

Policies to Advance Social Integration
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I. Introduction

Policies to promote social integration do not occur automatically. Reflecting a social contract and based on the values accepted in society, such policies need to be integrated with macroeconomic policies in a holistic and coherent way so that societies promote economic growth with equity, social cohesion and solidarity.

While the formulation of long-term social strategy and medium-and short-term social policy is main responsibility of Government, attainment of social integration through poverty eradication, employment generation, and social inclusion is the collective goal of all stakeholders in society. Non-government actors, who have raised their visibility and actively participate on in promoting social integration, should partner with Government through active collaborations with target groups who are the ultimate beneficiaries of deliberate social policies, using communication channels that are transparent and highly participatory.

As part of a multifaceted and multidimensional longer-term strategy, social policy should be anchored to clear benchmarks that can be measured, monitored, and assessed. Anticipated and unanticipated outcomes should inform the decision making process and implementation of social policy.

Government and non-government actors should develop capacity to plan, deliver, assess and redirect services and programmes that are required to reduce poverty, create employment, provide health and social care, and ensure income support and family payments. All these functions are essential for the attainment of social integration.

National economic and social efforts should take into account initiatives and policies that address the structural causes of poverty and exclusion, engage local communities in the creation of opportunities for all members of society and develop a cross-sectoral approach. In many cases, national policies that aim at the provision of universal access to basic services will not reach all groups in society. Therefore, in a context of universalism, targeted programmes should ensure that disadvantaged social groups are given the adequate attention.

The promotion of social integration should be based on:

- Coherence of national development efforts
- Capacity building
- Voice and participation in decision making
- Eradication of prejudice, discrimination and stereotyping
- Definition of social inclusion benchmarks
- Monitoring progress and evidence based social policy
- Supporting livelihoods of informal workers and care givers

- Family policy, and
- Social policy for special groups

II. Key linkages of social integration

In its Forty-seventh session's report, the Commission for Social Development² defines *social integration* as “both a goal and a dynamic and principled process in which societies engage to advance social development.” As such, social integration:

- “aims at fostering stable, safe and just societies where human rights are respected and all enjoy equality of opportunities, including vulnerable groups and persons,”
- ensures “the capacity of people to live together with full respect for the dignity of each individual, the common good, pluralism, and diversity, non-violence and solidarity,” and
- ensures people's ability “to participate in social, cultural, economic and political life.”

Social integration strengthens the cohesion of societies which in turn increases participation, solidarity and the sharing of values that promote inclusion and attainment of collective goals. Often, social integration and social inclusion have been considered as synonymous although there are subtle differences between these two concepts. Socially inclusive policies affirm actions to eliminate the causes of exclusion that lead to poverty, inequality, unemployment as well as to deep divisions within society that weaken democracy and create situations of violence, crime, upheaval and threats to security and public safety. Social inclusion is part of social integration because eradication of poverty and full employment and decent work *for all* constitute crucial pillars of social integration. Socially integrated societies or “societies for all” are cohesive and thus, stable, safe and just, geared at promoting participation, equality and solidarity. The ultimate goal of social integration is full access to all rights, opportunities, resources, and services that every person in society possesses so that each develops to become the person s/he wants to be without being subject to any impediment, prejudice, discrimination or stereotyping.

Against this general conceptual background, there is acknowledgment that social integration may not be an ideal goal for groups that have been traditionally marginalized and discriminated against. This is the case of indigenous groups that feel that they have already attained social cohesion within themselves and do not wish to assimilate, acculturate or integrate into mainstream society in ways that may imply losing their collective identity. A similar situation may be experienced by religious or ethnic groups that

² *Commission for Social Development*, Forty-seventh session, 4-13 February 2009 (United Nations publication, E/CN.5/2009/2), pp. 4-6.

experience discrimination for being who they are even if their members are non-poor and fully employed. To them, social inclusion may resonate as a preferable process than social integration because the latter may threaten the stability of their own communities.

A. Poverty eradication

Poverty is one of the most pervasive causes of social disadvantage because it denies access to essential goods, services and activities. It prevents an acceptable standard of living and implies difficulty in searching opportunities such as education and employment. When individuals are excluded they cannot enjoy their human rights and cannot participate in cultural, political and social activities of the community. The causes of poverty include lack of income, unemployment and barriers that hinder access to employment opportunities. These barriers can be cultural and educational, and include discrimination of women, older persons, migrants, displaced persons (such as refugee populations and those displaced as a result of conflict or natural disaster), persons from a different ethnicity and living in a disadvantageous location. In some societies, ethnicity constraints access to employment even if the society as a whole has a relatively low unemployment rate.³ In countries with civil unrest, (such as, for example, Colombia and Democratic Republic of Congo) displacement and violence lead to situations of risk for a large number of families who are already poor, have less formal education and have more children. In many ASEAN countries, poverty and remoteness of residence are strongly correlated. For that reason, the poorest households are located in the mountainous and highland areas or remote islands. This isolation limits accessibility and the provision of services when these are most needed.⁴

In many societies, changes in the structure of the household have increased vulnerability and the social exclusion of families. In single headed households in which the single provider has limited education and multiple roles including bringing up children, working at home, as well as holding a job, the risk of poverty is high. This situation is compounded when the labour market requires higher qualifications and skills and longer hours of work. Women who have to work double and triple shifts in environments in which there is a lack of basic services such as access to health care, education, housing, and safe drinking water are affected by social exclusion. Their families often become subject to inter-generational exclusion and chronic poverty.⁵

³ Susanna Helfer-Vogel, "Policies to Advance Social Integration. Poverty and Exclusion," paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

⁴ Fiona Howell, "Policies to Advance Social Integration," paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

⁵ Susanna Helfer-Vogel, *op.cit.*

Poverty and social exclusion increase insecurity and produce several forms of deprivation. When members in society lack education, employment, ability to participate in social and political activities or engage in leisure and cultural activities, they experience significant degradation in their living standards, become stigmatized and isolated. The more isolated they become, the more difficult it is for them to acquire information on employment opportunities, to be supported in their employment search and job training, and therefore, the likelihood that they will remain poor increases. Inability to aspire for a life out of poverty deprives people of dreams and hopes.⁶ At the same time, the social structures that produce disadvantage and poverty become inherent to societies and disallow social advancement of the poor.

Raising the issue of poverty and exclusion implies careful consideration of the nature of socioeconomic systems at the local, national and global levels that produce inequity and disadvantage, in particular, for vulnerable groups. Constitutional rights by themselves are not sufficient to eliminate poverty and exclusion but require intervention from all relevant stakeholders in society from Government and civil society actors to grass-roots and community based organisations.⁷ For that reason, public policy interventions that promote redistribution and address the issue of joblessness and non-governmental agency in support of these policies are essential to eliminate poverty.

The ageing of the world population has brought new challenges. A large proportion of older persons in the developing world lack income security and access to services. Years ago, they were supported by implicit and explicit intergenerational solidarity within the family and kin, and traditional values led younger generations to care for their elders. These values and the structure of families and the supporting kin have evolved with increased industrialisation, urbanisation, drop in fertility rates, and the high incidence of divorce and modern lifestyles that have broken up the stability of traditional families. Women, who have entered the work force in large numbers, face severe obstacles as caregivers and as workers outside the home. This situation becomes more acute when families are disrupted by migration as people seek to find new opportunities in larger cities or abroad. As a consequence, older persons especially in rural areas, and increasingly females because they live longer, are living in poverty and even, destitution, their social networks destroyed by the vagaries of the market and urgencies of modern times.

Poverty in childhood raises the risk of a life of exclusion and transmission of poverty into adulthood. The wide range of deprivations such as joblessness, poor health status, low educational attainment, elevated financial and emotional stress are usually transmitted from parents to children. The

⁶ Susanna Helfer-Vogel, *op.cit.*

⁷ Jimí O. Adésina, "The Nexus of Social Integration, Poverty Reduction and Full Employment," paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009, p.4.

feminisation of poverty is reflected in the increasing number of households headed by single women who live in poverty. To understand the causes, outcomes and dynamic nature of poverty as well as policies that make a difference it is essential to understand the lived experience of poverty and to hear the voices of children, who are economically disadvantaged and have negative experiences. There is a growing body of international research that recognizes that children in these circumstances have agency. These children tell how they want to see change happening.⁸

B. Employment

Investment in human capital from primary and secondary to higher education, life skills and job training prepares the person for employment. Thus, Government should assure that this fundamental investment continues to be made. Limited educational attainment and job skills increase the risk of poverty and exclusion. To address this barrier, there should be ample opportunities in society for access to education and acquisition of job and life skills as well as updating these skills. In addition, women's education should become a priority. Often, their participation in the work place is hindered by their commitments at home as care givers. Supporting families with affordable child care services allows women to better combine work and childcare.

Consistent and extended high levels of unemployment and underemployment produce exclusion to individuals, families and communities. At the same time, they erode the socioeconomic fabric by reducing economic growth and tax revenue, and produce negative social outcomes such as delinquent behavior, crime and violence. Social security systems that are based on the deepening of industrialization processes provide statutory entitlements to salaried workers (and their families) only. In many developing countries, however, that have a small salaried formal labour force, a vast proportion of the population is not covered and lacks access to health care, transfers, and other social services. In these countries, universal health care and education is often constrained by the smallness of Government revenues and its lack of administrative and delivery capacity, and therefore, a majority of people are excluded from basic services. In Thailand, with a large informal labor force (two thirds of the employed labor force), workers in the informal economy (46% of GDP) have some social security coverage but it is less comprehensive than the coverage that formal workers receive.⁹

⁸ Bettina Cass and Peter Whiteford, "Social Inclusion and the Struggle against Child Poverty: Lessons from Australian Experience," paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

⁹ Narumol Nirathron, "Social Integration through Social Protection Programmes: Some Considerations From Social Protection Scheme for Workers in the Informal Economy in Thailand," paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

Employment opportunities for youth who are entering the workplace improve the labour market prospects of youth, reduce their poverty and promote their better social integration. There are approximately 1.2 billion young people (15 to 24 years) globally representing one fourth of the world's working age population of which ninety per cent live in the developing world. On average, youth employment is 12 per cent, three times higher than the adult unemployment rate. In developing countries, youth unemployment is approximately 15 per cent with large dispersions by regions and countries. In Jamaica, youth unemployment rate at 23.6 per cent was more than three times that of the adult unemployment rate with stood at 7 per cent.¹⁰

Data on youth unemployment should be taken with caution. It excludes underemployment, precarious informal jobs or unpaid family work that are prevalent among youth in many developing countries. To address youth unemployment, poverty reduction efforts must include national action plans on youth employment that affect the supply side of the labour market (training on technical or life skills), the demand side (public work programs or wage subsidies), or the matching function of the labour market (employment services or other forms of intermediation).¹¹

In many countries, women's participation in the economy is not directly recorded in official statistics because their work is at home as care givers and/or informal in income generating activities. While playing a very important role in sustaining families and in bringing income back home, their contributions remain largely unregistered. Therefore, data on unemployment rates by gender may not truly reflect the employment situation of women. For example, in Jamaica, in 2007, the female unemployment rate at 14.5 per cent was more than twice that of male unemployment¹² however other supporting evidence exists indicating the high level of engagement of women at home that is not officially recorded as a job.

Active labour market interventions that increase the employability of members of the family, particularly for the heads of the household, are an effective strategy to reduce poverty. In developed countries, the combination of effective redistribution policies and high family employment has reduced the incidence of poverty, especially among children. In Australia, Canada and in the Nordic countries, social policies have promoted the intergenerational mobility of socioeconomic status through labour market interventions.¹³

¹⁰ Faith Innerarity, "Promotion of Inclusive Poverty Eradication and Productive Employment and Decent Work Policies to advance Social Integration," paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

¹¹ Markus Pilgrim, "Creating employment opportunities for young people" paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

¹² Faith Innerarity, op.cit.

¹³ Bettina Caas and Peter Whiteford, op.cit.

Affirmative action policies attempt to promote equal opportunity and access to employment to individuals who have been traditionally underrepresented and, in many societies, they have contributed to raising the proportion of marginalised groups in jobs. These policies aim at eliminating both active (deliberate policies not to employ) and passive causes (unintended consequences of social structures that limit access and recreate exclusion) of discrimination. Based on findings across outcomes of affirmative action policies it is possible to identify a few flaws in affirmative action efforts. First, they are limited in their effectiveness when the universe of application is also limited, i.e., affirmative action policies can be part of employment policies in the public sector or in academic institutions but not in the corporate sector. Second, the effectiveness can be limited when the educational or skill base of the beneficiary is low, i.e., the person can get a job but will face upward mobility constraints. Third, effectiveness can be limited if individuals from traditionally underrepresented backgrounds compete among each other for job reservations that may not yield jobs for individuals that are most deserving of protection. Fourth, benefits from job reservation, which is particularly true in academic institutions in the areas of medicine and engineering, are captured by members of groups that are already quite advantaged generating a so-called “creamy layer” problem. Fifth, affirmative action policies can create perverse incentives in that they create job reservations for employees with minimal skills and qualifications who will not be able to be promoted and enjoy upper mobility. And sixth, affirmative action policies create jobs but do not ensure career progression or upper mobility in the job.¹⁴

For these reasons, affirmative action policies do contribute to more equity in the workplace but do not generate on their own a structural transformation in social exclusion. Public policies have to address the fundamental causes of exclusion and discrimination in the labour market through meaningful improvements in educational systems at all levels, such as, ensuring that every child has access to high quality education, training programs and acquisition of skills. In India, despite affirmative action policies that created reservation jobs for Dalits in the public sector and educational institutions and representation on elected bodies, Dalits have continued to experience tremendous impediments in moving up the social and professional ladder.¹⁵

C. Prejudice, discrimination, and other factors

Aside from poverty and unemployment, social exclusion is strongly rooted in prejudice, discrimination and stereotyping that generate isolation, humiliation and diminish the victim’s sense of self-esteem. While there is a

¹⁴ Vani K. Boroah “Non-Discriminatory, Rights-Based Outcomes with Respect to Productive Employment and Decent Work with an Application to Dalits and Muslims in India” paper presented to the Expert Group Meeting “Policies to Advance Social Integration,” New York, November 2-4, 2009.

¹⁵ Vani K. Boroah, *ibid.*

direct relationship between poverty, unemployment and social exclusion, the relationships among all these variables is complex. Material (income) poverty is assumed to be a cause of social exclusion. Material poverty, however, can occur in the absence of social exclusion and be mediated by strong social capital at a community level. And, more importantly, social exclusion may occur even in cases when people are not struck by material deprivation.¹⁶ Exclusion results from prejudice and discrimination that is based on a person's background and is embedded in racism, sexism, caste system, xenophobia, homophobia, religious intolerance, and other destructive attitudes. These manifestations have debilitating and strongly exclusionary effects on victims. Persons can be fully employed and perform "decent" work but this may not shield them from discrimination and institutionalized racism or sexism.¹⁷

Gender discrimination and the under representation of women at the level of decision making in many societies is one of the most pervasive and prevalent forms of institutionalized exclusion and inequality. For that reason, eradication of this type of discrimination and promotion of equality should be considered as a fundamental step in advancing social integration.

Social exclusion due to lack of participation also arises from discrimination to persons who are chronically ill or disabled and because of the geographical location where people live or ethnic and cultural identification. Among these, the circumstance of disability and informal care giving for family members with disability, long-term illness and frailty due to ageing needs to be stressed. In order to address participation deficit, public policy needs to expand the concept of joblessness, taking into account how disability and care giving responsibilities constrain economic participation. Disability affects not only the employment of the person with the disability but also of the person who takes primary responsibility for their care. Similarly, in societies struck by violence or in the aftermath natural disaster, youth and children may themselves be taking on the responsibilities of care-giving with negative consequences on their educational attainment, employment entry and overall life-course.¹⁸

Social integration promotion requires not only equality and non discrimination, but special measures and interventions to deal with those historically excluded or disadvantaged. This may mean that certain groups or individuals are to be treated differently in order for them to be treated equally. Among these groups immigrants may be excluded from programmes that are aimed solely at citizens.

D. Social integration in the context of conflict and fragile societies

¹⁶ Jimí O. Adésina, op.cit.

¹⁷ Jimí O. Adésina, op. cit.

¹⁸ Bettina Cass and Peter Whiteford, op.cit.

Attaining social integration in societies that are coming out of civil war or violence is a vastly demanding process that requires strong Government leadership, consistency and active participation from local communities. These societies need international support in the form of humanitarian and financial aid to help with reconstruction efforts. A crucial element in efforts to build solidarity and cohesion in these societies include decentralisation of measures to reduce poverty and create employment, strong supervisory role of Government and popular participation and accountability of democratically elected leaders. When local governments and communities play an active role in guiding and supporting development initiatives, social integration is bound to be more successful.

In many countries, including countries that have recently come out from conflict, the existence of constitutions that affirm the human rights of all citizens is incongruent with the reality of marginalisation and exclusion that a large portion of the still population experiences. Public policies should make political discourses a living reality. In the process of consultation and decision making for the design of public policies, meaningful public participation should be ensured. In South Africa, parliament goes to communities where people live to hold open hearings. These are conducted in communities' safe spaces and in language that they understand thus generating considerable interest and attendance.¹⁹ In Colombia, there are approximately three million people who are displaced because of conflict and violence. Their socioeconomic situation was severely affected because of their inability to find jobs and discrimination against them because of their ethnic background. To address this situation, a legislative agreement has secured rights to this group and efforts are being made to support their security.

The Government of Rwanda has promoted social integration and has fostered national reconciliation, cultivated social cohesion, and actively seeks to eradicate poverty.²⁰ Participation and decentralisation was launched in 2000 and local governments were assigned a key role in bringing communities together. Country-wide consultations on the causes of disunity and lack of development resulted in Rwandans expressing their desire to be accorded voice in decision making at all levels. The Government designed a development plan that had three phases, the first two already accomplished: reconstruction and rehabilitation that laid ground for national reconciliation; poverty reduction and decentralisation; and presently, implementing a poverty

¹⁹ Jodi Kollapen, , "Social Integration, Public Participation, Equality and Non Discrimination," paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

²⁰ Frederick Golooba-Mutebi, "Social Integration and Poverty Eradication: Indications from Post-Genocide Rwanda," paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

reduction strategy and a long-term vision. The Government brought back the positive aspects of Rwandan cultural and traditional practices from before colonial rule, these practices include, among others, mutual assistance, the promotion of a culture of setting goals and measuring results, identification of families living in poverty, performance contracts, and youth volunteerism . Both, decentralisation and the supervisory role of government were strategies that enabled the building of small infrastructure projects and a reduction in the level of poverty within a decade.

E. Social integration and the current global economic downturn

In 2008-2009, the global financial crisis, the worse since the great depression of the 1930s, had a negative impact and reduced economic growth worldwide. Although some emerging economies such as China have managed to maintain positive growth rates, the majority of countries experienced an increase in unemployment and therefore, reductions in income and in effective demand. The instability in the price of oil, natural disaster threats due to climate change, relative increase in food prices, and reduction in publicly delivered social services due to a combination of restructuring of social protection systems and an increase in fiscal deficits are leading to an increase in uncertainty. Therefore, more than ever, it is necessary for Governments and relevant actors to get together and formulate social policies aimed at sustaining the level of social inclusion that societies have already accomplished avoiding the reversal of goals. In addition, partnerships should seek to continue to foster the social integration agenda despite the short-term nature of the unfriendly economic environment.

Mitigation of the negative effects of the economic downturn may imply adopting prudent counter-cyclical macroeconomic policies such as fiscal stimuli and expansionary monetary policies, strengthening regulation and transparency of institutions, and implementing targeted social protection programmes to address people in need and vulnerable groups. Rather than containing social spending, Governments should seek to reaffirm their long-term commitment to enhancing their human capital and make efforts to sustain this commitment even during these difficult times. In the Philippines, a conditional cash transfer has been implemented to help achieve health MDGs for poor households in response to the current global financial crisis. Conditions include that pregnant women must get prenatal care, child birth is attended by health professional, parents/guardians attend family planning sessions, and children under 5 must get regular preventive health care.²¹

III. A comprehensive vision for social integration

A. A human rights development framework

²¹ Fiona Howell, op.cit.

A human rights development framework emphasizes equity, social justice and the dignity of all persons in the formulation of national policies that are coherent and converge to the attainment of a society for all. Within this framework, social policy that addresses economic and non-economic participation requires an overarching vision that places the person, the family and the community at the centre of a web of services in an empowering manner. The approach is also gendered in the sense that it acknowledges that females (mothers in particular), and often males (fathers), must balance responsibilities of work and care provision. Caring for each other in a cohesive and fair society provides impetus for economic growth and sustained development.

A basic model of social integration²² should include the following fundamental goals:

- Generation of employment,
- Provision of health and social care,
- Provision of education and training, and
- Income support and family payments to fight poverty

These four social goals are to be part of the wider macroeconomic plan so that it is well funded and prioritized at all levels of Government. In addition, these goals are to be collectively attained by partnerships and collaborations among all stakeholders in society. The model identifies four main dimensions or realms for collective action, namely, the public, the family, communities and not-for profit organizations, and the market:

- The public realm is represented mainly by Government. It is responsible for the support and care of all members of society, guarantor of their physical integrity, provider of an adequate legal and just environment for conflict resolution and fulfilling an arbitration role when needed. At this level, Government puts in practice its responsibility of formulating and implementing social policy in partnership with non-government actors. It sets social integration benchmark goals and develops the capacity to guide and monitor progress. Government uses its redistributive function to provide social protection to people in need under universal services and/or targeted programs and using income support and family payments when necessary.
- At the private sphere, families (nuclear, extended, kin, quasi-family relationships) or households fulfill care giving functions to each other and to their immediate neighborhoods and communities. These services are based on solidarity (often intergenerational), and provide much needed cohesion. Care giving has been moving away from the home and communities due to the increased

²² Formulated jointly by experts at the EGM “Policies to Advance Social Integration,” New York, November 2-4, 2009.

mobility of families, their restructuring, and the increased numbers of women leaving home and joining the work place. More and more, care giving has moved to the public realm, to communities outside the home, and to the market. The latter is true in more advanced countries where older persons for example can hire individual or institutionalized care givers.

- Communities, neighborhoods, interest groups and associations, non-governmental organizations, not-for profit agencies form an important sector in society that cares for members of their groups and associations. They represent social capital and support people's well being, especially, the well being of special groups such as older persons, youth, persons with disabilities, orphan children, and poor women who head their households.
- For-profit-providers in the market operate in the health industry, education, financial instruments for long-term savings, life and health insurance, and other social services. The provision of care has moved from home and communities, and from publicly administered programmes to the market.

Actors or stakeholders in each of these four realms are also integrated in supranational relationships. For example, Government is influenced by international agreements and multilaterals such as the United Nations, the ILO, UNICEF and WHO. Domestically, Government is affected by the agency of interest groups, political parties, corporations, non governmental organisations, communities and neighborhoods. The market is affected among others by the presence of transnational corporations, the global financial, insurance and pharmaceutical industry, by demand conditions for their services and products, by cost and management issues. And families and communities at home are influenced by transnational families and diasporas abroad. Through these complex and closely knitted web of actors and interactions, social integration becomes an ever evolving process that is shaped by national and global trends, initiatives and interventions.

Societies vary in their social policy histories and efforts which are usually closely related to their levels of development and challenges that they have faced. For this reason, strategies to achieve specific social integration goals will depend on national socio-economic agendas and on the political leadership, commitment and resources that are collectively put together.

Poverty will continue to be structural and persistent if jobs are short-term and precarious, and employment arrangements and public policies do not sufficiently recognize or support family and their care giving responsibilities. In priority setting for addressing family joblessness, emphasis must be placed on the characteristics of jobs which provide family and care-giver friendly flexible practices and family leave arrangements for both parents, accompanied by provisions of accessible affordable and suitable child care,

elder care and disability. Employment and care giving responsibilities should be equally valued and reconciled.²³

Social protection is a fundamental prerequisite to reduce the risk of social exclusion. A mix of public policies should increase rewards of paid work with strong minimum wages and redistribution, create carer giver friendly relationships, focus on stable and secure jobs, and promote individually tailored educational policies.²⁴ Educational policies should promote training and employment programmes and services that address specific problems such as appropriate health and/or disability services to help individuals enter the workplace and remain in it. In addition, at the primary and secondary levels, curricula should promote tolerance and the acquisition of multicultural competence to eliminate prejudice, discrimination and stereotyping.

B. Social protection

One of the functions of social protection is achieving social integration through solidarity, equity, and redistribution. Traditionally, social protection was understood as extension of statutory social security to the labour force, at best combining social insurance, assistance and other services, thus fulfilling a sustaining or protecting function in view of existing insecurities and risks of individuals. It embodied some distinctive “welfare mix” that varied from country to country. Today, there is agreement that social protection is not restricted to labour market-based social security and welfare assistance. Social protection is indeed a fundamental universal requirement for attaining social integration. It includes market and non-market based programmes and initiatives implemented through public, private or combined partnerships in order to offset reduction of income from work, provide assistance in kind or cash for families with children and for vulnerable groups (older persons, persons with disabilities or chronic illness), provide educational (and vocational) training, health-care, housing, and other social services; as well as special programs to mitigate the impact of crises situations, transitions, structural adjustment (safety nets, social funds, etc.), poverty reduction programs (targeted schemes and cash conditional transfers), and post-conflict. Social protection includes a whole network of formal and informal coverage schemes that protect and promote attainment of human security given anticipated and unanticipated risks and vulnerabilities that people are exposed permanently.

Some countries have attempted to introduce income support to vulnerable groups that are non-contributive benefits. For example, social pensions are transfers to individuals or families that attempt to lift them out of extreme poverty. Thailand introduced in April 2009 a social pension amounting to approximately \$14 a month for citizens older than 60 years. Combined with

²³ Bettina Caas and Peter Whiteford, *op. cit.*

²⁴ Bettina Caas and Peter Whiteford, *op. cit.*

the civil service and private sector social security pensions, two thirds of the elderly will have income security.²⁵ Other small developing countries that have incorporated non means tested social pensions include Bolivia, Botswana and Kosovo. India has introduced a means-tested social pension.

To cover informal workers representing a large portion of the labour force, many countries have introduced social protection schemes that include social insurance, labour protection, public assistance, and social services. In Thailand, informal workers, including home-based and agriculture workers, are entitled to social security coverage for childbirth, disability, death, and health care. They can access public assistance funds, housing, skills training, pre-employment training, low interest loans from many sources including the Village Fund Project and the Bank of People Project.²⁶ The experience in Thailand with housing projects for poor informal workers shows that good planning, active and permanent collaboration among beneficiaries, strong leadership, and the existence of a strong social capital within the community helps transform and substantially enhance the adequacy of housing projects.²⁷

Social protection is essential for promoting equitable economic development. In this sense, the challenge for policymakers is to define and support the network of schemes that can first, protect the majority from the disgrace of poverty, marginalisation and exclusion, and second, enhance the opportunities for economic growth and human security. An adequate social protection system is necessary in conjunction with democratic government and a balanced mix of economic and social policy. Working together, they increase the productivity and security of the workforce, raise its competitiveness, and in general, increase the stability and sustainability of economic growth.

The funding of social protection is however a serious challenge both in developed and in developing countries. To address the need for additional resources due to ageing and the increase in dependency rates, governments have reduced programmes, reduce administrative costs, increase retirement age, and find ways to partner with private and non-governmental organisations. In developing countries, where the majority of the population lacks basic social protection coverage, the challenges are vast and deep. In these societies, social and economic support of vulnerable groups often rests within the family and kin and within relationships based on intergenerational transfers and solidarity.

C. Coverage to vulnerable groups and individuals

²⁵ Fiona Howell, *op.cit.*

²⁶ Narumol Nirathron, *op. cit.*

²⁷ Narumol Nirathron, *op. cit.*

Social protection programmes that reduce child poverty are fundamental to increase social inclusion and social integration. Many developed countries have used anti-poverty programmes to eliminate child poverty for example the United Kingdom, Greece, Ireland, Canada, and Australia. In Australia, the child poverty pledge of 1987 included commitments to increase the rates of benefits for children in low income families, both in families receiving income support benefits and in families in low-paid work. These commitments were reflected in standards of payment adequacy that introduced family payments indexation to prevent families from falling behind those with children. To support these measures, Government introduced a job, education and training programme that supported parents to join the workforce and in the expansion of child care services.²⁸

In Jamaica, the reform of the social safety net in 2001 created a conditional cash transfer programme (PATH) to ensure better targeting of the poor and the linking of benefits to human capital investment. The programme was targeted at children (1 to 17), pregnant and lactating women, the elderly, and persons with disabilities in poor households as well as destitute individuals. In addition, the initiative included the establishment of a social investment fund to address infrastructural deficiencies in poor communities using a participatory approach, an inner-city housing development project and major expansion of highways and road network to support economic growth. These policies were accompanied by social measures and legislation to improve the status of children, persons with disabilities and older persons. In 2007, user fees in public hospitals and health centers and all tuition fees at the secondary school level were eliminated. Despite some errors of inclusion and exclusion, PATH has been one of the most successful programmes.²⁹

An important strategy to promote social inclusion is the reconciliation of employment and care in employment policies. The acknowledgement that family care giving supports the social foundation by providing care to children, older persons and persons who are chronically ill is an important step forward in the design of labour interventions that seek to promote employment opportunities that are flexible and yet generate social protection entitlements. Policies that reconcile employment and provision of care may be located in various public policy domains such as statutory policy and workplace and employment relations. Statutory policy can recognize payments for care through the social protection system; the provision of paid maternity, parental and other carer leave arrangements; the right to request flexibility in employment hours to accommodate caring responsibilities; the introduction of gendered employment leave policies which mandate certain periods of leave for the mother and certain periods of leave for the father in order to encourage better sharing of care and fathers' involvement with their children's lives; public provision of subsidisation of child care, elder care and

²⁸ Bettina Cass and Peter Whiteford, op.cit.

²⁹ Faith Innerarity, op.cit.

disability care services which are accessible, affordable and of high quality. Workplace and employment relations would include the balancing of employment and care as part of employee/employer negotiations.³⁰

D. Universal and targeted approaches

Universalism and solidarity were principles that helped industrial nations develop welfare programmes and social insurance systems that provided social coverage for the labour force and their families. Social security systems and universal access to health care and education were adopted in developing countries following the western models of social protection, nation building and intergenerational solidarity. Universal provision of education, health care and employment benefits as well as transfers is funded through taxes and in some countries, partially through social security contributions. One major characteristic of universalism is its firm roots in solidarity and equality and the belief that it supports investment in human capital that in turn increase productive employment and economic growth that broadens the tax base. But universal provision has faced a number of challenges motivated by fiscal constraints as benefits grew more generous and as the demographic transition and the ageing of societies increased the dependency rate. In addition, universal welfare policies in some countries have generated a culture of so-called “paternalism” and lack of incentives for full employment.

Since the 1980s, however, the principle of social provision shifted from universalism to targeting everywhere as part of an ideological shift from social state responsibility to the adoption of market principles.³¹ Adoption of free trade and liberalisation policies within a global context of deepening of the market economy helped shape an approach to social policy that was based on the retrenchment of Governments from the provision of universal services to implementation of pro-poor policies, targeted transfers and the creation of safety nets. In developing countries, social security institutions faced difficult constraints to expand coverage and were advised by international financial institutions to privatize services and implement user fees among other ways to recover cost.

Targeting has been considered an efficient approach to reduce poverty because it eliminates high leakage found in universal schemes.³² The allocation of scarce resources earmarked for social transfers to special groups in need permit concentration on poor people excluding those who are not in need. Identification of these special groups is done through a variety of models that range from simple self-targeting to more complicated poverty

³⁰ Bettina Caas and Peter Whiteford, op.cit.

³¹ Ilcheong Yi, “Pros and Cons of Pursuing Targeted versus Universal Approaches to Poverty Eradication and Employment Promotion,” paper presented to the Expert Group Meeting “Policies to Advance Social Integration,” New York, November 2-4, 2009.

³² Ilcheong Yi, *ibid.*

mapping models through means testing. Examples of targeting schemes include Bolsa Escola and Bolsa Familia in Brazil (cash transfer conditional to school attendance and vaccination), Subsidized Health Insurance Regime in Colombia (health social assistance), Progresa/Oportunidades in Mexico (cash transfer poverty alleviation programme).

The effectiveness of targeting continues to be a source of controversy because it may encounter a series of crucial challenges.³³ First, lack of information and insufficient data can lead to a poor identification of the poor. Second, misreporting can lead to exclusion errors (undercoverage) and inclusion errors (leakage). Third, in developing countries administration costs of targeting can be excessive. Where poverty is widespread and institutional capacity of benefit transfer and transparency are low, targeting schemes can be more expensive than universal schemes. Fourth, costs involved in identification of the poor can lead to additional costs of fraud control that add to administrative costs. And fifth, targeting leads to stigmatisation of the poor, corruption and the development of clientelism that can undermine the spirit of solidarity. This is particularly true during situations of economic downturn when a small number of politically weak beneficiaries may encounter enormous difficulties in rallying enough support for targeting among middle-income population and the non-poor. In contrast, the latter would be more politically inclined to support a universal scheme that works for all.³⁴

Although there is the argument that targeting may be more redistributive with those who really need support at the lower end of the income distribution, there is evidence that shows that the risk of widening cleavages between the poor by gender, ethnicity, and location is high. Reports on the targeting efficiency in several countries report show that the incidence of exclusion of the poor and inclusion of the non-poor is high. A report on the effectiveness of targeting programs among developed countries found that the proportion of very poor people who were poor in every year of a ten year period, but received no benefits in any of those years ranged from 60 per cent in the United States to 86 per cent in the Netherlands and 87 per cent in Germany. Similarly, another study on the target efficiency in the CEE and CIS found that the level of exclusion errors as measured by the proportion of the poor who did not receive social assistance in 1993-1995 ranged from 57 per cent in Hungary to 87 per cent in the Russian Federation, 90 per cent in both Bulgaria and Estonia, and 94 per cent in Poland. At the same time, inclusion errors were as high, ranging from 36 per cent in Poland to 93 per cent in Bulgaria.³⁵ Thus, social integration with programmes excluding a high number of socially marginalized or including the non-poor is a high price to

³³ Ilcheong Yi, *ibid* and Dorothy Rosenbert, "Policies to Advance Social Integration" paper presented to the Expert Group Meeting "Policies to Advance Social Integration," New York, November 2-4, 2009.

³⁴ Ilcheong Yi, *op.cit.* and Dorothy Rosenbert, *op.cit.*

³⁵ Dorothy Rosenbert, *op.cit.*

pay. A study for Bosnia and Herzegovina, Macedonia and Romania, showed that it is difficult to identify communities that will benefit more from means-tested than from universal programmes when populations at all levels of expenditure lack access to, for example, health-care. In the case of Macedonia, for example, where denied access to health care is prevalent regardless of expenditure level, universal access is needed.³⁶

Rather than setting universalism and targeting as exclusionary visions, evidence shows that targeting can help promote social inclusion in a faster and more effective manner within a context of universalism. It means that a combination of both universal and targeted social policies is adequate to address the special needs of vulnerable groups that despite “universalism” have continued to be excluded.

E. Government and non-governmental agency

Since the mid-nineties, non-governmental civil society organizations have increased their stake in the promotion of development. As presented in the basic model of social integration, they are visible and dominant in areas such as health care, education, technical assistance and capacity building, programmes for families and youth, older persons, and microfinance. The market has also expanded its participation in the provision of social services in the aftermath of the privatisation of health care and pension programmes. For that reason, actors who participate in the creation of social integration include Government and non-governmental organisations that are non-for-profit and for-profit. It is evident that these actors attain a level of coherence and coordination in their actions so as to promote social inclusion rather than act against the path of development. Governments should exert wield in ensuring the responsible use of corporate power within the private sector and prevent reactions or outcomes that undermine their social policy goals.

IV. Best strategies aimed at promoting social integration

A. Coherence of national development policies

Public policy and interventions to reduce poverty, promote employment and social integration should be synchronized across sectors (i.e., health, education, transportation, employment, social protection, family and youth, among others) and be part of the wider range of macroeconomic policies that foster economic growth. Too often, at the Government level, poverty eradication programmes are fragmented and separated from the rest of the macroeconomic strategies. To ensure an integration of social and economic policy, Governments should create a focal point within Government that has

³⁶ Sevinc Rende, Deniz Rende and Nihat Baysal, “Mapping Community Structures by Health Exclusion, Poverty and Unemployment,” paper presented to the Expert Group Meeting “Policies to Advance Social Integration,” New York, November 2-4, 2009.

the responsibility of poverty eradication, coordination of initiatives across sectors, assessing progress and impact, and redirecting when necessary to attain social integration goals. This focal point can be a ministry or an office that reports directly to the highest leader in office.

B. Capacity building

Implementation of policies that promote social integration, eradicate poverty and create employment opportunities is the responsibility of Government. To attain social policy goals, the social integration focal point will be responsible for proposing social policy that is closely linked with macroeconomic strategies in a coherent and consistent manner. The social development plan should clearly lay out social inclusion goals and support the development of institutional capacity for the management of services either publicly or in coordination with private partners. The plan should include goals that are translated into benchmark indicators. A supportive system of information and data analysis should inform policy decisions and the vision for social policy. Personnel working for Government and for non government actors should be appropriately trained for which educational institutions will provide with professional programmes from social work to careers in health care, information services and management. Input for the social development plan should be based on democratic participation from organisations representing civil society.

C. Voice and participation in decision making

Social integration aims at respecting people and recognizing their value to society, soliciting their views, and creating and maintaining opportunities for people to participate in meaningful and substantive ways in matters that affect them. It is about sharing the responsibility of the interventions that are about them. Programmes should be structured in ways that enable full participation of the poor in the processes that affect them rather than in a top down and hierarchical manner.³⁷

D. Eradicating prejudice, discrimination and stereotyping

Equality and social integration can be only brought about with full eradication of discriminatory practices that have become ingrained in institutions and in the culture of dominant groups. The respect for difference and for the diverse identity of each person and groups is necessary condition for social integration and requires public policy interventions and the transformation of institutions in civil society. Institutional racism and other forms of discrimination are aimed at certain groups of people on the basis of race (a social construct), gender (sexism), ethnic group (ethnocentrism), social class (classism), language (linguicism) or religion or other perceived

³⁷ Jodi Kollapen, op.cit.

difference. It is through the power of the dominant group that these types of behaviors and attitudes become systemic and have negative and destructive effects. To eradicate prejudice, discrimination and stereotyping, Governments and civil society actors should make multicultural education a mandatory part of curricular programmes in schools, ensure that there is equal access and opportunity for all people in society to access high quality education, actively monitor policies and practices to severely punish any type of discriminatory behavior or attitude, severely punish hate-crimes, and support equal opportunity in the workplace through affirmative action policies.

E. Social inclusion and social integration benchmarks

Public policies and initiatives that are undertaken by various social actors should have clear goals and associated indicators that will be used to assess progress. At the onset, a baseline should be clearly established before the policies and initiatives are implemented. They will be followed by collection of data and monitoring. Progress will be assessed in terms of efficiency, effectiveness, cost, anticipated and unanticipated consequences of interventions, and formulation of new policies when needed. Specific benchmarks should include among others expected outcomes in terms of poverty eradication, employment, and eradication of discrimination active and passive, by background such as age, gender, socioeconomic status, ethnicity, religion, and region. Examples of social inclusion benchmarks are: youth unemployment rate, median earnings for wage and salaried workers by age, educational attainment of children, youth, and by gender, proportion of traditionally underrepresented individuals in management positions in the public and private sectors, percent of poor families that are supported by targeted programs, and so forth. The Laeken indicators used in the European Union to measure poverty and social exclusion are an example of the type of benchmarks that countries can adopt. The Laeken indicators include variables such as at risk of poverty rate, income quintile's ratio, regional cohesion, long-term unemployment rate, persons living in jobless households, life expectancy at birth, and self defined health status.

F. Monitoring progress and evidence based social policy

Quality data is of utmost importance for conceptualization and implementation of any sound policy. Data collection should be transparent, while data should be accessible, centralized, and updated. For that purpose, countries need to strengthen their national institutional offices that are responsible for the management of information and create informational networks with research partners, Government offices, international organisations and other development stakeholders. The horizontal and vertical coordination and research of public and private institutions will enable the flow of information and analysis that is required for social policy monitoring. Governments should play a key role in the collection and feeding

of information through the national statistics system at all levels from villages and small localities to larger cities.

Methodological frameworks for monitoring and evaluating need to be developed and instituted. Since there is international interest in the development of methodologies that can be used for assessing the impact of social policies, it would be highly desirable that the international community of scientists and development practitioners, multilateral agencies and non-governmental organisations concentrate efforts to maintain a network for the on-going research and assessment of social integration at national and regional levels.

G. Supporting livelihoods of informal workers and care givers

Informal workers represent a large portion of the labour force in developing countries and their access to social services is often hindered because they are not part of the statutory social security system. Or, if they are part of the latter, the coverage they receive is less comprehensive than the one obtained by the formal labor force. To address the failure of social protection coverage through social security, many microfinance institutions have created schemes for informal workers who are their clients. In some ASEAN countries, rural microfinance has positively impacted poverty reduction efforts and covered against other social risks such as human trafficking by creating other income generating options.³⁸

But, informal workers who work separately from microfinance institutions are left out to their own risk. Therefore, it is necessary that Governments provide coverage to these workers and their families through universal and targeted programmes.

In a similar situation are care givers, usually women, who stay at home to provide support for children, older persons, persons with disabilities or with chronic ailments. It is important that Governments recognize their work and that they become eligible for social protection benefits including income support.

The support of informal workers and care givers should be part of the social integration agenda.

H. Family policy

The wellbeing of families is the main focus of social policy, especially families at risk and children living in poverty. Impact of public policies on the family should be continuously monitored and ensure that members of the family satisfy their basic needs in terms of nutrition, health care, safety of

³⁸ Fiona Howell, op.cit.

their living environment, water sanitation, housing, education and training, leisure and culture, and certainly work with adequate income. The wellbeing of the family will also result in active political participation and healthy social interactions. A focus on excluded families who live in poverty should be a priority for public policy so that integrated family support services are provided. Government and non-governmental actors should actively seek out and identify families in need so that they can be appropriately supported. Special services should be available for individuals with special needs such as persons with disabilities or chronically ill.

Economic and social support for women should be a priority so that they can better balance their work at home as care givers and at the workplace. Women should have access to child care, education in job skills or to update their skills.³⁹

I. Social policy for special groups

Social integration requires that special vulnerable groups are supported and covered with adequate public policies and social protection. Governments and non-government actors everywhere should follow international agreements and conventions that grant these special groups rights and formulate action plans for their full integration in society. For example, the Convention on the Rights of Persons with Disabilities that was adopted in 2006 has a strong social development dimension that regards persons with disabilities as capable of claiming their rights and making their own responsible decision. The Madrid International Plan of Action on Ageing is a major international agreement that advocates ways and means to protect and support older persons. The World Programme of Action for Youth supports actions to improve the situation of young people. Article 3 and 32 of the UN Declaration on the Rights of Indigenous Peoples affirms the social, economic and cultural rights of this group. Similarly, refugees, migrants and displaced persons due to conflict and civil war are all protected by United Nations agreements. The rights of all these special groups must be ensured as crucial component of social integration and should never be overlooked.

V. Conclusions and recommendations

A. Conclusions

- Attaining social integration requires an adequate mix of intentional macroeconomic and social policy in a coherent and consistent manner. At all levels of government, programmes need to be coordinated, information shared, and capacity building should be developed. Government and non-governmental actors both nationally and internationally should form

³⁹ Susanna Helfer-Vogel, op. cit.

partnerships to deliver social services in a universal way and target special groups when necessary to ensure attainment of a “society for all.”

- Clearly, employment is fundamental in the attainment of socially integrated societies. But there are many problems that prevent that all persons of working age have jobs and livelihoods that generate livable incomes. Among many, these problems include: lack of economic growth, joblessness of families living in poverty, youth unemployment, social vulnerability of groups that prevent them from accessing an adequate education and training, government failure in the provision of social services, discrimination, civil war and violence.
- Social and macroeconomic policy should address problems that prevent full employment and decent work for all through effective interventions from educational training to labour market interventions.
- Governments should adopt poverty reduction programmes as an essential step for social integration.
- Social integration policy should attain: generation of employment, provision of health and social care, provision of educational training, and income support and family payments to eliminate poverty. These goals are to be accomplished through universalism that is supplemented with targeted programmes for special groups.
- The voice and participation in decision making of all people, particularly of those who are beneficiaries of targeted programmes is essential.
- Eradication of discrimination is fundamental. Societies must embrace their multiculturalism and diversity and ensure acceptance of difference.
- To support the rebuilding of cohesiveness and social integration in post-conflict and fragile societies, strong Government leadership and high participation at the local level can achieve poverty reduction and the development of infrastructure projects that are necessary for the resumption of economic growth and employment generation.
- Social policies during situations of financial crises should reduce vulnerability that arises from unemployment. Prudent macroeconomic policies should promote economic activity and include programmes that reduce both structural poverty and poverty derived from financial crises.
- A human rights development model that emphasizes attainment of rights and how people claim their rights is an adequate framework to attain social integration.

- Interactions of stakeholders in the public sector, the market, families and communities that have strong linkages to stakeholders across borders can converge toward the creation of social cohesion and solidarity.
- Social inclusion benchmarks must be formulated, communicated to members in society, and monitored.
- Social protection from social security to social assistance and special programmes for vulnerable groups is the most important instrument for coverage of social and economic risks. Government and non government actors acting together can reach all members of society and prevent them from falling below social inclusion benchmarks.
- Families, broadly defined, and households with quasi-familiar relationships, constitute an important focus of social integration policy.
- Similarly, the livelihood of informal workers and care givers constitute another important focus of social integration policies. Their work should be recognized and supported because they sustain economic activities and in the case of care givers, the well being of the social fabric.
- Special groups require policies and programmes that support their security and ensure their social inclusion.
- Crucial for the attainment of social integration is: definition of goals, development of assessment methods and information systems, sharing of data and best practices, coordination among stakeholders, research, and accountability of providers. Partnerships at all levels, Government and non government actors, national and international, should monitor progress and attainment of goals.

B. Recommendations

National level

1. Governments should renew their commitment to the Copenhagen Declaration on Social Development and its Programme of Action for enhancing social development and ensuring human well-being for all throughout the world.⁴⁰ In particular, reaffirm commitment to number 4 of the Copenhagen Declaration: To promote social integration based on the enhancement and protection of all human rights, as well as on the principles of non-discrimination, tolerance, respect for diversity, equality of opportunity, solidarity, security, and participation of all

⁴⁰ *Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995* (United Nations publication A/CONF. 166/9), chap. I, resolution 1, annex I.

people, including disadvantaged and vulnerable groups and persons, and to foster societies that are stable, safe, and just.⁴¹

2. Governments should recognize that one of the main objectives of social integration is the creation of inclusive societies premised on the above mentioned principles coupled with equitable access to resources and opportunities that advance human capability and eradicate poverty. Voice and participation are essential in the development of sustainable and efficient social integration policies that build relationships within and among communities. To promote voice and participation, Governments and civil society should develop models of negotiation and consensus building and use “bottom-up” approaches at the local level.
3. Governments should ensure meaningful and substantial engagement between policy makers and people affected by policies and programmes, taking fully into account the differences among stakeholders with regard to, for example, age, culture, gender, language, and power relations.
4. Governments should adopt and strengthen a human rights framework that emphasizes equity, social justice and the dignity of all persons and urge universal ratification of international legal instruments that promote poverty eradication and social inclusion. National laws, development programmes, and action plans at the local level should be harmonized with the principles set forth in these instruments.
5. Governments should promote a climate in which all people are fully informed and aware of their basic human rights and are accorded effective legal structures to realize their rights. To this effect, Governments, non-governmental organisations and civil society as a whole need to actively seek that all members in society are empowered to secure basic human rights.
6. Governments should support equality under the law and actively repeal discrimination based on race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status and remove all discriminatory provisions from their national legal framework.⁴²
7. Governments should provide access to the system of justice to citizens and non-citizens.
8. The promotion of social inclusion through the coordination responsibility and implementation of social protection and poverty eradication is the priority of Government.

⁴¹ Ibid., p. 12.

⁴² See also *Commission for Social Development*, Forty-seventh session, 4-13 February 2009 (United Nations publication, E/CN.5/2009/2), p. 19.

9. Governments have the main responsibility of ensuring universal preventive and primary health care, universal primary and secondary education, minimum benchmarks for social protection coverage, active employment policies, and the stable and sustainable livelihood of a large portion of the population that is not formally employed in the market economy.
10. Governments need to establish priorities to eradicate poverty and social exclusion by implementing integrated and coordinated approaches to the provision of health services, nutrition, a healthy environment, sanitation, housing, education and training, with opportunities for political participation, social and civic participation and leisure. These policies should differentiate the needs of groups (such as population living in rural areas, women, orphan children, persons with disabilities, displaced due to civil war, refugees, older persons, ethnic minorities), regional areas (rural, urban), conflict (crime, violence, and civil war) and natural disaster areas.
11. Governments should develop socially inclusive policies and mainstream them into their overall national development and poverty reduction strategies so that there is coherence and convergence toward attaining social inclusion. To attain this goal, Governments should designate a focal point at local as well as national level to promote and monitor social integration.⁴³
12. The role of non-state actors is fundamental and should support social cohesion by partnering and coordinating with Government. It is recommended that these actors and Government establish ways to communicate, share data, and coordinate actions.
13. To ensure people's voice and participation, Governments should encourage and implement a system of local and national consultation that includes the views and experiences of communities in the planning, monitoring and assessment of social policies. People themselves should articulate their primary needs and contribute to the design of programmes and actions in a context in which a shared vision about social inclusion is forged.
14. Governments should develop effective capacities and strengthen their structures to fulfill their obligations and deliver services. In the formulation and implementation of social policies, Governments should ensure that policies have a positive impact on social inclusion and social cohesion.
15. Governments should strengthen good governance, political leadership, and commitments through transparency in decision making, accountability, and eradication of corruption.
16. Governments should develop concrete social inclusion benchmarks across social and economic policies ; build-up its capacity to assess outcomes and redirect

⁴³ See also *ibid.*, p.19.

policies when necessary; monitor and record progress permanently in a transparent way; and be accountable to society for the impact of these policies, and indicators for on going social assessment. For this purpose, Governments and non-governmental institutions should establish assessment methodologies using adequate indicators to measure outcomes and impact.⁴⁴ Good quality and updated statistical information and social assessment reports should be publicly accessible. Governments should use result measurement as a basis for evidence based social policy.

17. Governments should ensure that ministries and offices coordinate their programmes, action plans, and information and technology to optimize resource allocations and attainment of goals. The sharing of statistical information and data analysis at all levels of governments and among all offices is crucial.
18. In fragile societies, including those emerging from conflict, natural disaster, and subregions at risk, special measures are required to maintain or improve social inclusion. Capacities need to be strengthened at all levels of Government and in civil society so that Government can fulfill its primary social responsibility.
19. Governments should ensure that social policies promote a framework and capacity building investments aimed at stable and sustainable livelihoods. Workers who are employed in the formal market economy should be paid minimum wages that are livable wages and should work under fair labour conditions which recognize safety, health, dignity and adequate social protection.
20. The diverse experiences of financial crises and recovery show the importance of the economic as well as social functions of social policy measures, in particular social investments in social services and social protection measures. It is recommended that Governments recognize the multiple functions of social policy measures, production, redistribution, protection, social cohesion and reproduction, in particular in addressing the economic and social problems resulting from financial and economic crises.
21. Governments should ensure that national social protection systems include a wide range of pillars and schemes from social security, universal services, targeted programmes, labour market interventions to measures supporting rural and informal workers and their dependents. Governments should extend social protection coverage beyond market-based paid employment to include all forms of economic and social contribution such as informal and caring work.
22. Governments should ensure extension of social protection coverage either directly or in partnership with other non-governmental organisations to informal workers or individuals who perform unrecorded work such as care givers for children, older persons, people with disabilities, and those who are chronically ill. Their work as care givers sustain families, households and communities through

⁴⁴ See also *ibid.*, p.20.

- informal income generating activities in rural areas, services or manufacturing in urban marginal settings, and thus, economic progress and social development. Granting them social protection coverage reduces the precariousness of their livelihoods and their vulnerability.
23. Governments should commit to establishing a social protection floor with a set of core components including education, healthcare, basic services, social transfers to protect people through the life course and through economic shocks and natural disasters. This social protection floor is important not only for human dignity but for the positive impact it has on the development of human resource capacity, economic growth, efficiency of the labour market, reducing poverty, enhancing national recovery from economic shocks and natural disasters, and building social cohesion.
 24. Governments should design social policies that target populations living in rural societies and invest in programmes that provide quality education, healthcare, and sanitation and that promote rural livelihoods and agriculture supporting activities to generate job opportunities.
 25. To ensure social protection coverage that is effective and ensures stable and sustainable livelihoods, Governments should use an appropriate mix of universal provisions and targeting programmes that provide pathways out of poverty and promote social inclusion. Using an integrated approach, the partnership of Government and non-governmental organisation can accomplish effective targeting to vulnerable groups.
 26. Governments should invest in early childhood education and adequate nutrition programmes for children and promote greater awareness of the importance of early childhood programming to support the well-being of children and their development into youth and adulthood.
 27. Governments should prioritize poverty eradication among children through their universal access to health care and education, social protection services, monetary and non-monetary transfers to their mothers or care givers.
 28. Governments should implement active labour market programmes for youth, informal workers, older persons, persons with disabilities, women, migrant workers and other groups that enable them to find stable and dignifying jobs. When possible, these jobs should include employment based social protection.
 29. Governments should support quality education throughout the life course and ensure that national curricula include the academic knowledge, abilities and skills that are needed in a dynamic and diverse society. Programmes should include job training and retraining through the life course, life skills, leadership skills-including problem resolution skills, legal literacy, and meaningful engagement in civic processes.

30. Governments should ensure that all stakeholders promote viable and sustainable employment in ways that strengthen corporate social responsibility.

International

31. Governments, multilateral organisations, non-governmental organisations and other international stakeholders should improve their coordination, information systems and the external funding of social inclusion projects and other development projects to enable consistent and coherent policy development strategies at the national and regional levels.
32. Governments that experience important migration flows should cooperate to reduce the vulnerability and lack of basic human rights of migrant workers, their families, and communities. This cooperation should be reflected in the international recognition of the dignity and human rights of individuals across borders. It should ensure effective non-discriminatory legal regimes for all workers including migrant workers; address the legal documentation of migrants; grant them social protection; and protect their personal integrity.
33. In the context of the current financial crisis and economic distress in developing countries, international financial organisations and Governments should agree on a range of financial programmes that make social integration a priority.
34. Regional intergovernmental entities and the international community should cooperate in the formulation of methodologies to measure social integration which due to its multidimensionality and complexity requires a variety of quantitative and qualitative indicators.
35. The international community, donor Governments and multilateral organisations should cooperate to better harmonize and coordinate foreign aid with national social inclusion goals, and in the formulation of transparent reporting on foreign aid outcomes.
36. Governments should consider granting reciprocal social protection coverage to citizens and non-citizens under bilateral or multilateral agreements that can include portability of basic entitlements across borders.
37. Multilateral organisations, Governments, corporations and the international community should consider the establishment of a currency transfer tax to raise funds for social inclusion policies for vulnerable groups.