unemployment

A. Rethinking policy

1. The European Union considers this chapter to be of crucial importance for the credibility and the ultimate success of the entire Summit. As outlined in the first parts of section A, employment also plays an important role in alleviating poverty and enhancing social integration, the other key issues of the summit. Unemployment is a problem of global dimensions which affects - to different degrees and partly for different reasons - all countries. The analysis of this common denominator for all policies concerning the fight against unemployment can be found in paragraphs

86, 87 and 89 - 92, but could be considerably sharpened. The economic facts are already well-known and do not need detailed explanation.

2. Reducing unemployment today necessarily requires increased employment opportunities on an unprecedented scale. Active labour market policies will be central to such a strategy and will require a radical new look at the whole range of available instruments which can influence the employment environment. The recommendations in para. 92 are generally acceptable, but could be complemented with the following:

- a) Governments should follow active labour market policies, in particular to facilitate the entering of young people into the labour force, as well as to enhance the skills of the long term unemployed, those in low-paid or unskilled jobs or those who are affected by restructuring of their current jobs or occupations.
- b) The mechanisms for dialogue among the social partners should give increased attention to their respective roles for job creation and income policy.
- c) International cooperation in the fight against unemployment should be reinforced through increased coordination of economic and social policies and the exchange of national experiences.

3. In terms of "rethinking policy" in the context of social development, thought might be given to enlarging the very concept of productive employment in order to cover all activities creating the social link necessary for a responsible participation in economic and social development. This is particularly valid in the field of training of youth, social services and all other occupations dealing with social integration.

4. If the expansion of productive employment is to contribute to social integration and a reduction of poverty, this implies that due attention has to be paid to the quality of employment. The expansion of jobs which violate the basic rights of workers such as, for instance forced labour, child labour and jobs which impose inhumane or exploitative employment conditions, is unacceptable. Such forms of employment creation will clearly aggravate rather than alleviate current social problems. The very idea of social development requires that Chapter III in general promotes the creation of productive employment which is freely chosen and which meets basic worker rights and advances social justice and development.

B. Stimulating Employment Intensive Growth

5. Section B deals with a very important challenge for all economies. We not only need sustainable economic growth, but new employment intensive patterns of growth. In view of the

challenge of turning growth into jobs, the recommendations contained in the first part of section B appear to be particularly insufficient. Para 95, in particular, appears to advocate achieving growth through a relaxation of anti-inflationary measures. It is true that, thanks to the determined actions of governments, inflation in industrialized governments no longer constitutes the problem it once did. However, it will always require close monitoring and, where necessary, firm pre-emptive action.

6. In our view, sustained employment intensive growth must be based on a sound policy framework combining
- the creation and maintenance of the proper macroeconomic framework,
  - structural policies aimed at increasing competitiveness, and
  - active labor market policies.

This section could start by emphasizing the need for action in these three areas. It could then focus in the two first sets of policies, since the third one will be further developed elsewhere in the text.

As regards macroeconomic policies, the following recommendation could be highlighted:

- a) 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. International cooperation towards these aims should be reinforced.
- b) 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.
- c) The creation of productive employment must be considered as a central objective and an explicit aim of macro-economics policies.

It is suggested that the analysis in 93 to 95 could be simplified and combined with the concept of the three sets of policy actions. The recommendations above could replace those included in para 95.

As regards structural policies, the following recommendations could be highlighted:

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

c) The regulatory environment in which business and consumers operate should be stable and predictable and place the minimum bureaucratic burden on economic operators.

d) In countries where the indirect costs of labour are comparatively high, consideration should be given to targeted reductions in the indirect costs of labour (statutory contributions), and particularly of less-skilled work, in order to achieve a better balance between the costs of the various factors of production.

7. However, other factors are also required to ensure that growth is employment-intensive. Foremost among the issues facing all countries are the successful application of new technologies, measures to underpin the dynamism of enterprise, particularly small and medium enterprises, and lifelong education and training of the work force.

8. The paragraphs on technical advances describe the consequences of technical progress on employment too negatively. Experience in developed countries shows that making full use of technical change may help companies to retain competitiveness and jobs. In many cases small and medium sized enterprises have proven to be particularly suited to profit from new technologies and production methods. There could be, however, a broader reference to the need to promote technologies which will save the maximum number of jobs or encourage or require the creation of new jobs as long as they have an equal effect on competitiveness and growth and an equal capacity to satisfy the current and foreseeable needs of society. Tools should be devised to determine the net impact of a wide range of technologies on employment.

#### C. Creating Employment through Enterprise

9. The European Union considers section C to be a good one because its main focus is on small enterprises and their dynamic potential for creating jobs and for being a source of ownership. While not underestimating the potential of the public sector, we propose that the introductory paragraphs include a general reference to the job-creating role of the private sector as a whole.

10. Section C does not address the eventual role that international cooperation could play in supplementing national policies in this field. A supplementary paragraph on new concepts of "integrated" development cooperation including direct support for small enterprises and cooperatives in developing countries, such as through training of personnel and credits, could round off the recommendations contained in this section.

#### D. Reviewing Sectoral Priorities

11. The expansion of employment also requires sectoral policies which stimulate investment, growth and employment in areas which have hitherto been neglected or bypassed by development. In many developing countries for instance, rural development policies (para. 108) are required which aim at a diversification of production and an expansion of the food processing industries and which favour the use of labour-intensive technologies in rural areas. Such measures include more investment in infrastructure, reform of land title in some countries in order to reduce ownership concentration and landlessness, and measures to improve rural women's rights to land and access to agricultural extension services.

12. As para. 112 concerning the environment forms part of the chapter on employment, the recommendation contained therein should mention more positively the potential that environmental concerns can bear for the development of new products and environmentally sound - new or traditional - production methods. Industries that position themselves in the expanding market for these products can be expected to create more jobs in these areas.

13. Para. 115 dealing with the service sectors appears to be inadequate both as to the analysis and to the recommendations contained. In developed countries the service sector generates a very considerable part of the GNP and employs a large part of the workforce. The implication that much employment in the service sector is "low-tech" or low paying is too negative. In view of the chapter on social integration much could also be said of social services. The recommendations could refer to the expansion of the service sector by removing regulatory obstacles and by liberalizing the international trade in services.

#### E. Redefining the Nature of Work and Employment

14. Seen in the context of the rest of Chapter III on employment, para. 116 on socially useful work seems to be somewhat defensively formulated. This part of section E could speak more positively of the necessary recognition by society of socially useful work. Para. 88 in section A actually already addresses this question in regard of other types of work undervalued by society. That paragraph should, in our view, be inserted in section E. At the end of para. 116 a recommendation could be added to encourage growth in the employment intensive care sector. Reconsideration of the concept of work should, however, fully respect gender equality and should not reinforce traditional stereotypes relating to the division of work between men and women, as para. 116 in its present wording seems to suggest.

15. Para. 116 in its present form also contains elements that rather have a bearing on the issue of social integration, the discussion of which could thus be transferred to Chapter IV.

16. The recommendation at the end of para. 117 on introducing greater flexibility in the division of a person's working life is acceptable; it should, however, not go at the expense of that person's social protection.

#### F. Focusing on specific needs

17. In section F we would like to see a clearer differentiation between the particular employment problems of young people, women, the elderly, the disabled and the long-term unemployed.

18. As to the situation of young people (para. 119), a more positive emphasis should be put on the creative and innovative potential that a well-trained youth holds for every society.

19. Elderly workers, only briefly mentioned in para. 120, should become the subject of a separate paragraph. Such a separate reference should point out the significance of the experience and knowledge of elderly workers. Recommendations should be made as to how to facilitate and to render more flexible their transition from working-life to retirement.

20. The draft programme of action should also draw attention to the special problems of disabled workers in seeking and retaining employment and to the problem of removing physical and social barriers to their employment.

21. The European Union wishes to underline the importance of the economic and social phenomenon of long-term unemployment, and in particular among older workers (para. 120). Both its causes and its consequences for the social integration of the unemployed and for the society at large should be addressed.

22. Para. 122, dealing with employment policies specifically designed for women, appears to be too weak. The underlying objective, namely to expand their opportunities for remunerated work and to integrate them into decision-making and mainstream economic activities, should be spelled out more clearly and should be accompanied by concrete proposals to this end.

23. The paragraph dealing with migrant workers (para. 121) should, in addition to pointing out the potential of migration in facilitating the transfer of skills, not overlook the fact that international migration often entails the loss of human resources for the countries of origin. The recommendation should thus also call on governments of countries of origin and of countries of

destination to seek to make the option of remaining in one's country viable for all people. To this end there should be, as indicated in the Secretariat draft, enhanced cooperation between countries of origin and of destination to address the root causes of migration. The fight against unemployment in potential countries of origin of migrants, through international cooperation for social development, is of particular importance. Here, the programme of action could draw on Chapter X of the draft programme of action of the International Conference on Population and Development.

#### G. Enhancing the Quality of Employment

24. Section G is again an important part of the programmes' recommendations on productive employment and the reduction of unemployment, as it addresses a wide range of potential objectives for an active labour market policy that aims at the creation of labour market conditions which facilitate an expansion of employment based on job-creating investment as well as adjustment to changing requirements and conditions. However, there has to be a balance between the flexibility required in order to adjust to changing market conditions, and security of income or of employment. In striking such a balance it is important to ensure that labour market regulation provides adequate social protection, particularly to the most vulnerable groups of workers, while at the same time facilitating mobility between jobs. The involvement of free and representative organizations of employers and workers in the establishment of labour market policies and regulations can facilitate the achievement of such a balance.

25. We suggest that the issues of training and education become the subject of a separate, considerably expanded section of Chapter III, to be placed after section B. In that context, the importance of better education and training for women and girls should be emphasized and elaborated upon. We would also like to see the issues of access of youth to employment, the need of continuous update of vocational training and of training of the long-term unemployed, the need to facilitate continuing training as well as the idea of developing new concepts of training for the most disadvantaged parts of the population to be addressed in that section.

26. Whereas we welcome the general thrust of para. 127, dealing with the protection of workers' rights, the recommendation should contain much more than a mere appeal to governments to observe the obligation flowing from international treaties which they have ratified. This part of section G has to be strengthened. Specific reference should be made to the International Covenant on Economic, Social and Cultural Rights (arts. 6 - 8), and to the ILO conventions on the protection of the basic rights of workers as well as to the role of the ILO in their implementation.

In this context para. 129 rightly recalls the specific conditions under which the informal sector operates. The concern for the informal sectors' ability to employing people should not, however, deviate labour market policies from the protection of workers' basic rights.



**UNITED STATES OF AMERICA**

1. With regard to the draft Declaration, the Government of the United States would like to offer the following views:

(a) The draft Declaration should acknowledge that, as the integration of the world's economies proceeds, the economic and social challenges nations now face increasingly are shared. It should stress that, because of this economic globalization, successful strategies to foster productive employment, reduce unemployment, alleviate poverty, and promote social integration increasingly are similar.

(b) The draft Declaration should emphasize that the empowerment of people through broad-based participation in, and access to, the economic, political and social life of all nations is a necessary condition both for the realization of effectively functioning democracy and open markets, and for creating an environment conducive to social development.

(c) The draft Declaration should emphasize the imperative to protect and promote human rights, the critical role of women in all aspects of social development, the need to equalize opportunities for people with disabilities, and the need to strengthen civil society, particularly in its ability to engage citizens in development from the grassroots.

(d) The draft Declaration should proclaim a global compact whereby all governments, international development agencies, and multilateral development banks commit to work for "continuous, sustainable progress" in attaining core goals in agreed-to time frames to ensure the provision of basic human development levels for all.

The list of goals to ensure a basic level of human development for all can be identified through discussions at the preparatory meetings leading up to the Summit. Examples articulated in previous documents, such as the World Declaration on the Survival, Protection and Development of Children from the World Summit for Children, the Framework for Action endorsed by the World Conference on Education for All, and the 1994 Human Development Report could serve as a useful basis for these discussions. We believe the basics consist of:

- \* Elimination of severe malnutrition
- \* Primary health care for all
- \* Safe drinking water and sanitation for all
- \* Basic literacy and numeracy for all
  - \* Universal primary education (with special focus on girls' education)
  - \* Adult illiteracy rates cut in half (with the female rate no higher than the male one)
- \* Universal access to safe and voluntary family planning and reproductive health services

With "continuous, sustainable progress" toward these basics assured, individuals would then have a chance to create a better life for themselves and their families.

(e) The Declaration should be a short, clear, tightly focussed document, as appropriate for signature by world leaders.

(f) Procedurally, after the outline of the draft Declaration and Plan of Action are agreed upon, discussion should move to the details of the draft Plan of Action. Discussion of the precise language of the draft Declaration should come last.

2. With regard to the draft Plan of Action, the Government of the United States would like to offer the following views:

(a) Democracy and open markets, including processes to encourage the widespread involvement of individuals in governance, the economy, and society at large, are the enabling environment for social development. This should anchor the draft Plan of Action.

(b) Another foundation for the draft Plan must be a commitment to promote sustainable development.

(c) The draft Plan should discuss effective strategies that states and other relevant actors can adopt to foster productive employment, reduce unemployment, alleviate poverty, and promote social integration.

(d) The draft Plan should also focus on strategies to implement the global compact on "continuous, sustainable progress."

(e) The draft Plan should discuss steps to further protect and promote human rights, empower women, equalize opportunities for people with disabilities, and strengthen civil society, particularly in its ability to engage citizens in development from the grassroots.

(f) The draft Plan should be short, clear, and tightly focussed.

(g) The Declaration and Plan of Action adopted at the World Summit for Children provide models of clarity and brevity which should be followed in preparing documents for the World Summit for Social Development.

August 18, 1994

35799

Mr. Chairman,

At the outset, on behalf of the Republic of Korea delegation, I would like to express my sincere appreciation to you for the personal commitment and devotion you have been making during this preparatory process for the Summit for Social Development. It is also my great pleasure to take this opportunity to commend the excellent job done by the Secretariat through this important exercise.

Mr. Chairman,

This Summit for Social Development will indeed be a historical occasion to integrate efforts and join forces of all actors of global community working for the cause of social development. As the first serious attempt of its kind made by the world community, the Summit should also be an occasion to bring forward the issue of social development as an agenda of the entire mankind, hardly less significant as opposed to the issues of peace, security and environment.

Now I would like to make several comments as follows. First, generally on the draft documents under consideration, while we believe both draft Declaration and program of action are well documented, covering comprehensively all relevant areas and tasks, it is our view that the draft Declaration be simplified to the extent that it may not lose its original message. With its

simplified and shortened form, the Declaration may better serve its purpose of disseminating the message of the Summit to the world citizenry, and enhancing the world-wide understanding of social development.

Regarding the Draft of Action Plan, we would like to suggest a rather drastic simplification and abridgment of the current version so that all overlapping and duplicating parts may be streamlined. However, we believe it is desirable to maintain the lay-out of the present document that consists of five sections.

Second, regarding three core issues, we support the view that there is an inextricable relationship between the problems of poverty, employment and social integration, which requires us to take a more integrated approach when addressing the issues. In addition, considering the causes and effects of these three core issues which are economic, social, political and environmental in nature, our common goal should be to achieve social development in accordance with the objective of "sustainable human development". And people-centred approach would have far greater and lasting effect in achieving stability and prosperity in all spheres.

In this connection, we would like to emphasize that in order to truly achieve sustainable social development, we should further efforts in creating democratic structures that promote participation by the vulnerable groups -- the poor, women, children, elderly, disabled etc. -- in the national planning

process. Social development can only be achieved through the active participation of all strata of society, both the national and at international levels, such as NGOs, the private sector, mass-media and intergovernmental agencies. While solidarity among actors both within and between nations should be promoted, systematic distinction between the national and international aspects of the issues should be fully taken into account in providing a framework for division of labor, thereby insuring greater efficiency and effectiveness.

Finally, regarding responsibility of governments, we believe that governments should elaborate further their national strategies for social development. Separate sectoral, issue-oriented and cross-sectoral policies and strategies should be integrated in national strategies, resulting in a mutually reinforcing effect. National strategies for social programmes should also include national target with time-frame, which are helpful in defining a problem more precisely and mobilizing necessary resources.

In addition, we strongly recommend that Governments reevaluate their national organizations and further integrate ministries and administrations responsible for 'social issues', into the overall development planning and decision-making process.

Thank you, Mr. Chairman.

## Reduction and Elimination of Widespread Poverty

1. On behalf of the Republic of Korea delegation, I would like to make several specific comments with respect to the paragraphs contained in Chapter II of the Draft Programme of Action.

2. Concerning the para. 41, we believe that the policy of land redistribution is only applicable in those countries which do not yet have established the land ownership system. Therefore, we would like to suggest that specific conditions governing land redistribution be included in the paragraph.

3. We also question the applicability of price guarantee system for the poor farmers, as recommended in para. 44. Considering the fact that such system requires difficult tasks of price discrimination and selective determination of products of poor farmers, we <sup>suggest</sup> urge that specific conditions be predetermined for the sake of fairness and to prevent such system from contradicting the idea of free trade.

4. Regarding the Section B, which is largely dedicated to the problems of poverty in the rural areas, we would like to recommend a reformulation to achieve a balance between our consideration of rural and urban areas, through consolidating paragraphs on rural poverty and further elaborating those on urban poverty.

5. As to para. 54, concerning education and health services for the poor, my delegation suggests more elaboration on adult education which involves vocational training as well as general education. In addition, we should elaborate on the effects of education on the self-esteem and confidence of the poor in improving their living standards and on the upward mobility of society.

6. Furthermore, we should consider the fact that women constitute the majority of the poor, and bear the heaviest burden in households living in poverty. In this light ~~of this fact~~, specific reference to the social protection programme for women should be duly included in para. 73 and be emphasized.

7. In conclusion, I would like to reiterate ~~the point~~ that we need to <sup>make further</sup> ~~remove~~ <sup>effort</sup> ~~irrelevant ideas and~~ consolidate <sup>valid</sup> similar parts of the Draft Programme of Action through careful consideration of the context in which we are working in, to avoid unnecessary duplication and increase efficiency and effectiveness of the programme.

## Productive Employment and the Reduction of Unemployment

1. As noted in the Draft Programme of Action, employment is a leading factor in social development and should be viewed as a major objective in achieving economic growth. The Government of the Republic of Korea believes that timely and effective action must be taken to reverse the current trend of "jobless growth", and to create a secure and prosperous socio-economic environment.
2. The promotion of employment, both in quantitative and qualitative terms, is the responsibility of all strata of our society, particularly of Governments and the private sector. Governments should give employment promotion the highest priority when formulating economic policy and designing development strategies. In this regard, Governments should give due consideration to the Employment Policy Convention adopted in 1964, noted in para. 93 of Chapter III. At the same time, corporations should recognize that quality jobs are a productive investment.
3. Our experience in economic development indicates that general education not only promotes access to better jobs, but also provides the basis for participation in many social and economic activities, while continuous retraining and skill enhancement significantly increase labour mobility and facilitate relocation.. It is the view of my Government that the importance of these key factors should be noted in one paragraph and further emphasized in Chapter III. Governments, the private sector and intergovernmental agencies alike should further support relevant programmes and policies, both financially and technically, while providing labor market information.
4. My Government would also like to reiterate the point made in para. 99 that the effective use of alternative technologies would lead to appropriate capital and

labor intensive production and to productive employment creation. We should highlight the important role of the relevant United Nation agencies in providing information on and facilitating access to new technologies, as well as assisting developing countries in linking their technology policy to employment

5. When considering the creation of productive employment, we need to view both the qualitative and the quantitative dimensions. As the global market and the comparative advantage of countries continue to change, we should further emphasize the idea noted in para. 97 that greater focus should be given to the creation of new and better jobs rather than protecting the existing ones. While securing employment, we should not sacrifice the rights of workers. My Government supports the view that the right of labor to organize and bargain must be maintained and upheld, and the informal sector enterprises and workers should be provided with information and guidance on how to reduce risks. Dialogues between governments, employers and workers' organizations must be promoted and facilitated.

6. Moreover, we must actively address the problem of unemployment among women, which is higher than that among men in many countries, and the problem of women who are not accounted for. In light of this, we must, as an international community, put the empowerment of women as priority in this Draft Plan of Action. We need to remove the barriers and improve accessibility for women to education and job training, as well as health services. Furthermore, my Government would like to suggest that para. 122 of Chapter III be revised to reflect the fact that the traditional notion of division of labour between sexes should give way to the equal rights and opportunities for both men and women, thereby encouraging the voluntary work-sharing between men and women, without being hindered by traditions that are gender discriminating.

7. In addition, my Government would like to further emphasize the value of household work in para. 88 through elaboration of the contribution of such work in the preservation of family value and overall stability of society. In connection, we also would like to note the importance of ensuring the rights of home-based and self-employed workers.

## 민간단체(NGO)입장 및 발언

## **Joint NGO Statement to the Second Preparatory Committee for the World Summit for Social Development**

The Draft Declaration and Draft Programme of Action for the World Summit for Social Development point to many major problems facing humanity today. They also put forward a number of actions that must be undertaken if poverty is to be eliminated, productive employment created, and social integration achieved. Their major weakness is that they seem to separate these questions and their solutions from the hard-core economic, financial and trade issues. In addition, they are voluntaristic: they do not prescribe concrete mechanisms for creating the enabling environment in which the objectives of the Summit can be achieved. Instead, they leave it to the discretion of forces that control economic and social decision-making.

### **Centrality of the macro-economic framework:**

The Drafts tend to underestimate the devastating effects of the macro-economic policy framework on human beings and the environment, and they omit putting forward concrete measures that would reverse the basic impediments, which include:

- the crushing external debt burden;
- structural adjustment conditionalities including cuts in public expenditures for social services and essential goods, devaluation of currency, liberalization, deregulation and privatization which taken together lead to diminished resources for health, education and social programmes, a reduction of workplaces, and devaluation of a country's resources, particularly the cost of labor;
- emphasis on export production as the engine of growth rather than production to satisfy domestic needs;
- the net transfer of resources from South to North as a result of debt servicing and interest payments, declining commodity prices and terms of trade, capital flight, repatriation of profits, stock market speculations, and the brain drain, all of which reduce internal resources available for human needs programmes;
- a new trade regime that will have adverse effects on many countries and population sectors;
- the decline in development aid;
- the widening gap between rich and poor both within and between nations – a concentration of wealth that is intensifying in both South and North;
- the sharply accelerating pace of robotization in manufacturing;
- the concentration of decision-making concerning production and investment in few hands;
- the weakening of the State and its decreased role in favor of the market; and
- the continuing drain on the world economy of military expenditures amounting to more than US\$1 trillion per year.

Failure to address the centrality of these questions and to take steps to reverse them will hinder social development and intensify all of the human and environmental problems that the Summit is addressing.

A critical analysis of the underlying causes of increasing poverty, unemployment, and social disintegration must be undertaken, obstacles in the institutional and policy framework must be clearly identified, and measures to reverse deteriorating living standards and mounting social problems in all parts of the world must be prescribed in concrete terms.

### **Jobs at decent wages:**

The drafts acknowledge that unemployment and underemployment are the essential