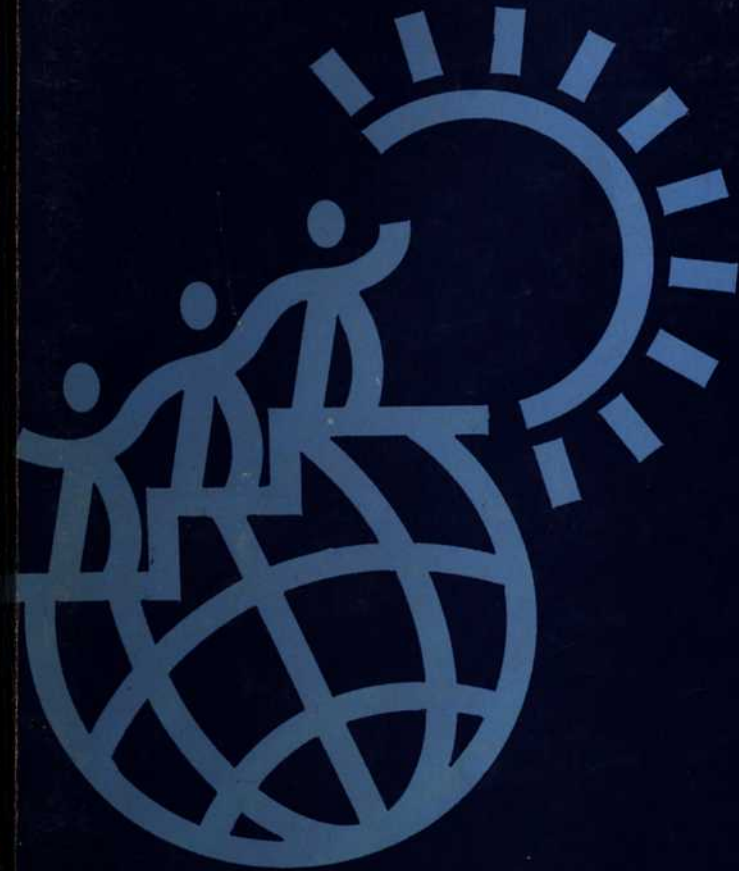


인간정보자료실
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사회개발정상회담(WSSD) 자료모음집

제2차 준비위원회 관련자료



인간사회개발한국포럼
Korea NGO Forum for Social Development

사회개발정상회담(WSSD)자료모음집

인간사회개발

인간정보자료실
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사회개발 정상회담(WSSD)
자료모음집

제2차 준비위원회 관련자료

인간사회개발한국포럼
Korea NGO Forum for Social Development

(WSSD) 사회적개발 정상회담
준비위원회
자료모음집

한국 NGO 포럼 사회적개발 정상회담

한국 NGO 포럼 사회적개발 정상회담
Korea NGO Forum for Social Development

사회개발 정상회담(WSSD) 제2차 준비위 관련
자료모음집

차례

가. 사회개발정상회담 소개 및 안내 문서

1. Why a Social Summit?

유엔 홍보국(DPI)에서 사회개발 정상회담(WSSD) 개최 배경 및 의제를 소개하기 위하여 만든 홍보용 글(3쪽)

2. Briefing on UN Conferences and the Role of NGOs by UN
Non-Governmental Liaison Service

90년대 접어들어 유엔의 주도하에 열리는 각종 세계회의의 현황과 진행과정 및 민간단체(NGO)가 참여할 수 있는 방법을 소개하는 8쪽의 문서

나. 유엔 문서

3. Executive Summary: Draft Declaration and Programme of Action (25 May 1994)
선언문과 행동계획 초안의 핵심적 내용을 요약한 글(8쪽)

4. Draft Declaration and Draft Programme of Action
(A/CONF.166/PC/L.13, 3 June 1994)

올해 1월 열린 1차준비위의 토론 결과를 토대로 작성된 선언문과 행동계획 초안 전문. 2차 준비위의 공식문서로 본회의에서 검토되었고 이에 대한 첫 수정안이 만들어졌다.

5. Elements for the Draft Declaration: Progress Report presented by the
chairman of the Preparatory Committee (A/CONF.166/PC/L.18, 31 Aug. 1994)
2차 준비위 기간 중 의장이 여러 그룹과 협상하여 선언문에 포함되어야 할 내용을 정리한
경과보고서. UNDP와 NGO의 다양한 진보적 제안들이 반영되어 있다.

6. First Revision of the Draft Programme contained in A/CONF.166/PC/L.13
(A/CONF.166/PC/CRP.2, 24 Aug. 1994)

선언문과 행동계획 초안에 대한 제안을 수렴하여 작성한 제1차 수정안. 2차 준비위 둘째주
간에 이에 대한 재검토가 있었고 제2차 수정안이 9월 말까지 작성, 배포될 예정이다.

다. 정부와 유엔기구 문서

7. Draft Programme of Action : Working Group of the Group of 27 of the Group of 77 (19 Aug. 1994)

행동계획 초안에 대하여 개도국을 대표하는 G77 가운데 G27의 공식 입장을 담은 문서.

8. Observations of the EU on the Draft Programme of Action
행동계획 초안에 대한 유럽연합(EU)의 입장을 담은 문서.

9. Statement on the Draft Declaration (U.S.A., 18 Aug. 1994)
미국정부 대표의 선언문 초안에 대한 입장.

10. Statement on Enabling Environment by South Korea

11. Statement on Poverty by South Korea

12. Statement on Employment by South Korea
한국정부 대표의 행동계획 초안의 Enabling Environment, 빈곤 및 고용에 대한 발언문.

라. 민간단체(NGO) 입장 및 발언

13. Asian-Pacific NGOs Response to the Revised Text of Draft Programme of Action
아태지역의 NGO가 행동계획 첫 수정안에 대한 입장.

14. Joint NGOs Statement by 35 NGOs (22 Aug. 1994)
유엔 협의자격을 가지고 있는 35개 주요 NGO의 입장

15. Statement of the German NGO Forum for World Social Summit
행동계획 초안에 대한 독일 NGO 포럼의 입장

16. Twelve Points to Save the Social Summit by about 40 NGOs (25 Aug. 1994)
2차준비위에 참여한 약 40여개의 주요 NGO의 입장

17. Statement by People's Alliance for Social Development (PASD)
사회개발 정상회담을 위해 결성된 전세계 NGO 연대망(PASD)의 입장

18. Position Statement by Japanese NGOs
일본 NGO의 사회개발에 대한 입장

19. Policy Proposals Concerning the IMF and World Bank by Japan Bretton Woods Coalition

일본에서 IMF와 세계은행으로 구성된 브레튼 우즈 체제의 개혁을 주장하는 NGO의 입장

마. ESCAP과 아태지역 NGO 문서

20. Preliminary Draft : Social Development Agenda for the ESCAP Region into the 21st Century by ESCAP (SD/RP/WSSD/1, 28 June 1994)

아태경제사회이사회가 아태지역의 사회개발에 대하여 정리한 「21세기를 향한 아태지역 사회개발 의제」 예비초안.

21. Draft Social Development Agenda for ESCAP Region into 21st Century (August 1994) 94년 7월 방콕의 ESCAP회의 결과를 토대로 작성한 「21세기를 향한 아태지역 사회개발 의제」 초안. 10월 마닐라 각료급 사회개발 회의에 제출될 문서.

22. Response of Asia/Pacific NGOs to the Preliminary Draft
예비초안에 대한 아태지역 NGO의 반응.

23. Asia/Pacific NGO Declaration for the WSSD (15 July 1994, Bangkok)
사회개발 정상회담에 대한 아태지역 NGO의 기본 입장을 담은 선언문.

부록

1. An Agenda for Development (Boutros Boutros-Ghali, 8 May 1994)

유엔 사무총장 부투루스 갈리가 유엔 총회의 결의안에 따라 만든 문서. 사회개발에 관한 유엔의 기본 입장과 사회개발 정상회담의 개최 배경을 담고 있다.

10. Statement on Funding Environment...
11. State and its...
12. Asia-Pacific NGO Declaration for the...
13. Statement on...
14. Joint NGOs Statement...
15. Statement of the German NGO...
16. Twelve Points to Save the Social...
17. Statement by People's Alliance for Social...
18. Position Statement by Japanese NGOs...
19. Policy Proposals Concerning the...

부부

1. An Agenda for Development...
2. Action...

14. Joint NGOs Statement...
15. Statement of the German NGO...

16. Twelve Points to Save the Social...
17. Statement by People's Alliance for Social...

18. Position Statement by Japanese NGOs...
19. Policy Proposals Concerning the...

사회개발정상회담 소개 및 안내문서



**WORLD
SUMMIT
FOR SOCIAL
DEVELOPMENT**

Copenhagen
Denmark
6-12 March 1995

**Attacking
Poverty**

**Building
Solidarity**

**Creating
Jobs**



UNITED NATIONS

Why a Social Summit?

To Attack Poverty

More than a billion people live in poverty—without jobs, without basic necessities, without hope. Most are in rural areas of Asia and Africa—although millions more can be found in the cities of the industrialized countries as well as the developing world. How can this condition, which afflicts women in disproportionate ways, be alleviated? How can the poor become productive members of society?

To Build Solidarity

Social inequalities and polarization are deepening. Can intolerance and racism be ended? How can regions torn by ethnic and national differences bring their people together? A theory and practice of social integration is needed, drawn from lessons learned around the world.

To Create Jobs

Jobs have become so scarce in most regions of the world that high unemployment may be turning into a permanent feature of the modern economy, swelling the ranks of the poor and undermining social stability. How can nations create new jobs—and ensure that they are not only plentiful, but productive and satisfying for all?

National leaders and delegations intend to grapple with these questions—and draw up a plan of action to address them—when they meet in March 1995 at the World Summit for Social Development in Copenhagen, Denmark.

"This will be the first time in the history of the United Nations, or the League of Nations, in which heads of State and Government will meet in order to deal with social development as a priority issue of the international agenda", said the chairman of the Preparatory Committee for the Summit, Ambassador Juan O. Somavia of Chile.

From the perspective of the United Nations, which is organizing the Summit, the

three interrelated problems of poverty, unemployment and social integration share something besides universal concern: the possibility that they can be solved over time through collective international efforts.

"We need an international conference, a summit, so that leaders of the world, public and private institutions and all citizens of goodwill can agree to mobilize their energy and intelligence for the achievement of common goals and the solution to pressing problems", said United Nations Under-Secretary-General Nitin Desai, whose Department for Policy Coordination and Sustainable Development is the home base of the Summit secretariat.

Putting People First

In many ways, Mr. Desai and others say, the Copenhagen meeting represents an opportunity to build on the accomplishments of the 1992 United Nations Conference on Environment and Development—the so-called Earth Summit. At that Conference, in Rio de Janeiro, more than 150 nations agreed that "human beings are at the centre of concerns for sustainable development".

Earth Summit leaders also concluded that preserving the planet for future generations will require nothing less than the eradication of poverty; appropriate population policies; the elimination of wasteful patterns of consumption; a supportive and open international economic system; and the participation of all concerned citizens—especially women, the young, indigenous peoples and local communities.

The ultimate goal of the Social Summit, Ambassador Somavia declared, is to help make "ordinary people throughout the world feel less insecure, less threatened and more dignified".

"The dignity of the human being is a great endeavour", he said. "It is an ideal well worth fighting for; a fundamental value to orient our life; a moral need for contemporary societies."

Coming in the 50th anniversary year of the United Nations, the 1995 Social Summit will

The world faces
a 'social and
moral crisis ...
of immense
proportions'

— Secretary-General
Boutros Boutros-Ghali

occupy a central position in a constellation of other United Nations-organized gatherings on global development issues. These include the 1990 World Summit for Children, the 1993 World Conference on Human Rights, the 1994 International Conference on Sustainable Development of Small Island Developing States, and the upcoming 1994 International Conference on Population and Development in Cairo, the Fourth World Conference on Women in Beijing in 1995, and the 1996 UN Conference on Human Settlements.

The World Situation

The world has witnessed unprecedented material progress in the last half of the twentieth century. But the benefits of this progress have not been distributed equally. The gulf between the haves and the have-nots has widened dramatically in recent years—between rich and poor nations, and between rich and poor citizens.

The persistence of poverty, exacerbated by increases in world-wide unemployment rates, has raised doubts about the likelihood of continued material progress into the twenty-first century. Combined with the environmental repercussions of unchecked population growth and reckless economic development, a grim picture has taken shape.

"Together with spectacular advances in science and technology in such fields as biology and genetics, the wounds blindly inflicted upon the environment by present systems of production and consumption are causing humankind today to have doubts about its future", said the United Nations Secretary-General, Boutros Boutros-Ghali. "This atmosphere of general uncertainty is compounded by a social and moral crisis which, in many societies, is of immense proportions."

Even in the most prosperous nations, the dimensions of this crisis are unmistakable: in developed countries where 1 of every 10 people of working age cannot find a job that pays a living wage, and where the young no longer see the usefulness of education; when tried-

and-true social values become suddenly obsolete, and when solidarity between individuals and groups is eroded, replaced by individual or political egoism.

In virtually every region of the world, there is rising insecurity brought on by the effects of crime, substance abuse and drug trafficking.

The Post-Cold War Reality

Although it once seemed a harbinger of peace, the end of the cold war has had a destabilizing effect. Cut adrift from the moorings of bipolar super-Power rivalry, many nations have become caught up in ethnic violence and civil warfare. People seeking better lives in new lands have fallen victim to xenophobically inspired terror.

Developing countries have lost the influence they once wielded as objects of cold war competition—and their leaders contend that they are inadequately represented in decisions on international trade and finance.

Meanwhile, international financial institutions—and a new world trade organization—have assumed larger roles in global affairs. But they have failed to halt economic deterioration in crisis-torn countries, much less distribute equitably the social and financial costs of restoring national economies to health.

"It is evident that with the end of the cold war, a new organizing concept is needed to replace the old order of the struggle against communism on one side and imperialism on the other", Ambassador Somavia said. "Shouldn't the improvement in conditions of life of people and the planet become the new organizing factor of international life?"

The Trend Towards Globalization

Globalization—the growing linkage of economic and political policies, trends, even modes of behaviour and consumer habits—is transforming the evolution of modern society.

The interdependence of economic and financial decisions, often via multinational corporations, has helped fuel a rapid expansion of

Development
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for everyone.

markets. But the benefits are not being apportioned equally, as in the case of developing countries that have not been able to share in globalized foreign investments. New forms of international cooperation must be devised that will make it possible for all to share in the positive aspects of economic globalization.

But the negative aspects of cultural and ethical globalization must also be dealt with. The eagerness of individuals and societies to embrace newly transnational tastes and aspirations—often no more profound than style of dress, food or choice of television programmes—shows how late twentieth century societies can grow by opening their doors to all creations of human intelligence.

But openness can also lead to homogenization, to the loss of traditional values and unique lifestyles—of individuality itself. The loss of intergenerational solidarity, and the bonds that unite communities, can create moral and cultural vacuums—and these vacuums become fertile ground for alienation and delinquent behaviour.

The enhancement of social integration will involve finding ways to reconcile openness and cultural change with pluralism and respect for tradition.

For further information, contact:
Department of Public Information
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United Nations
New York, NY 10017, USA
Fax: 212-963-4361

**Development as a
Common Thread**

The Summit's core issues of poverty, unemployment and social integration have been identified by the General Assembly as severe problems of modern society, whose solution is crucially important to sustainable human development. And development is central to the goals of the United Nations.

"Increased international cooperation for economic and social development would significantly contribute to the strengthening of international peace and security", the General Assembly declared in December 1992, in a resolution authorizing the Social Summit.

In another time and context, development—whether social, economic, cultural or sustainable—would have been simply termed human progress or human evolution, Secretary-General Boutros-Ghali said. As it is, they are all different facets of a single aim and a single process.

"We must integrate the previously separate concepts of peace and security on the one hand, and social and economic development on the other", the Secretary-General said. "Development must now be seen as part of the task of building a more secure and peaceful world for everyone."

Prepared by UN-Non-Governmental Liaison Service
for
Briefing on UN Conferences and the Role of NGOs

United Nations World Conferences

A. Introduction

The year 1995 is the 50th Anniversary of the United Nations. It is also the occasion of two major conferences which are attracting a great deal of public attention: the World Summit for Social Development to be held in Copenhagen, Denmark and the Fourth World Conference for Women to be held in Beijing, China.

Major world conferences usually have a minimum two-year preparation process during which the agenda, objectives and scope of the conferences and their outcomes are determined. Media attention and the focus of non-governmental organizations (NGOs) and women's organizations have traditionally been concentrated on the conferences themselves. There is, however, a growing interest in participating in and influencing the outcomes and decisions of world conferences.

Upcoming World Conferences

5-13 September 1994
International Conference on Population and Development
Cairo, Egypt

6-12 March 1995
World Summit for Social Development
Copenhagen, Denmark

4-15 September 1995
Fourth World Conference on Women
Beijing, China

3-14 June 1996
UN Conference on Human Settlements
Istanbul, Turkey

B. World Conferences

1. How do topics for UN World Conferences get chosen?

The topics, agendas, location and scheduling for world conferences are decided by the Member States of the UN, usually in one of two inter-governmental assemblies: the General Assembly (GA) or the Economic and Social Council (ECOSOC).

Often a single national government takes the lead to initiate a world conference. However, it can take years to develop the necessary broad-based support among a large number of States for the consensus needed to hold a conference.

2. World Conferences and international policy setting

World Conferences vary in purpose. They can be pledging conferences, conferences to adopt a plan of action, for standard-setting or problem solving.

In all cases the preparatory process and the conference itself serve the important function of generating public attention and political will. The more high-level the national government representation, the more active and committed the government may be in both preparation and follow-up. In recent years there has been more frequent use of the Summit, which involves heads of state and government: the World Summit for Children, the Earth Summit and the upcoming World Summit for Social Development.

* * * * *

The Role of NGOs in the international policy process

" One of the important tasks of NGOs is to bring international negotiations closer to individuals and local communities. Most citizens find their own governments and bureaucracies difficult enough to deal with. International negotiations in which governments speak to governments are even further removed from ordinary citizens, whose lives may be significantly affected by the decisions taken in these meetings.

" NGOs are in a unique position to bring local experience and the voice of local communities to the international policy process.

" NGOs provide expertise and information. Their ideas feed the evolution of international policy making. Their proposals can help to set the international agenda.

" As NGO participation in international negotiations increases, NGOs from diverse fields of activity and with different objectives are drawing closer to each other with the growing realization that the problems they are addressing are closely linked and require common solutions.

" Most NGOs find it a challenging balancing act to work for change "within the system" of the international policy process."

World Wide Fund for Nature WWF-International, International Advocacy Handbook, January 1994.

* * * * *

3. Outcomes of World Conferences

The outcomes of a world conferences usually include a declaration, a programme of action, and an outline of the means of implementation which primarily addresses funding needs and institutional measures.

A Declaration is a general statement of principles, which serves to set the moral tone and political imperative of the issue.

A programme of action, as the name implies, is a more practical, prescriptive outline or blueprint of steps which governments have agreed should be taken at the national, regional and international levels.

4. Who are the actors/decision-makers? Who is present/attends?

Governments are the official and only voting members of world conferences and their preparatory committees. They are the decision-makers.

Organizations of various types also attend and may influence the process, but do not vote. These include liberation movements (eg PLO), the Holy See, UN agencies, other international organizations, and NGOs.

5. Government delegations

The size and composition of government delegations are determined at a national level and can vary greatly. In general, government delegations include senior ministry representatives, technical experts, representatives from the mission or embassy where the meeting is held, and occasionally an NGO representative. For major conferences the head of the delegation is usually a minister of the appropriate lead ministry or the Foreign Minister. For summit-level meetings the Head of State and Government generally leads the delegation.

NGO representatives have increasingly been included on government delegations. This has increased the access to information and influence of some NGOs. It has also raised questions of NGO accountability to their constituencies. Some NGOs feel uncomfortably constrained by being on a government delegation, others value the added influence which this can provide. The role of such "NGO-delegates" varies widely: some only receive a government pass, others are drawn in as near-partners in the delegation's decision-making and planning processes.

Government statements

Many governments prepare and deliver a statement which outlines their policy and positions. These are usually delivered in the "General Debate".

Not all governments make statements at world conferences, and several government groupings have evolved over the years for the purpose of presenting collective statements and positions.

Government negotiating groupings

The following are some of the groupings of governments which have evolved within the UN system, and which will be active, to varying degrees, during a World Conference and its preparatory committee meetings. Some of these groups have existed for a long time and are well-established in the UN system (G77), some are formal institutions both within and outside the UN system (EU), others have developed more recently.

Arab Maghreb Union: Algeria, Libya, Mauritania, Morocco, Tunisia

CANZ: Australia, Canada, New Zealand

CARICOM [Caribbean Community]: Antigua & Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts & Nevis, Saint Lucia, Saint Vincent & the Grenadines, Trinidad & Tobago

Eastern Europe [the status of this group is unclear]: Armenia, Belarus, Bulgaria, Czech Republic, Georgia, Hungary, Kazakhstan, Kyrgyz Republic, Republic of Moldova, Romania, Russian Federation, Tajikistan, Turkmenistan, Ukraine

European Union: Belgium, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, Netherlands, Portugal, Spain, UK

Group of 77: Caucus of 130 developing countries

NORDICS: Denmark, Finland, Norway, Sweden

6. Role of the conference secretariat

A conference secretariat is designated to service and administer a world conference. It services the meetings and negotiations between governments, prepares background and substantive papers, co-ordinates the contributions of agencies, programmes and funds of the UN system and handles the participation of NGOs. The secretariat also has a variety of tasks which include practical arrangements for meetings rooms, interpretation services, speakers' lists, etc.

Conference Secretariats and addresses

International Conference on Population and Development Secretariat
NGO Section
UNFPA, 22nd Floor
220 East 42nd Street
New York, NY 10017, USA
Telephone: (1 212) 297.5260
Fax: (1 212) 297.5250

World Summit for Social Development
UN Secretariat
2 UN Plaza, 10th floor
New York, NY 10017, USA
Telephone: (1 212) 963.4842
Fax: (1 212) 963.4324

Fourth World Conference on Women
2 UN Plaza, Room 1204
New York, NY 10017, USA
Telephone: (1 212) 963.3140
Fax: (1 212) 963.3463

C. Stages in the decision-making process

1. World conferences each have their own characteristics but there are several main stages which are common to all:

- A UN resolution is passed (usually by the General Assembly), which calls on Member States and the UN to hold the conference, and also outlines the goals, agenda and the preparatory process;
- preparation of UN documentation by the Secretariat to provide governments with a common basis of information on the issues under consideration;
- national level policy-setting;
- preparatory committee meetings involving all member States in negotiations are held at intervals throughout the preparatory process;
- intergovernmental regional meetings serve to formulate a common approach, set priorities for the region;
- expert group meetings, in which members serve in their personal capacity rather than as representatives of their government's foreign policy can help to deepen the treatment of particularly complex issues or major topics on the agenda;
- the world conference itself;
- implementation, monitoring and review.

2. The preparatory process is the key time for NGOs to become officially accredited to the conference and its preparatory committee (precom) and to identify other NGOs who are active on the issues before the conference.

3. NGOs and women's organizations have traditionally concentrated their attention and resources on the world conference itself and on their own parallel activities. However there is growing interest in influencing the outcome of the official conferences which requires influencing the preparatory process as well.

4. At least 60% of the final outcome of a world conference can be determined during the preparatory process. The preparatory process provides an opportunity to influence individual and collective government positions and contribute to the papers and documents prepared by the Secretariat.

D. Preparatory Committees (Prepcoms)

1. The major task of the prepcom is to initiate and progress with the negotiations towards the adoption of the final documents.
2. The prepcom is established in the same way as the conference, in that it is composed of representatives of governments and is serviced by the Secretariat. It is sometimes "hosted" by a regular and related inter-governmental meeting.

3. The first substantive session of the prepcom has the task of determining the basic elements and hence the scope of the final outcome of the conference. It will also make some progress on the structure and form of the final document, whether it will be a declaration or a convention or a set of principles. In the early stages there are opportunities to influence the agenda and add items.
4. The final preparatory committee meeting will be dominated by negotiations between member states on the substance. At this stage in the process it is difficult to add new agenda items. The work among member states is concentrated on negotiations usually on texts drafted by the Secretariat and/or the Chair of the prepcom and working groups.
5. Sessions of a prepcom take from 1-4 weeks each, and are primarily held in New York or Geneva.
6. The preparatory process is one of building commitment to the agreement being sought. While negotiations take place, government representatives and diplomats are frequently and regularly consulting with their relevant national ministry. The ministry decides how to respond, whether to adjust the policy and write the changes into its plans, whether to accept or make an offer, and when and how far to compromise.

E. Intergovernmental negotiations

At each inter-governmental meeting, the procedure of debate and negotiations follows a similar pattern.

1. The selection of a Chairperson, vice-chairs and rapporteur and the adoption of the agenda, usually on the basis of papers prepared by the Secretariat. These are "organizational" issues.
2. A "general debate" of government statements which are usually prepared or approved at the national level, UN agency statements and often NGO statements.
The preparation of these statements at the national level provides an opportunity for NGO input and response to the policy directions.
3. Not all 184 member states make a statement. There are a number of country groupings based on regional and special interest. (See government groups listed above.)
4. Responses to government positions articulated in the official statements, and the more detailed work of finding consensus on actions are usually undertaken in a working group or a negotiating group rather than in the plenary. Some of the sessions of the working group are closed.
5. Sometimes NGOs have access to these meetings, sometimes not. This is an area in which we can see the changing nature of UN-NGO-government relationship. NGOs are increasingly active in these sessions.
6. The decision-making process, from the plenary through the working and informal groups, aims to reach consensus among member states, and takes the form of protracted negotiations and compromises to reach decisions and resolutions. This process and the results are contained in a report adopted at the conclusion of the meeting.

7. There are varying degrees and types of informal meetings. Much of the government discussions and virtually all negotiations take place in informal groupings of various sizes. Generally, the closer to term, the smaller the group of delegates, and the less "official" the sessions. The Chair of the group and groups of delegations may hold discussions in a small conference room, her or his office, in the corridor or "over coffee" -- and such meetings are of course not announced in the UN Journal of meetings.
8. Towards the end of a session, negotiations frequently go late into the night. All-night sessions are a possibility and the Secretariat often ends up working all night to produce the latest version of the text under negotiation.
9. The aim is to end up with a text to which all governments agree - ie consensus. Consensus is intended to bring universal implementation. It can also result in an agreement which all can accept and none is committed to.

F. Documentation

There are many different types of documents, formal and informal, which are used in a conference process: background issue reports from the UN and governments, reports of relevant meetings, draft negotiating texts, final agreed texts and reports. Understanding which texts are reports and which are subject to negotiation is important for efficient use of time.

1. The UN and governments prepare papers and reports in advance which address the issues and priorities and offer possibilities for action.
2. In preparation for world conferences and/or to report on action taken, governments often submit a national report, the preparation of which can offer opportunities for NGO monitoring and input.
3. The report and recommendations of regional meetings and expert group meetings are contained in appropriate reports and submitted to the prepcom.
4. UN agencies also contribute information, analysis and recommendations to the process in the form of reports.
5. UN Secretariat reports are usually denoted as a Report of the Secretary-General, are prepared in advance and usually provide background information on issues. On a few occasions they are used as the focus for government negotiations.
6. It is difficult to exaggerate the importance of documentation as the main tool and focus for communication and consensus-building in inter-governmental negotiations.
7. Various techniques and types of papers are used to further negotiations among governments and seek a consensus text. These include chair's papers, conference room papers (CRPs), non-papers.
8. Once agreement has been reached, the results come out in the form of the report, resolutions and decisions of the meeting.
9. For major conferences these may include declarations or charters.

G. NGO accreditation

All non-governmental organizations (NGOs) already in consultative status with the Economic and Social Council (ECOSOC) are automatically eligible to participate in world conferences. They must however indicate their interest in doing so by writing to the appropriate secretariat.

Other NGOs can also participate by applying and demonstrating their relevance and competence to the themes of the conference. They are generally required to include the following information with their application:

- copies of the latest annual report and the most recent budget;
- copy of constitution and/or by-laws and information on governing body composition;
- proof of the non-profit nature of the organization;
- a short statement of how the organization's activities relate to the Conference, a description of membership and location of headquarters.

Accreditation brings the following:

- a grounds pass to enter the UN building;
- access to documents;
- access to the conference rooms where the deliberations are taking place;
- the opportunity to deliver oral and written statements;
- the opportunity to discuss issues and positions with relevant delegates and staff.

The guidelines and criteria for NGO participation in world conferences and their preparations are determined by UN General Assembly and conference resolutions.

Prepared by UN-NGLS
for WSSD 2nd prepcom
18 August 1994

유엔문서



**World Summit for Social Development
Preparatory Committee
Second Session, New York
22 August - 2 September 1994**

25 May 1994

**Secretariat of the
Social Summit**

EXECUTIVE SUMMARY

DRAFT DECLARATION

AND

DRAFT PROGRAMME OF ACTION



UNITED NATIONS

25 May 1994

Secretary of the
Social Summit

Note

1. The Draft Declaration and Draft Programme of Action (A/CONF.166/PC/L.13) are to be considered by the Preparatory Committee in August 1994.
2. At the request of the Committee, these documents are to be issued at the beginning of June 1994 in order to generate as large a debate as possible within the international community before the August session.
3. Following the meeting of the Preparatory Committee in August, the Draft Declaration and the Draft Programme of Action will be reformulated for submission to the same Committee in January 1995. Then, texts will be proposed to Heads of State and Government in Copenhagen in March 1995.

DRAFT PROGRAMME OF ACTION



DRAFT DECLARATION

1. The Draft Declaration defines social progress as respect for the dignity of each human being, material and spiritual development of each community, and solidarity among groups and nations.
2. It states that social progress should be a priority for the international community, is possible to achieve, and requires the concerted efforts of all concerned: governments, the civil society, international and regional organizations.
3. Current social problems are outlined in the document - poverty, lack of remunerative employment, violence, social disintegration - which suggest that the moral fiber of contemporary societies is weakening.
4. Major trends - positive, negative, and mostly ambivalent - are also outlined: access to freedom and autonomy of large number of people, end of apartheid, progress in the equality of women, better relation of mankind with the environment, "globalisation" of communications, exchanges, technological advances and economic decisions, risk of increased uniformity.
5. Social progress requires placing the human person at the centre of all thinking and all decisions. It also requires a greater solidarity between individuals, groups and nations. Solidarity is a moral imperative and a source of mutual enrichment.
6. Each nation is invited to set a target, with a precise time horizon, for the elimination of extreme poverty. It is also stated that inequalities of all types should be reduced.
7. The right to work and, in economic terms, full employment, are presented as legitimate objectives. Employment should be at the centre of all economic and social policies and should be a major aspect of the strategies of private enterprises. Entrepreneurs have responsibilities for the common good.
8. Social integration, or the capacity of people to live together harmoniously, is presented as the major question of our time. There is a continuum between the various levels of integration, from the family to the international community.
9. Responsibility, freedom, and solidarity, are mentioned as the three core values of a renaissance seen as necessary on the eve of the twenty-first century.
10. The last point of the Draft Declaration is to stress that the implementation of the proposed Programme of Action, and, more generally, social progress, requires the active involvement of all actors.

DRAFT PROGRAMME OF ACTION

The Draft Programme of Action has five parts:

- I. An enabling environment
- II. Reduction and elimination of widespread poverty
- III. Productive employment and the reduction of unemployment
- IV. Social integration
- V. Means of implementation and follow-up

I. AN ENABLING ENVIRONMENT

1. There is an increasing interdependence resulting from the rapid expansion of global markets, improvements in technologies and communications, and global scope of many problems including threats to the environment, organized crime, drug trafficking, as well as greater movements of peoples.
2. The capacity of governments to make independent policy decisions has been reduced; multilateral, cooperative action is required.
3. To create a favourable economic environment, the following measures are recommended:
 - With regard to trade, the products of many developing countries continue to face trade barriers; the work programme of the World Trade Organization should include specific processes to reduce such barriers, especially for the least developed countries;
 - As debt servicing represents resources which could be better spent on social programmes, debt reduction remains a priority; action should be taken on the specific proposals already tabled and on new initiatives to reduce the debt for African and least developed countries;
 - Structural adjustment programmes ought to be tailored to the conditions of individual countries, ought to include a full examination of alternative measures to achieve macroeconomic stability, and ought to emphasize a fair sharing of the burden of adjustment among the various social groups;
 - Official Development Assistance remains important; the target of 0.7 percent of GNP of donor countries for ODA should be respected; the rules and procedures governing ODA should be made more amenable to social programmes;
 - Private capital should also be increasingly geared towards socially desirable investments and activities.

4. To create a favourable political environment,

- Greater attention should be given to the role of the state as the guardian of the common interest;
- A greater reliance on market mechanisms is a positive development; accountability and responsibility of all actors on the market scene should be defined at the national and international levels;
- Shared common values, acceptance of fundamental human rights - including through ratification of existing conventions - should constitute the base for international cooperation;
- Referring to the Agenda for Peace and the role of the United Nations in peacekeeping and peacemaking, the Draft Programme calls upon governments to consider ways to reduce tensions and violence, and to release resources currently utilized for military purposes.

II. REDUCTION AND ELIMINATION OF WIDESPREAD POVERTY

1. A global approach to the reduction and elimination of poverty is advocated. This approach would entail:
 - The shaping of macroeconomic and social policies around the objective of reduction of poverty (in many cases, reduction of unemployment or under employment will be the same as reduction of poverty);
 - Integration of specific anti-poverty policies in development strategies;
 - The mobilization of all actors in the development process for the elimination of poverty;
 - Access of the poor to opportunities and productive assets.
2. The access to productive opportunities is presented as a key element of anti-poverty policies.
 - The rural poor needs access to credit, land, water, and market information;
 - The informal sector ought to be supported through appropriate regulations and credit policies;
 - Forceful policies are required to break the vicious circle which characterises the situation of poor women who are both fully occupied and unable to get access to productive resources.
3. Access to basic public services is also a condition for the reduction of poverty; education and health services remain particularly critical.
4. Food insecurity and other forms of vulnerability call for immediate action by local institutions, governments and international agencies.
5. Those who cannot support themselves, because of disability, old age, unemployment, or other causes, have a right for assistance and protection; one of the roles of governments is to provide such protection.

III. PRODUCTIVE EMPLOYMENT AND THE REDUCTION OF UNEMPLOYMENT

1. To place employment at the centre of development strategies means in particular:
 - Reformulating national and international economic policies;
 - Broadening the conception of work, as recognized by society, and creating opportunities for participation in work life;
 - Revisiting the traditional division of the life cycle into three distinct periods of education, work and retirement;
 - Considering that more jobs, and jobs of a better quality, are essential to the functioning of societies.
2. There is a need to improve the employment content of current patterns of growth. In particular, the effect of unemployment, of technological changes should be anticipated and, to the extent possible, planned.
3. Small enterprises and cooperative business enterprises should and can generate more employment, provided unnecessary legal and regulatory obstacles are removed.
4. Sectoral priorities should be adjusted to national circumstances; in some cases, more employment can be created in the agricultural sector.
5. It is possible to promote employment through the expansion of socially useful work and through work sharing arrangements.
6. The specific needs of young people, women workers, long term unemployed, disabled workers, indigenous peoples and migrant workers, ought to be recognised; governments should ratify the existing instruments pertaining to migrant workers.
7. The expansion of basic education, and the reorientation of vocational training and apprenticeship programmes, are requirements for more and better employment opportunities.

IV. SOCIAL INTEGRATION

1. The objective of social integration is not to eliminate differences but to enable different groups to live together in productive and cooperative harmony.
2. Social integration must be founded on internationally accepted human values and norms.
3. Social integration cannot be achieved through coercive means; it requires the free and active participation of individuals.
4. Discrimination in all its forms must be eliminated to achieve social integration based on equality and a respect for human dignity.
5. Education and employment are key factors for social integration.

6. Access for all to basic education is vital to the fostering of shared values in society; enabling girls to complete their education is of fundamental importance; special attention needs to be given to the provision of school facilities for children in a disadvantaged situation.
7. Policies for the disadvantaged groups should be designed so as to secure and retain public support on a scale commensurate with needs.
8. Policies to protect migrants and to promote decent conditions for them will enhance their contribution to the host society; migrants once admitted have the right to the full protection of the laws of the host society.
9. Government services have to be brought closer to the people; one approach is devolution or decentralization.
10. Space must be provided for the free interplay of the various actors of civil society.

V. MEANS OF IMPLEMENTATION AND FOLLOW-UP

1. National governments have a key role in implementing and monitoring the recommendations of the Summit, taking fully into account the involvement of the civil society and the participation of all citizens in the development process.
2. Policies for social development and social progress - including with regard to the three core issues of the Summit - are both sectoral and cross-sectoral, and have strong economic components.
3. Governments are invited to elaborate "national strategies for social progress". These will reflect national priorities and targets within the objectives and principles adopted by the Summit; governments are also invited to review their institutional arrangements so as to ensure "equal treatment" to ministries and administrations responsible for social programmes.
4. Solidarity requires increased transfers of resources from the affluent to the poor, both within and among nations.
5. International cooperation for social development should be expanded, for governments as well as other institutions, including trade unions, cooperatives, professional and trade associations, and academic and research institutions. The exchange of experiences offers an extremely useful domain for such cooperation.
6. A Youth Voluntary Service to the community at the world level should be considered 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.
7. The role of the United Nations and of the United Nations system to promote cooperation for social progress should be reviewed. There are a number of requirements to take into account:

- While social issues are becoming more and more important, the role of the United Nations is less significant than it was a few decades ago;
 - A greater visibility needs to be given to social development and its problems;
 - The Commission for Social Development needs to be "revigorated"; the added value of the Commission, as well as that of ECOSOC, to the General Assembly mandates and functions on social development, is minimal;
 - There is still a need for an integrated approach to social, economic, cultural, and political issues, although the experience achieved suggests that the "integration" has been detrimental to both the visibility of social issues and the quality of social programmes;
 - The specialized agencies - notably ILO, UNESCO, WHO and FAO - as well as the United Nations programmes - notably UNDP, UNICEF and UNFPA - should continue to contribute to cooperation for social development within their mandates; the same applies to the World Bank and the IMF. The core of the problem, with regard to enhancing international cooperation for social progress, would appear to be within the United Nations (see for instance the absence of an overall report on the "state of the world" from an economic, social, cultural, environmental and political perspective);
 - The role of the General Assembly for policy discussion on development matters - including social - should be enhanced;
 - A partial solution would be to entrust the United Nations with the implementation of specific programmes stemming from the Social Summit (on social integration, on the reduction of poverty, on the economic and social facets of the employment problem, etc.).
8. Social development requires the mobilization of all available human and physical resources; poverty is not only a scandal, but also a waste; the same applies to excessive inequalities. Social development also requires the development and proper functioning of a large number of institutions.
9. Financing is an added requirement:
- At the national level, a review of existing priorities in the allocation of resources will be encouraged;
 - It should be noted that the 20/20 proposal (20 percent of government expenditure in developing countries for social sectors and 20 percent of development aid to the same social sectors) relates to the consent of "human development". The reduction of poverty and the creation of employment opportunities, as well as some facets of social integration, pertains to development as a whole;
 - New financing mechanism should be developed to address global problems such as HIV/AIDS, drug trafficking, organized crime, and food security.

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

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

Note by the Secretary-General

1. In accordance with General Assembly resolution 47/92, the World Summit for Social Development will be convened in Copenhagen from 6 to 12 March 1995.
2. The Assembly established a Preparatory Committee for the Summit, open to all States Members of the United Nations and members of the specialized agencies. At its first session, held in New York from 31 January to 11 February 1994, the Preparatory Committee requested the Secretary-General to prepare for its second session a draft on the expected outcome of the World Summit, consisting of a draft declaration and a draft programme of action. The Committee decided that the draft declaration should be in three parts and the draft programme of action in five parts, and that these two documents should be issued not later than 1 June 1994. The draft declaration and the draft programme of action are annexed to the present note.

Annex

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DRAFT DECLARATION

Meeting at Copenhagen at the end of a twentieth century marked by many atrocities and attacks on human life and dignity, and also marked by spectacular advances of the human mind in the scientific and technical area,

We, Heads of State and Government who have come from different regions of the world and represent peoples who are rich in their history and culture, and in their common humanity,

Affirm that social progress is built upon respect for the dignity of each person, development of the material and spiritual well-being of each community, and the solidarity which must bind groups and nations,

Proclaim that peace in the world, collective and individual security, and the protection of our environment will be the result of this global development of mankind based upon responsibility, liberty and solidarity,

Proclaim also that social progress is the supreme objective of the international community and of each of us and that, through the combined efforts of everyone, it can be achieved.

I

1. We observe that there are wide-ranging social problems in most contemporary societies:

Poverty and destitution still afflict a very large number of our fellow citizens; in some of our countries, a majority of the population has no access to the essential goods which make it possible to live a decent life; too many men and women, including some in prosperous countries and regions, have no hope for a better life, either for themselves or for their children;

An acute form of poverty, which causes suffering and sometimes leads to despair and alienation, is that experienced by many men and women who are unable to find work which would enable them to earn their livelihood and participate in the life of society; work is a fundamental aspect of the human condition; under-employment and unemployment destroy the balance of the individual, the family and society;

Social relations - the capacity of human beings to live harmoniously in society - are being undermined by a moral and intellectual crisis which is affecting contemporary cultures to varying degrees: racism, xenophobia, numerous forms of discrimination, and contempt for or rejection of others persist or are reappearing in many places; brutal or malicious violence too often characterize relations among individuals, groups and nations; it is sometimes glorified, instead of being denounced as threatening the very essence of our civilizations;

2. The moral fibre of contemporary societies is being eroded:

Ethical and spiritual emptiness is often offset by the pursuit of individual or national interest without regard for the needs of others and the common good; individuals, groups, communities and entire nations are left by the wayside in our common adventure, in the name of short-sighted economic rationality and the pursuit of progress viewed exclusively in material terms; the loss of a sense of cultural identity, the weakening of community spirit, the gulf which too many of our fellow citizens perceive between themselves and the political, economic and scientific institutions and authorities which, none the less, directly affect their lives, give rise to feelings of extreme insecurity; a culture of the present, based in part on the feeling that everything, including our planet, is precarious and fragile, pervades the thinking of the last decade of the twentieth century;

We fear that this social, cultural, and moral crisis which affects our countries in very different ways but to which no one is completely immune, may jeopardize democratic institutions and respect for the fundamental rights of the individual; the splintering of communities, the weakening of allegiances, insecurity and the fear of others and of the future engender authoritarian temptations and give rise to calls for solutions of withdrawal and rejection which seem attractive in their simplicity but which in reality tear apart our societies;

3. We also observe changes in the political, social, economic and scientific spheres which, whether positive or ambivalent, at all events have far-reaching effects on contemporary societies and serve as reference points for thought and action;

During the second half of this century, the world political scene has undergone spectacular upheavals as a result of decolonization and the changes in Central and Eastern Europe. Many peoples have gained control of their destiny. Sometimes at tragic cost, areas of autonomy and political responsibility have been opened out. We must work together to ensure that this freedom gives rise to a rebirth of ideals of social justice, equality before the law and access for all to the fruits of human activity; such rebirth is essential to the solution of the problems of our societies;

The elimination of apartheid and the birth, through dialogue and elections, of a new multiracial society in South Africa represent a triumph for mankind; we pay tribute to those who contributed to this work of social integration and hold up their courage and sense of responsibility as an example for future generations;

The slow but far-reaching transformation of the political, legal and cultural aspects of the situation of women in society is one of the most striking features of this twentieth century. All the legal and cultural obstacles to the fullest equality between women and men must be eliminated. This equality implies, for example, a more equitable division of duties, obligations and responsibilities in respect of daily tasks and the education of children; all too often women bear the main day-to-day burden

and have very little voice in the decisions made by communities and nations; the ethic of responsibility and solidarity which we believe necessary for the world implies equality and the full participation of women in public affairs; the future of our societies and social progress are linked with the situation of women in the world;

The relationship of man with his environment, whether natural or modified by human work, has also undergone far-reaching changes over the past few decades; some of our civilizations, which have perhaps become too predatory, are rediscovering the significance of respect for nature and for other living species; wastage of our resources, whether natural or man-made, is an offence against mankind and an unacceptable manner of mortgaging the future; efforts to promote lasting development are an integral part of the search for social progress;

The globalization of an increasing proportion of economic activities and transactions, and the growing role of decision-making centres, particularly in the financial area, which have a global field of action are phenomena of society which have mixed consequences for the living conditions of our fellow citizens and the development of our countries; today the dominant cultural model and the rationale used to determine the value of production and trading activities require forms of competition which value immediate profit and the rapid obsolescence of the products of human labour; other types of rationale existed in the past and are possible for the future; the search for pluralism is in the first place intellectual in nature; moreover, it is sometimes difficult for us to exercise fully our responsibilities as leaders charged with promoting the general good when centrifugal forces dominate the economic scene; neither political nor social elements can be subordinated to economic elements;

We wish to open out to social progress avenues where freedom of action and creativity do not become domination and victory over others; the spirit of competition must be guided by a concern to do good and regulated by the desire to serve the community;

There is also a globalization of communications, information and therefore some aspects of cultures and behaviours; opening up to others and sharing technology, knowledge, sports, games and art are marvellous sources of understanding and brotherhood; the dissemination of fear, passivity and violence, on the other hand, are a tremendous source of alienation and of individual and collective decadence;

We desire cultural diversity; uniformity is neither enriching, nor a source of tolerance and solidarity; we also desire cultural development through free artistic creation and access by the greatest possible number to the works of the past and present; the common and universal part of our cultures and modes of life cannot be restricted to the consumption of goods, images and sounds and cannot be governed by purely mercenary considerations. Television is a powerful factor of integration at the world level; the production and dissemination of images which have the power to reach all the households of the planet entail great responsibilities;

A similar ambivalence characterizes the development of science and technology; the desire and the need to know and understand and the capacity for invention are essential attributes of mankind; in reality education - learning and knowledge - is an end in itself which does not need to be justified by utilitarian considerations; the use of knowledge involves social responsibilities; the development of new technologies which eliminate jobs, accelerate the replacement of certain products and only enrich certain persons cannot be regarded as social progress; the same applies, in more forceful manner, to the future of mankind, when science is used to carry out genetic manipulations; it has long been stressed that science without a conscience can only be the ruin of the soul.

II

4. Observing these problems and these tendencies which are convulsing our world,

Aware of an increase in the dangers of all kinds which threaten mankind,

Aware also of the capacities for creativity and giving which are present in each human being,

Imbued with the scope of our responsibilities in the search for and achievement of the common good, at the level of our countries and at the level of the international community,

5. We proclaim that social progress is indeed possible,

That it entails solutions to the three fundamental problems for the development of mankind included in the agenda of this World Summit, namely, the elimination of destitution and the reduction of poverty, the possibility for each human being to carry out paid work, and the capacity of each society to integrate its members in a harmonious manner,

That it also entails a conviction and a desire to act shared by all leaders of political, civil, economic and religious institutions, and informed participation by all citizens,

That it entails, lastly, a renewal of the values which guide the thoughts and actions of human beings,

6. We ardently call for an intellectual, aesthetic and spiritual renewal,

Which would place the human person and his intrinsic dignity at the centre of analyses, policies and the exercise of power at all levels,

Which would give back meaning to our common future, on the basis of active respect for our fellow men and our planet,

Which would recognize solidarity, among individuals, peoples and nations, as a moral imperative and a source of mutual enrichment;

7. We affirm that it is necessary and possible to eliminate rapidly the extreme forms of poverty which afflict our societies,

Through greater international solidarity, including solidarity at the level of transfers of financial resources,

Through greater solidarity in each nation and each community, including solidarity in respect of taxes, services offered by the community and private initiatives,

Through the progressive achievement of fundamental human rights in the economic, social and cultural areas,

Through a refusal to believe that the poverty of a section of the human population is inevitable and part of the "natural order"; instead, we should proclaim that poverty is a scandal,

Through mobilization of the efforts of international and regional organizations;

8. We undertake, each in our own nation, to draw up a strategy and a specific timetable for eliminating extreme poverty;

9. We also affirm that it is necessary and possible to reduce relative poverty, defined in terms of comparison or threshold, and to reduce inequalities between groups and nations;

10. In many countries and regions, the standard of living of the entire population needs to be raised, and that goal cannot be accomplished without greater economic activity and increased production of goods and services; the richest countries together with the regional and international organizations should assist such regions in improving their level of economic development;

11. Overall, and in most of our societies, major progress has been made in this century towards achieving greater equality among individuals and within families and towards reducing differences between social classes; this evolution, which has been under way for a long time - although in recent decades it has been interrupted - must resume; equality is not a matter of course; it has to be willed and perceived as desirable and has to find its justification in the universality of human nature; under the democratic political systems that reflect the values we share, uniformity and mediocrity are not the real dangers; it is inequality that leads to conflict and waste;

12. In addition to fiscal, financial and economic policies based on equity, we wish to see public services available to all and public property accessible to all; it is of prime importance that policies and attitudes should be imbued with the moral and philosophical conviction that greater

equality benefits every individual and society; it goes without saying that the same holds true for equality between communities and nations;

13. Much can be done to reduce the risk that individuals and groups will become impoverished;

14. Unemployment and under-employment are the basic causes of poverty for individuals and families;

15. We proclaim the value of human work and our will to do everything in our power to ensure that every man and woman who so desires can have a job that provides him or her with an adequate living and a chance to be an active participant in society;

16. We are reminded that the right to work is set forth in the Universal Declaration of Human Rights and in the International Covenant on Economic, Social and Cultural Rights;

17. Work enables an individual to escape from poverty and is a condition for individuals to be integrated into their local community and their society;

18. It is imperative, when formulating social, economic and financial policies, that the central goal should be to create jobs and to reduce and prevent poverty;

19. This applies to investment, credit, taxation, the financing of systems of social protection, and also to land use planning;

20. It applies to national, regional and international strategies and policies and also to the actions of our partners in the dialogue and negotiation which must play a central role in economic and social life;

21. We, on our part, undertake to focus our policies on creating and maintaining good, remunerative jobs, the ultimate goal being full employment;

22. We call upon our partners and key players on the economic and social stage - companies, unions, financial institutions - and all those who have a political and administrative role to play in public affairs - legislators and elected representatives of regions, cities and rural communities - to help us in this effort, which is so essential to the well-being of the individual and the functioning of our societies;

23. We are asking in particular for the active support of those with capital to invest and those who have the power and opportunity to be entrepreneurs;

24. Entrepreneurs and enterprises create the wealth of nations; part of their function is to serve the public; part of their responsibility is to the common welfare;

25. It will be necessary for States, to begin with, and then for the various participants in civil society to invest a great deal of money, imagination and energy in approaches that will allow individuals and groups to become self-sufficient and to adapt to a changing economic environment;

26. We underscore the role of education, in terms of both quantity and quality; teachers, parents and all who serve as educators transmit knowledge, values and culture; those who teach freedom and responsibility also perform a service to every community and to humanity at large and contribute to the common welfare;

27. In most nations and regions, a vast amount of work is needed to make our world more habitable and friendly, more hospitable to economic activity and trade, while protecting and improving the environment; meanwhile, so much energy, talent and skill goes unutilized; let us no longer consider this imbalance inevitable;

28. We need to give new impetus and social and economic legitimacy to the idea of public works, whether on the scale of the local community, the nation or the planet; we call upon the competent national and international agencies to address themselves to the questions of financing and organizing such works for the benefit of mankind;

29. We believe that, while respecting the laws and regulations designed to protect individuals against exploitation of any kind, it is desirable to give all who so desire the chance to work for the well-being of their local communities; we need both to ensure the rights of workers and their participation in decision-making and to enrich the concept of human labour and community service;

30. Social integration is one of the key issues of our time. The future of humanity depends upon the ability of human beings to live harmoniously together. Economic development, improved living standards, greater political autonomy for communities and nations, the adoption of democratic forms of government - all such achievements will be built on sand unless the citizens of our planet are united in solidarity;

31. We wish to see solidarity, responsibility and freedom, the values that form the spiritual and moral foundation of our societies, become the central themes of social progress at the dawn of the twenty-first century;

32. We wish to see the younger generations espouse these values and find in them the dreams and ideals without which there can be no progress for the individual or society; we undertake to do everything in our power to see to it that the ideal is not lost as the young prepare to enter the job market; unemployment is unacceptable and tragic for all; it is particularly destructive, for both individuals and societies, when it affects the young;

33. Solidarity, responsibility and freedom are values and modes of behaviour that are learned through the cultural environment, example and individual effort; we would like to see this learning process fostered in all the institutions that connect the individual with his community and

society at large; the development of institutions and the ethos that determines how they function are key elements in social integration;

34. Social integration involves local communities, nations, regions and the entire international community; there is a continuum between the values that govern family and community relationships and those that govern relations and cooperation on the international level; social justice, equity and respect for the dignity of others are applicable both to the internal structure of our societies and to relations between our States; this ethical bond is especially important for creating solidarity between groups and nations, rich and poor, powerful and weak;

35. Social integration requires respect for diversity; groups and individuals of different ethnic origin, culture, language, religion and tradition should feel at home in a pluralistic and integrated society; laws, ethics, daily conduct in places of work and recreation and community projects can all be instruments for integration;

36. Social integration requires free will; it cannot be imposed by force; it cannot be maintained without respect for the fundamental civil and political rights of the individual; the right to differ is also a human right; our duty as those responsible for the political order and defenders of the public interest, is to ensure that this freedom is exercised responsibly with respect for the law;

37. Social integration requires multiple avenues of connection, multiple institutions, between the individual and the State, between the nation and the region, between the region and the international community; political parties, unions, professional organizations, associations of all kinds, clubs for cultural, sports or recreational pursuits, all the interlocking gears of the mechanism of civil society, can and should help to construct a network of solidarity and social integration that reaches further and further until it encompasses all of mankind;

38. We undertake to eliminate all the forms of discrimination that deface our societies;

39. We call upon all agents of development and social progress to root out all forms of intolerance and rejection of those who are different; we call upon them to help us build societies imbued with a greater sense of neighbourliness and mutual aid.

III

40. Social progress, the elimination of destitution, the prevention of poverty, the creation of remunerative and socially useful jobs, cohesion and social integration will therefore require:

- A renaissance of the spiritual and moral bases of our common future, centred on the values of responsibility, solidarity and freedom;

- A revival of the concept of service to others, to the community and to the whole of mankind;
- A new political philosophy of the relationships between the individual, the community and its various institutions, the State and the regional and international organizations;
- A very active role for Governments and for all the various representatives of the public interest at all decision-making levels;
- Highly diversified policies focused on a few essential goals, such as employment and the elimination of destitution;
- Mobilization of the necessary financial resources;
- Informed participation by the members of civil society and all persons of good will;
- Strong and consistent support from the organizations of the United Nations system;

41. These components make up a Charter of Social Progress, which we undertake to develop and promote;

42. We call upon all institutions and all our fellow citizens to make their contribution to an edifice for which we have merely laid the foundation; social progress by definition implies the participation of all;

43. In this spirit, with the ultimate aim of promoting the common welfare and ensuring the future of humanity, we adopt this Declaration and propose to all agents of social progress a Programme of Action for the coming years.

DRAFT PROGRAMME OF ACTION

1. Individuals and societies with the fewest resources - the poor, the unemployed, the weak and the vulnerable - have the greatest difficulty in adjusting to an accelerated pace of social change. Women, because of their gender-ascribed and subordinate place in many societies; often face particular difficulties. It is unacceptable that those who are least able to adjust to change should bear the greatest burden of the economic and social transformation of our world. The poor, the unemployed and the marginalized represent a vast resource for development, and the cost of not utilizing this resource is great. To reduce social inequalities and to achieve sustainable development is a measure of our solidarity as individuals and as members of society and the international community.

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, cultural and environmental 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. The World Summit for Social Development is not an isolated event. It 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; and (vi) 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. It is also appropriate that the Summit comes in the midst of a series of awareness-raising efforts mandated by the General Assembly on matters closely linked to the subject-matter of the Summit: (a) the International Year for the World's Indigenous People, 1993; (b) the International Year of the Family, 1994; (c) the United Nations Year for Tolerance, 1995; and (d) the International Year for the Eradication of Poverty, 1996. The World Summit for Social Development brings together these many strands of policy development and awareness raising and provides an occasion, in this the year of the Fiftieth Anniversary of the United Nations, to provide a new expression of the determination of the peoples of the United Nations "To promote social progress and better standards of life in larger freedom".

4. There is general agreement that persistent widespread poverty as well as serious social and gender inequities have significant influences on, and are in turn influenced by, demographic parameters such as population growth, structure and distribution. When the United Nations was founded in 1945 there were about 2.3 billion people living on Earth. Now, as we gather at the World Summit for Social Development, there are estimated to be 5.8 billion. Each year over 90 million people are added to the world's population. The long-term projections by the United Nations indicate that by the year 2050 the world is likely to have 10 billion people. Unprecedented numbers of people will seek to move within or among countries to seek better opportunities. Rapid urbanization

trends will result in much of the added population living in and around large urban concentrations. The world is therefore presented with a challenge to ensure that current populations and the generations to come will have secure, productive, harmonious and dignified lives.

5. We have considered and agreed to concentrate our attention in the years ahead on the priorities enumerated below. Our particular domestic circumstances differ. The detailed measures to implement the objectives and priorities that follow will have to be fashioned according to the needs and capacity of our public and private institutions. Beyond this joint commitment to all our citizens to renew efforts for social progress within our own spheres of responsibility and within our means, we reaffirm the value, and indeed 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

6. Each year, national economies become more interdependent. A number of companies operate and compete in global markets. The factors which shape or influence national economic and social trends and decisions are increasingly supranational. The capacity to make independent policy decisions and to regulate economies is being reduced.

7. Unequal access to resources, technology and knowledge has created unequal growth and led to increasing socio-economic inequality, both within and among nations. Because of dramatic changes in communications and rapid diffusion across the world of images and ideas, situations of deprivation and inequality are much less easily accepted or tolerated than they were a few decades ago. To develop the knowledge and attitudes enabling individuals and communities to master social change is a major challenge for all our societies. However successful we are, 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.

8. Our world has been transformed by the rapid development and spread of new technologies, communications and information. The past decade has witnessed a world-wide information revolution, similar in scope to the industrial revolution of the last century. New technologies have the potential to improve peoples' lives. Today, and in the years to come, full participation in social progress will depend on access to knowledge and information. The benefits to those countries - and within countries to those groups - which are technologically literate and know how to utilize information will grow, creating new relationships and new divisions within and among societies.

9. Technological change may contribute to worsening social conditions within nations and has made many problems international in scope. Threats to the natural environment, organized crime, drug trafficking and the spread of HIV/AIDS are beyond the capacity of individual Governments to resolve and

require joint responses. Consumption and production patterns are contributing to the unsustainable use of natural resources and to environmental degradation, while reinforcing social inequalities and poverty. This has a significant influence on demographic parameters. Consultation and cooperation among countries, both bilateral and multilateral, must be strengthened and improved in order to counteract these threats.

10. The mass movement of peoples, including migrants, asylum seekers and refugees, requires increased international cooperation, while a distinction should be made between economic migrants and refugees or internally displaced persons, often the movement of people is an indication of the failure of a society to offer them adequate personal security or acceptable standards of living. The desire of people to move in search of better lives should be acknowledged and their right to migrate should be protected while the need to migrate is reduced by ending forced displacement and promoting personal security and socio-economic development in all societies.

11. Interlinkages between social, economic and political factors make sustainable development in any one field dependent on similar developments in other fields.

Despite rapid change and increasing globalization, the institutions available to examine emerging issues remain highly sectoralized and the opportunity to consider the interface among the various issues is often lost. There is a need for appropriate forums and arrangements, both national and international, for this purpose. The agenda of the General Assembly should be structured and the interactions between institutions arranged to facilitate the systematic, integrated discussion of the implications of emerging global changes on human well-being and to set priorities and establish direction for national policies and international action in the direction of more sustainable and human-centred development for all nations.

B. Creating a favourable international economic environment

12. 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. The Bretton Woods Institutions, along with their Interim and Development Committees, provide important mechanisms for fostering such cooperation.

13. 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 global social development.

14. Addressing disparities among countries and forging genuine international economic cooperation and solidarity calls for multilateral commitment to improve and make more equitable the functioning of the international economy. It is important to consider the terms on which countries are integrated in the global economy and to ensure equality, fair play and social responsibility in international economic relations. International solidarity also requires Governments to consider the impact of their national decisions on the international economy. Few decisions are purely national today, and in managing their economies, Governments must consider the national interest in a broader context. Reducing unsustainable patterns of consumption and production, as well as the negative impacts of demographic factors on the environment, should be an objective if the needs of current generations are to be met without compromising the ability of future generations to meet their own needs.

15. Trade policies fundamentally affect the lives of people everywhere. Arrangements have recently been put in place to encourage international trade, including through the successful conclusion of the Uruguay Round and regional free trade arrangements. Regional arrangements must not divide the world into trading blocks, however, or discriminate against those countries left outside. They can be effective when they create, and do not merely divert, trade. In spite of the progress recorded in the Uruguay Round, not all countries will benefit equally from its provisions, particularly as there remains a problem with the continuation of trade barriers against the products of developing countries, especially agricultural products and labour-intensive manufactured goods. Hence, from the perspective of social development, the agenda for trade policy reform remains unfinished.

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.

16. 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, have not yet been resolved and will continue to hinder development.

17. Debt reduction should remain a priority. It is important to maintain a wide choice of options to reduce debt burdens in individual countries and to tailor debt reduction to the needs and potential of each country, while maintaining protection and ensuring social well-being. Concerning some public bilateral debt, there may be no practical alternative but to declare a debt "amnesty" or forgiveness, resulting in a direct reduction of debt by the creditors.

To promote social development, action must be pursued to resolve the burden of debt and debt servicing:

(a) Action should be taken on the specific proposals already tabled for reducing the debt burden, with a view to their adoption and implementation;

(b) Specific new initiatives should be introduced to reduce the debt of the African and least developed countries to a level which would allow the revival of social and economic development.

18. The cost of structural adjustment must be considered in relation to the costs of not adjusting. Nevertheless, considerable experience with structural adjustment indicates the need to subject the logic of these programmes to broader public debate. 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. Even though some steps have been taken to mitigate their social impact, better ways must be found to share the burden of structural adjustment programmes fairly. In order to do this:

(a) Structural adjustment programmes must be tailored to the economic and social conditions of individual countries;

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

(c) Structural adjustment programmes must become development-oriented, so as to enhance opportunities, particularly for the poor and unemployed;

(d) National consensus on the measures required to promote economic and social development in the context of macroeconomic stability must be achieved by national authorities.

19. The majority of capital for future investment in most countries will come from private sources. As far as developing countries are concerned, the greater part of private foreign investment flows to a handful of countries, mostly middle-income countries. In addition, international bond finance has overtaken bank lending, making international capital flows more volatile and more dependent on maintaining investor confidence. Levels of private investment are directly related to the degree of economic and political stability in countries.

Governments can encourage domestic and foreign investment and the return of flight capital by ensuring macroeconomic stability, a comprehensive system of business law, institutions and incentives for private savings, a realistic exchange rate and broad-based and equitable taxes. From the perspective of social development, it is also important for Governments to create incentives for capital to flow to socially desirable activities.

20. Many countries, particularly the least developed, rarely attract external financing at market rates. They must rely on official development assistance to meet much of their need for development finance. The way in which most development assistance is provided, however, makes it difficult to utilize aid to finance social programmes. It is essential for appropriate assistance to be provided and it is important for that assistance to be used effectively. If perceived to provide direct benefit to those most in need, official development assistance may regain wider popular support in the donor countries.

(a) Donor countries are urged to meet their commitments 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. This would be facilitated if the recipient countries integrated social development programmes into their macroeconomic adjustment/development policies;

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

C. Creating a favourable political environment

21. An enabling environment is neither solely economic nor entirely international. The nature of societies and the degree of social development they achieve are questions of fundamental political choices and a balancing of interests. 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. Failure by the State to represent the common interest can cause people to lose faith in its ability to act effectively and fairly and can result in alienation of people from institutions.

22. Economic development creates social change; in order for change to be integrative, there has to be a sense that all people can participate in economic life and that change is beneficial to them. But development can have negative effects on the environment, on values and on social solidarity and it can exclude individuals, groups and communities. Markets, by themselves, do not respond to all human needs. They do not 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. All countries, most especially the developing countries, where almost all of the future growth of the world population will occur, and countries with economies in transition, face increasing difficulties in improving the quality of life of their people in a sustainable manner.

23. A fundamentally political issue, currently addressed at the national level, is the extent to which the institutions of a democratic State should intervene

to balance the unequal forces of markets and to protect diverse individual aspirations, while ensuring continued creation of wealth and resources. Many Governments accept a degree of reduced economic efficiency or growth in order to ensure other values which they deem equally important.

Each Government should establish its own spending priorities, but the priorities that a Government sets and the actions it takes should reinforce social equity, overcome social inequalities and compensate imbalances created through the functioning of markets.

24. Often the relation between government and the market has been expressed in terms of opposition - state vs. market - when in fact it should be considered complementary. If Governments turn increasingly to market mechanisms to meet social and economic needs, the original objectives for public intervention may need to be protected. In addition, social structures and institutions will be needed to help people to interact more constructively through markets.

(a) In areas where Governments resort to market mechanisms to meet economic and social needs, they must ensure that the role of the State in securing the common interest is maintained through appropriate regulatory and fiscal policies;

(b) They must also develop and support the social institutions, such as cooperatives, trade unions and business associations, which enable people to articulate and protect their interests and to cope with markets.

25. The question to be addressed is whether efforts should also be made internationally to balance the unequal forces of markets.

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

26. As an essential element of social development, Governments must promote common values, including the concept of fundamental human rights. The universal nature of these rights and freedoms is beyond question. While the significance of national and regional particularities and various historical, cultural and religious backgrounds must be borne in mind, it is the duty of States, regardless of their political, economic and cultural systems, to promote and protect human rights and freedoms.

Countries which have not yet done so should be encouraged to ratify existing conventions which ensure fundamental human rights and encourage social development.

27. There is a pressing need to recognize the growing role of human security in safeguarding stability and peace both nationally and internationally. Ensuring employment, health, education, welfare, gender equity, non-discrimination and equality of opportunity are important elements of human security. Human security is security for individuals and communities, and their basic needs and freedoms, safeguarded by a perception of common values and inclusive social

development. Each society is a creation of its citizens and should endeavour to recognize the value and strength it draws from the diversity of its members.

28. Human security requires democracy, transparency of government, universal access to the economic, social and political institutions of society and popular participation. Democratic governance relies on partnership between institutions within and outside of government. People must be served by government and the goals of a society must be defined by its citizens - through the political process, the many different formal and informal associations that reflect the community (or civil society) and through choice in the marketplace.

Policies must be based on the right to freedom of association and participation must be based on principles of cooperation and equality:

(a) Ensuring partnership will require strengthening the capacities and the functioning of the organizations of civil society;

(b) Government should also create conditions for the social partners to organize and operate fully and freely;

(c) Policy-making should be based on social impact assessments similar to environmental impact statements, which have become a familiar feature in decision-making.

29. Equality between women and men must be regarded as the basis for policy not simply as its goal. This is a fundamentally political statement because it expresses the need for change in the relationships of power and control between women and men. Gender analysis focuses on the relationship between women and men, identifying the source of the problems of women and men less in the action of individual people and more in the relationships between them. Thus, the optimal solution to social problems lies not in changing the individual but in changing the relationship. Improving the status of women must serve to enhance their decision-making capabilities at all levels and in all spheres of life. It is also necessary to enable women 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 women and men have to be eliminated wherever they exist.

30. There is a symbiotic relationship between social development and peace. Resorting to violence and armed conflict is often a reflection of social disintegration and is always a hindrance to social development. Furthermore, armed conflict increasingly involves civilian deaths and displacement. Resources currently used for procuring armaments could be more properly devoted to social expenditures. But peace is not simply the absence of armed hostilities between nations; it is also the presence of the fair and equitable institutions required to resolve social tensions and to ensure social, economic and political well-being, both within and among nations. The United Nations is vital to promoting international peace. It can identify potential conflicts,

undertake action for peace making, peace-keeping and peace-building and, most important, address the deepest causes of conflict: economic despair, social injustice and political oppression, as expressed in the Agenda for Peace. 1/

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.

II. REDUCTION AND ELIMINATION OF WIDESPREAD POVERTY

A. Promoting a global approach

31. More than 1 billion people in the world today live in poverty, and some 550 million go to bed hungry each night. More than 1.5 billion lack access to clean drinking water and sanitation, some 500 million children do not have access to even primary education, and approximately one billion adults remain illiterate.

32. The struggle against poverty constitutes a moral obligation to ensure that all human beings enjoy at least the basic food, shelter, social services and human relationships that are necessary for health, dignity and social participation. Our aim must be to ensure that this basic requirement for human dignity is reached as soon as possible in all parts of the world. It involves national and international action at two levels: first, making economic and social policies sensitive to the interests of the poor; and second, to integrate specific anti-poverty policies and programmes in the framework of development policy.

Efforts to reduce poverty must be conducted at all levels as a moral obligation and a central element of social and economic development:

(a) Governments should formulate timebound and multisectoral programmes for poverty eradication and subject these to regular high-level review;

(b) The United Nations should enhance and bring together the diverse support it provides for national efforts in this area in a broad-based framework programme against poverty and should review performance regularly.

33. Poverty alleviation policies and programmes must be country- and even locality-specific and reflect the variety of forms that poverty can take: endemic mass poverty in poor countries, the poverty which arises in situations of crisis, such as famines, and pockets of poverty amidst wealth in rich countries; extreme and chronic poverty due to lack of resources and opportunities as well as temporary poverty due to misfortune or changes in the economic environment; destitution and isolation of those who are socially and economically excluded, as well as the marginal poverty of those performing essential social functions for poverty wages.

34. Poverty has been seen primarily from a welfare perspective. However, poor people, many of them unemployed or underemployed, represent productive potential. Efforts to reduce and eliminate poverty are therefore a major contribution to growth. While economic growth and long-term improvement in standards of living go together, slow growth should not prevent us from addressing the structural causes and the immediate manifestations of poverty. Changes can be made and social injustices addressed even in times of economic hardship.

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 a continuing examination of the structures and processes that determine the distribution and redistribution of income in a society, including the distribution of wages and salaries, the impact of various taxes and other public revenue sources at different economic levels, distribution of land, legal structures and processes that determine the ownership and control of productive resources, market and price structures, macroeconomic policies, and availability of and access to public services and social benefits.

35. Anti-poverty efforts must respect the integrity and dignity of poor people and focus on assisting them to identify and implement solutions to their problems. The energy and resourcefulness of poor people and their knowledge and skills must be put to more productive use.

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

36. The explicit and implicit discrimination against women and girls, which results in a disproportionate number of the poor and deprived being female, must be eliminated. Women must have equal access to education, public services and economic opportunities. They must have access to basic health care services, including maternal and child health care and family planning services. Full participation of women and girls in society is essential not only for their well-being, but also for making full use of all social resources in the struggle against poverty and for social and economic development. 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.

Development programmes and policies should respond to the different experiences and consequences of poverty for men and women and to the effect of discrimination against women in the transmission of poverty from . . . K. generation to generation. The equal treatment of women must begin with the equal treatment of girls from infancy to adolescence.

37. The single major cause of poverty for the individual is the misfortune of being born into poverty. Chronic family poverty has an effect on children

through health, education, and social and cultural skills and connections. These effects are extremely difficult for the individual to overcome. Society has a particular moral obligation to ensure that children born into poor families have every possible opportunity to improve their status. To meet this obligation, society must not only ensure that they have equal access to economic and social opportunities and public services, but must also make special efforts to ensure that their specific needs are met, either through programmes directly aimed at poor children or through support to poor families with children.

Priority must be given to supporting children living in poverty as an investment in long-term social and economic development.

38. There are no simple solutions to poverty, and the struggle against poverty is a continuous learning process. A wide variety of projects should be undertaken or supported through different institutions and using different approaches to improve the learning process, to allow organizations to learn from each other's experience, and to expand and multiply the most successful approaches.

39. Research into the causes and remedies of poverty must also be strengthened using the capabilities of universities and research institutions, and the results of that research must be integrated into policy-making. Expanded and improved international programmes are needed to facilitate exchange of experience and research, including exchange of publications, conferences, seminars, training courses and professional visits. The United Nations and other international organizations, such as the United Nations Educational, Scientific and Cultural Organization (UNESCO), must work with Governments and non-governmental organizations to promote social science research and scientific exchanges.

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

40. At the programmatic level, the efforts to alleviate, reduce and eventually eliminate poverty must achieve a number of objectives: to ensure that people able to work have access to the productive assets they need to support themselves and their dependents; to ensure that basic public services are available to everyone; to promote the organization of poor communities for development and political participation; and to provide basic goods and services to those who cannot provide for themselves. Meeting those objectives will require the participation of everyone, as individuals and through families, communities, local government, national government and the international community.

All actors in the development process must be mobilized to reduce and eventually eliminate poverty.

B. Access to productive opportunities

41. In rural areas of developing countries, where over 900 million of the world's poor are located, lack of access to land is a major cause of poverty. Properly implemented land reform can reduce poverty while increasing total production. Government structures and procedures for ensuring secure land ownership and tenure rights and efficient procedures for land transfer, promote agricultural practices and investments that ensure the long-term fertility of the soil, maintenance of irrigation systems, and sustainable agricultural development. It is important, however, that land reform take into account traditional land tenure practices, including communal tenure and shifting or migratory use.

Governments must improve the conditions of the landless poor through land redistribution and land tenure reform, and accompany these 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 surveys, settlement of conflicting claims and land improvement. The rights of women to hold title to land and to inherit must be ensured and protected.

42. Cooperation between central governments, local governments and community groups is important in ensuring successful land reform programmes, providing secure tenure and improving the lives of small farmers. Organizations of smallholders can also improve the effectiveness of credit, marketing and service programmes. Non-governmental organizations can play an important role in assisting local organizations before, during and after land reform.

Governments should support the involvement of smallholder organizations and non-governmental organizations in land reform and related support services.

43. Apart from land, access to water for irrigation is a key determinant of the level and distribution of agricultural means.

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, divide 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.

44. 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.

45. Rural producer cooperatives can play an important role in poverty eradication by providing market access, improving returns, delivering technical advice and agricultural inputs and collaboration in such production operations as the preparation of seedlings, village forestry, water management, pest control and the like.

Organizations of cooperatives at the international and the national level in developed countries can and do provide support by way of technical assistance and finance for this purpose. A collaborative programme involving these organizations and also other international aid agencies must be developed to greatly enhance the support available for this purpose.

46. Programmes to provide credit to poor people appear to offer a particularly cost-effective means for encouraging small-scale enterprises in both rural and urban areas. In particular, loans provided without collateral to small groups who collectively guarantee repayment, and loans provided through community-based institutions, have proven effective for reaching the poor and have had good repayment records. In addition to the direct benefits of the investments, small-scale credit programmes encourage local savings and investment and mobilization of the community for other purposes, such as marketing and cooperatives. Sustainable programmes can be based on limited external financial support for start-up expenses, with operations self-financing through realistic interest rates and strict payback terms. 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 work with international agencies, community organizations and cooperatives to increase the availability of credits to poor farmers.

47. 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. Such research should give as much attention to social and demographic factors as to economic and technological factors and should focus on practices that are sustainable by local farmers without external assistance. 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 declines in investment in agricultural research in recent years at both the national and international levels must be reversed. The mandates of agricultural research institutions at the national and international level must be modified to focus on specific categories of farmers and farming systems rather than on products and processes.

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

48. 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, a topic that is addressed in the next chapter.

The potential for small-scale service or manufacturing activity in the informal sector must be realized through supportive laws and credit policies.

49. 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. Reducing the time required for such traditional women's work as fetching water and collecting cooking fuel would make their lives easier as well as freeing time for more productive activities. 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 agents and for other developmental services can also help to improve the 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

50. Education not only promotes access to better jobs, but also contributes to rural agricultural and non-agricultural production and to health, and 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.

51. 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.

52. 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 can ensure access to basic clinics staffed by health workers who can provide information and services for nutrition, hygiene and basic health care. Those basic health services should be available free of charge 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. Sharing of expensive equipment and facilities, part-time sharing of personnel, joint procurement of equipment and materials, and coordination of administration and planning can increase the effective use of resources for the benefit of poor people.

53. 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 to reduce infant, child and maternal mortality, provide universal basic health care, including reproductive health care and family planning, and ensure universal primary education with equal treatment for girls.

54. Encouraging a variety of education, health and other social services specifically targeted at poor people through both governmental and

non-governmental organizations can offer them choices in their efforts to escape from poverty, help to ensure that programmes respond to their needs, and motivate them to participate actively in the programmes. Experimental and innovative approaches to poverty might include free or low-cost vouchers for schooling, health care or other social services to encourage and facilitate access and enable poor people to select programmes that meet their specific and immediate needs. Low-cost voucher programmes also provide revenues to support more extensive services than could be provided based on public funding alone.

Governments should widen the choices available to poor people for access to basic education and health services.

55. More than 1.5 billion people lack access to clean water and sanitation. Ensuring that poor communities have access to clean water can not only increase the time and energy that people, especially women, have available for productive activities, but can also greatly reduce the time, energy and lives lost to infectious diseases, especially among young children. Improved sanitary facilities and education in hygiene can also make a major contribution to reducing illness and therefore to increasing opportunities for productive work.

56. Governments should aim at providing universal access to clean water and sanitation facilities and services as soon as possible.

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.

57. Governments can increase the economic opportunities of poor people by providing better roads and transportation services and improved communications for poor communities. This will help people find work more easily, sell their products and services more efficiently, and use their time more productively.

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

58. 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. Analyses of the cost of public services and of the revenues that support them often reveal that low-income people and communities receive fewer public services relative to the taxes they pay than do wealthier people, that poor people are in effect subsidizing services to the upper-income people. 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.

59. Urban authorities can improve the availability of affordable housing by ensuring that standards and regulations promote the construction of low-cost housing. The provision of low-cost sites and services can contribute to affordable housing, and investments in improvements to slums and squatter settlements can directly improve living conditions for poor people. Providing secure tenure and making services available to unofficial settlements has proven a particularly cost-effective way of improving housing for poor people.

60. In urban areas, including inner cities in developed countries, that have declined as a result of disinvestment and job migration, Governments can provide poor people with assistance towards moving to areas offering better opportunities for employment, housing, education and other social needs. Such programmes can be undertaken through cooperation between local government agencies in the declining and developing areas, as well as with central Governments, non-governmental organizations and international agencies.

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.

61. Organized programmes and community facilities for poor youths are important for breaking the intergenerational cycle of poverty. Such programmes can both promote constructive social structures among poor youths and provide them with connections outside the poor community. Participation of people from outside the community can assist in breaking the isolation of poor communities and providing information on social and economic opportunities.

62. 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.

Governments and international organizations should support and work with poor peoples' community organizations.

D. Reducing vulnerability

63. Twenty years ago, the World Food Conference declared the inalienable right of every man, woman and child to be free from hunger and malnutrition. Yet today hundreds of millions go to bed hungry every day.

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

64. 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 or civil conflict 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.

65. In times of natural or man-made crisis, vulnerable households and many others are subject not just to food insecurity but also other forms of deprivation - for instance, of water supply, shelter, sustenance for farm animals, etc. Apart from the immediate effect on human well-being such impoverishment has longer term consequences by reducing household assets and worsening the health of its members.

Governments and international agencies 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) Using food-for-work programmes, food vouchers and other similar measures to give those who are vulnerable access to food supplies;
- (d) Making full use of local institutions for delivering relief.

66. Food aid from donor countries and food-for-work programmes can make an important contribution to famine relief and to large-scale land improvement and resource conservation schemes. 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.

67. 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.

68. Agenda 21 links poverty and environmental stress and calls for better integration of anti-poverty programmes and resource management measures. Large numbers of poor people live in areas of marginal agricultural poverty, and their poverty can force them to exploit the land in unsustainable ways. They must be assisted in protecting and improving the productivity of the land through land and water conservation measures, watershed management, afforestation, and the development and dissemination of new sustainable agricultural techniques. Poor farmers can be assisted by providing them with long-term leases to plots of marginal or degraded land, together with credit, tools and extension services for improving the land and developing water management structures while farming it in a sustainable manner. Sustainable livestock-raising and fuelwood-harvesting are possible in many marginal areas. Promoting the use of fuel-efficient cooking stoves can also promote sustainable production of fuelwood, while reducing the time spent, particularly by women, in collecting wood.

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.

69. In areas where pastoral or nomadic activities are widespread, normal programmes of agricultural development and related anti-poverty programmes may be ineffective. Ensuring access to sufficient grazing land is also essential to preventing desertification of semi-arid lands and ensuring sustainable development. In the case of nomadic groups, special arrangements need to be made for the delivery of such basic services as education, health, extension services and credit.

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.

70. The urban poor are also vulnerable to food insecurity and to environmental stress. They are even more dependent on markets and 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.

71. The urban poor often live in the areas most vulnerable to stress from flooding, industrial accidents, atmospheric pollution and other hazards.

Reducing their vulnerability to such environmental stresses requires better planning of settlements and stricter enforcement of pollution standards.

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

72. While families provide the primary support for most people, families 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. National social protection systems usually consist of some combination of these types of programmes to cover various contingencies, with the particular combination depending on the resources available and the national social policy.

73. Social protection programmes assist poor people in escaping from poverty and protect the vulnerable non-poor from falling into poverty. Such programmes can provide children with the security they need to develop; ensure that the elderly have the security earned through a lifetime of work; ensure that illness and accident do not push people into poverty; and provide the disabled with opportunities for productive and secure lives.

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.

74. Societies and Governments normally want to provide their members with a substantial array of social protection programmes but are limited by the public costs. The strengthening of social protection primarily requires, therefore, not a greater willingness to provide support but a greater willingness to raise public revenues to pay for them, as well as greater economic growth to provide a stronger base for public revenues.

75. 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 perhaps employment on public projects at minimum wage to anyone who applies.

76. Governments with very limited resources can assist poor people most effectively through social assistance programmes that are targeted specifically to their priority needs. Such assistance can take a variety of forms, including cash grants, housing subsidies and food subsidies. A disadvantage of such assistance programmes is that they tend to stigmatize poor people, which can both harm their dignity and undermine their self-confidence, as well as

discouraging them from seeking the assistance they need. Social assistance can be targeted at poor people, while avoiding some of the stigmatization of means-tested programmes, by subsidizing goods and services that are consumed primarily by them.

77. For countries with greater resources, poor people can be effectively assisted, without stigmatization, through universal social benefits that are provided to all as a right of citizenship and funded through taxes or other public revenues. Such social benefits can include old-age pensions; unemployment benefits; wages during absences from work for sickness, maternity leave, and parental or family needs; family allowances based on the number of children; and a guaranteed minimum income. Extensive benefits often require a highly productive economy and high taxes, which in turn require a strong sense of social solidarity and consensus.

78. Social insurance programmes serve to protect the working non-poor and their dependants from the risk of falling into poverty and can be funded from contributions by potential beneficiaries and employers, thereby allowing public revenues to be targeted specifically to poor people. Such programmes are often developed through collective bargaining in enterprises but can also be required by legislation, thus guaranteeing that all employed people will be covered.

79. Governments can strengthen the protection provided by insurance programmes by ensuring coverage for as large a proportion of the employed and their dependants as possible and ensuring that benefits are provided quickly to those entitled and that entitlements continue when a worker changes jobs. Expanding the number of people covered by an insurance programme also increases the security of the benefits by spreading the risk.

80. In many countries, there is substantial potential for expanding the coverage and the benefits of social insurance through better enforcement of compulsory contributions from employers and workers and through better management of funds. Governments can ensure sound actuarial evaluations of such schemes as well as secure and productive investment of the funds. In some countries, coverage of such systems can be expanded by integrating some of the larger and stronger enterprises of the informal sector into the formal sector.

81. Employer-based or employer-financed social protection schemes have limited potential where a large proportion of employment is in informal activities, family enterprises or farms or takes the form of self-employment. Governments should seek alternative bases for financing the expansion of social protection, including provident funds and mutual help schemes under public oversight. More generally, long-term strategies should be developed to integrate the various components and determine priorities as economic expansion makes it possible to raise the level of provision and expand its scope.

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.

82. Single-parent, particularly single-mother, families make up a disproportionate and increasing proportion of the poor in almost all 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.

83. Urban street children constitute a particularly urgent challenge to the consciences of their communities, their nations and humankind. Governments and community organizations have a responsibility to see that street children are provided with shelter, food, education and health services, 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.

Children living in poverty must be a priority concern for Governments, community organizations and the international community.

84. 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.

Governments should establish targets for reducing and eliminating poverty and should monitor poverty levels to ensure that those targets are met.

85. Targets could be based on relative poverty lines equivalent, for instance, to the bottom four deciles of the income distribution. Targets, specific poverty lines, and the ways to measure both, would be determined by each country, with assistance as necessary from the United Nations system.

III. PRODUCTIVE EMPLOYMENT AND THE REDUCTION OF UNEMPLOYMENT

A. Rethinking policy

86. Employment performs multiple roles in today's world. In all of our countries, notwithstanding considerable variation in levels of development and capacity to generate wage employment, it is employment, or in a broader sense work, that provides the principal means of survival and well being for most individuals and households. Given its role in the production of goods and services and in the generation of income, employment is a key if not the primary factor in the achievement of higher living standards. Unemployment, conversely, should be seen as lost potential to our societies.

87. Employment also plays a non-material role of considerable importance. Performing a job or undertaking work helps to establish a person's identity. Suitable employment or satisfying work raises self-esteem and contributes to greater fulfilment, while long periods of unemployment can breed frustration and despair. The growing numbers of both long-term unemployed workers and young people who are unable to find a first job are a source of concern. Such conditions can give rise to feelings of exclusion and cause increasing social unrest.

We regard employment as fundamental for social peace and commit ourselves, in particular, to improving the prospects of finding work for young people entering the labour force.

88. While employment generally connotes wage employment, there is, in addition, an entire range of activities - performed every day, usually without wage remuneration and mostly by women - which are necessary to ensure survival. Work for own consumption is particularly important in rural areas of developing economies where crop production and the raising of livestock can help to feed the family or household. In many developing countries, a majority of workers are unpaid family and household workers or self-employed workers in the informal and rural sectors. Much work, such as housework and child-rearing, often appears to be undervalued by society.

A broader conception of employment or work should be developed to draw attention to a wider range of productive opportunities and the gender implications of many current patterns of work and employment.

89. In a great number of countries across the globe, there is a disturbing trend towards higher levels of unemployment and "jobless growth". With the continuation of present trends and policies, this is likely to persist. Open unemployment in many countries that are members of the Organisation for Economic Cooperation and Development (OECD) is at its highest level since the Great Depression. The countries of Eastern Europe and the former Soviet Union have been experiencing a massive loss of jobs. In Latin America, while urban unemployment has now fallen slightly, the informal sector accounts for a rising share of urban employment. In sub-Saharan Africa, urban unemployment continues to grow, with young people representing between 60 and 75 per cent of the region's unemployed. Youth unemployment is also a particularly serious problem in the Middle East and North Africa. Within the Asian region, most of the countries of East and South-East Asia have experienced declining unemployment rates, but in the South Asian countries, while unemployment rates are generally low, the proliferation of low-productivity and low-income jobs remains a major problem. Among the poorest regions of the world where population growth is most rapid, and where the population age structure is most youthful, the need for employment will also increase rapidly.

90. Still, open unemployment, which now stands at some 120 million people worldwide, represents only the tip of the iceberg. Many more persons - estimated at 700 million - are underemployed. Although generally working long hours, they do not earn enough to lift themselves and their families out of poverty. The working poor comprise the largest share of the estimated 1.1 billion absolute poor in the world, a stark fact which highlights the

crucial link between productive employment and poverty reduction. The numbers result in part from the demographic challenge to employment creation. Just as job expansion alone may not suffice to reduce unemployment, a lower level of joblessness is no guarantee of a decrease in poverty. This only serves to emphasize the complexity of the employment issue and establishes the need to focus attention on the qualitative as well as the quantitative dimensions of employment promotion, on the creation of new and better jobs rather than the protection of all existing jobs. The creation of suitable employment and the reduction of unemployment should be central objectives of national economic policies, taking demographic projections into consideration.

91. There are too few suitable job opportunities in the formal wage economies of almost all of our countries. The global economy is increasingly driven by demands for greater flexibility and efficiency in production. These, in turn, have led to a growing recourse to labour-saving and decentralized modes of production. Enterprises need to strive hard to improve their economic performance and remain competitive in order to maintain employment and create new jobs. But such developments have far-reaching implications for the quantity, quality and distribution of jobs. In particular, the decline in the proportion of workers holding well-paid, full-time and secure jobs is a source of concern.

92. Increasingly, the notion of a lifetime job belongs to the past. Shifts in demand for labour are to some extent inevitable in a competitive global environment and need not be viewed negatively if the trend is to more jobs which, while different, are better. This means, however, that our Governments must intervene actively to lay the foundation for new job creation and to facilitate workers' skill acquisition, retraining and mobility between jobs. At the same time, we challenge employers to effectively combine social responsibility with the realization of private interest. In fact, there need not be a contradiction. A greater emphasis on employment considerations in decision-making can translate into more consumers and greater buying power for marketable goods and services.

Four major shifts in thinking about employment are urgently needed:

(a) To attach high priority to employment creation in the formulation of economic policy and the design of development strategies;

(b) To seek to broaden the range of employment opportunities and the very conception of work with a view to creating the possibility for greater numbers of our citizens to participate meaningfully in worklife;

(c) To revisit the ingrained concept of a threefold division of the life cycle into distinct periods of education, work and retirement;

(d) To view better jobs as a productive investment in the economic capacity and social fabric of our societies and thus to improve the quality of work and employment.

B. Stimulating employment-intensive growth

93. Within the United Nations system, among other instruments, the Employment Policy Convention (No. 122), adopted in 1964 by the General Conference of the International Labour Organization (ILO), provided, some 30 years ago, a universal standard-setting instrument on the promotion of employment. This instrument, ratified to date by 82 countries, calls upon each Member to "declare and pursue, as a major goal, an active policy designed to promote full, productive and freely chosen employment". The Convention is promotional in nature; this means that rather than laying down precise standards which a State binds itself to achieve on ratification, the instrument sets objectives to be attained by means of a continuing programme of action. The stimulation of employment-intensive growth is an objective that should be pursued by different actors; for example, the International Monetary Fund (IMF), through its Articles of Agreement, has promoted policies of employment that should also be taken into account.

94. The notion that employment should be established and pursued not as a secondary goal of policy but as a major goal in its own right takes on renewed meaning in today's economic circumstances. Unemployment and underemployment today respect few regional boundaries, although the quantitative and qualitative dimensions of the employment problem display great variation among and within countries and regions. But the fact that few if any countries have totally escaped the current global employment crisis reinforces the need to elevate unemployment to the top of the policy agenda in developed and developing countries alike.

95. For some 20 years now, the control of inflation has been given priority over the expansion of employment. This was understandable as long as rates of inflation remained unacceptably high. But today in many industrialized countries, where inflationary pressures have been curtailed or greatly reduced and considerable slack exists in the economy, the risks of promoting employment are substantially less than in the 1980s. It could be argued that in industrialized countries the unemployment problem is primarily structural, while in developing countries it is more a result of underdevelopment. Price stability and sound monetary and fiscal management are necessary for sustained economic growth. Economic reforms need not be at the expense of employment objectives.

While Governments, particularly in industrialized countries, 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, stabilization policies should be complemented by adjustments aimed at removing structural constraints to economic growth and employment creation.

96. Renewed economic growth is a necessary but not a sufficient condition for creating employment and reducing unemployment. A stable legal framework and well-designed incentive structures can encourage savings and attract private investment. Freer trade and investment flows can act as engines of growth for

the world economy, with expanded markets creating growth linkages and multiplier effects on a transnational basis.

97. 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.

98. 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.

99. 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.

100. At the same time, technological advances and changes in trade patterns can result in labour displacement, especially in the short-run for individual enterprises or production activities. Women may be particularly affected, with some relieved of arduous tasks while others lose their jobs. Workers in mid-career also are frequently vulnerable to major technological changes at the enterprise level, particularly if they have not been undergoing continuous retraining and skill upgrading. It is easier to facilitate technological change and to help workers to adjust, while protecting them from possible adverse effects, when representatives of Governments, employers and workers fully consult and cooperate in the process of change.

Governments and employers, in cooperation with workers, should anticipate and plan for the employment effects of new technologies as far in advance of their introduction as possible.

101. There is a related need to develop major new products that will spur substantial job creation. Technological advances which increasingly refine existing products and upgrade or rationalize production processes have limited potential to add to the workforce, and often reduce it. Research and development efforts aimed at creating totally new products are more likely to result in vast new labour requirements.

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

C. Creating employment through enterprise

102. The self-employed comprise own-account workers, 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. It is the first type of self-employment that brings to the fore a significant facet of an employment-centred approach to growth and development: the element of hope. Self-employment often ends in failure but the desire and expectation of self-improvement and upward mobility serves as a driving force to try and try again, sometimes even in the face of extreme odds or difficulty.

103. 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.

104. Cooperative business enterprises can contribute to economic activity and to creating and safeguarding employment. Savings and credit cooperatives, cooperative banks and cooperative insurance companies are efficient

institutional means of mobilizing local capital and promoting entrepreneurship. Other cooperative business enterprises can produce commodities and manufactured goods and assist the economic viability of many small- and medium-sized enterprises by providing storage, processing and marketing services, as well as business information, technological support and managerial advice and training.

105. As enterprises owned by their members, who also belong to the local community, cooperatives have a special incentive to respond to changing business conditions in a manner consistent with the community interest. They are more likely to adjust production, business policy or the size of the surplus rather than eliminate jobs. In some cases, employees, with proper assistance, can convert ailing private enterprises into viable cooperative enterprises, or groups of unemployed persons can be encouraged to establish cooperatives, possibly by converting their unemployment benefits. Cooperatives, often in partnership with private enterprises, also can aid the redevelopment of areas of concentrated unemployment. Cooperatives, moreover, represent a useful transitional form of enterprise for artisanal industries wishing to move from traditional to more modern structures of manufacturing activity. In addition, savings and credit cooperatives, as well as other forms of cooperative enterprise, can promote equality of opportunity and enhance the economic status of women.

Governments, in close cooperation with national and international cooperative organizations, should promote and support cooperative business enterprises.

106. In many countries the informal sector is a major source of employment creation and will be so for some time to come. For numerous people with limited capital and no access to organized credit or other markets, owner-operated informal sector enterprises represent the only avenue to self-employment. Governments, therefore, need to pay greater attention to the informal sector in policy design and implementation.

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.

D. Reviewing sectoral priorities

107. 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 crisis dating back to the beginning of the 1980s.

108. For many developing countries, agriculture remains the dominant sector of the economy in terms of labour absorption. Efforts aimed at boosting agricultural productivity and diversifying crop production are essential, but

the capacity of agriculture to find work for a growing rural labour force is limited. Therefore, it is essential to promote non-farm activities, such as light manufacturing, cottage and artisanal industry, processing of farm commodities, aquaculture and fisheries, and wildlife conservation.

109. 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. They also provide production inputs and consumption goods for farms and farm households. But as the demand for the products of rural industries is in large part determined by the level and distribution of farm incomes, strong agricultural performance is also needed to enhance the employment and income-generating capacity of the rural non-farm sector.

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.

110. 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. Beyond the short-term direct employment generated during the construction phase of, for instance, irrigation and afforestation projects, their subsequent operation and maintenance offer prospects for both direct and indirect long-term employment.

111. In a large number of countries, industrialized as well as developing, 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. Investments in economic and social infrastructure, in addition to contributing to social objectives in these areas, can create, maintain and rehabilitate community assets and generate employment in the process.

Labour-intensive, local resource-using investment programmes and projects 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.

112. Developed and developing countries alike can create employment through a commitment to environmental management and sustainable development. 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. To cite just one example, drawn from Agenda 21, the improved management of forests can increase the production of goods and services and, in particular, the yield of wood and non-wood forestry products, thereby helping to generate additional employment and income as well as additional value through processing and trade of forest products.

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.

113. 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. Many export-oriented enterprises, in addition to absorbing large numbers of workers, can shift over time to more sophisticated, skill-intensive production methods and diversify exports, with wages as well as skill levels rising in the process.

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.

114. Within the manufacturing sector, industrial conversion is an area of potential labour displacement which calls for special tripartite attention. Although relevant to other declining industries such as steel and shipbuilding, it is defence manufacturing where the employment consequences of industrial conversion are perhaps most pronounced today. The phasing out of production or total closure of a plant can have a concentrated economic and employment impact on a particular local community or region. Workers may face the prospect of long-term unemployment.

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.

115. Over time as manufacturing evolves, the service sector assumes growing importance as a source of employment. 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. Many service jobs are highly skill-intensive, well paid and, adjusting for hours worked and quality improvements, show rising productivity.

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

E. Redefining the nature of work and employment

116. It is necessary to broaden the very conception of work with a view to creating the possibilities for greater number of persons to participate meaningfully in worklife. There is a great deal of socially useful work that could be performed within the framework of a wider conception of productive work and employment. 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. While such work cannot replace more traditional forms of self-employment and wage employment, it is becoming increasingly important and deserves fuller attention as a complement to other policy action. The institutional and policy challenge is to create mechanisms which encourage greater performance of socially useful work by combining the functioning of the market with the values and motivations which underlie much present-day volunteer activity. A related challenge is to address the fact that too much work performed by women currently goes unrecognized and unremunerated. Greater financial recognition of women's multiple roles both within and outside the household could 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 introduction of a broader conception of work and employment.

117. While the central aim of employment-centred policy and development strategy should be to create more and better jobs over time, attention could also be given to voluntary work-sharing. This should not take the form of increased involuntary part-time employment, which is a particular problem for many working women. The aim is to combine formal employment with other activities for those men, women and young people who seek alternatives to a full-time job. Conventional part-time employment and more innovative work-sharing and job-sharing arrangements may be welcomed by many single parents, spouses or partners who need to divide their time or wish to share employment and family responsibilities more fully, young people who could benefit from combining education and training with work, elderly workers desiring a phased retirement and disabled workers preferring a shorter work week. While examples of alternative working arrangements can be found in all societies, any acceleration of the move in this direction will require broader-based changes in attitudes and accompanying institutional arrangements. In industrialized countries, where for many decades now the traditional life cycle has consisted of successive periods of education, employment and retirement, the time is ripe to seriously consider and actively encourage alternative lifestyle patterns, as well as greater alternation among activities.

Governments should examine personal taxation and social security legislation with a view to ascertaining how provisions could be changed to facilitate much greater flexibility in the division of a person's time

between education and training, paid employment, volunteer activity and other socially useful forms of work, family responsibilities, and leisure and retirement.

F. Focusing on specific needs

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

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

119. Young people in growing numbers across the globe are out of work and often running out of hope. They are particularly 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. High fertility rates require that productive jobs be created for a continually growing labour force under conditions of already widespread unemployment and underemployment.

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.

120. 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 can 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.

121. 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 entirely beneficial. But growing inequalities between countries have increased pressures for emigration in excess of the entry levels fixed by host countries. As a result, there is an increased temptation to migrate illegally, 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 cooperation and assistance among countries of emigration and immigration, which would be in the interest of both.

122. 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.

123. For the labour force generally, and for groups with special needs in particular, efforts must be made to achieve a better match between labour supply and demand and to help workers to adapt to continually changing labour market conditions. The timely provision of relevant and reliable information on employment opportunities can assist individual workers to better orient their job search and facilitate more coherent patterns of labour force movement across the economy. In addition to their traditional task of seeking to place unemployed workers, public employment services can help raise job seekers' level of employable skills, develop, operate and evaluate special employment programmes, and manage worker redeployment and relocation schemes.

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

124. 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.

125. 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.

126. 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.

127. 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. Special attention needs to be given to the total abolition of forced labour and the progressive elimination of child labour, especially in its most abusive and exploitative forms. 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 progressive abolition of child labour.

128. The rights of migrant workers also should be respected and protected. 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. The International