



United Nations Department of Economic and Social Affairs
Division For Social Policy and Development

United Nations



REPORT OF THE EXPERT GROUP MEETING

“PROMOTING SOCIAL INTEGRATION”

8-10 July 2008, Helsinki, Finland

Organized by the Division for Social Policy and Development (**DSPD**),
Department of Economic and Social Affairs (**DESA**),
in collaboration with the Government of Finland 

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I. INTRODUCTION

1. Purpose of the meeting

The Division for Social Policy and Development (DSPD) of the United Nations Department of Economic and Social Affairs (UNDESA) is organizing, in collaboration with the Government of Finland, an Expert Group Meeting on “Promoting Social Integration” from 8 to 10 July, 2008, in Helsinki, Finland. The meeting is convened in the context of resolution E/CN.5 /2008/L.6, adopted by the Commission for Social Development (CSocD) at its forty-sixth session, wherein the Commission established “Social Integration” as the priority theme for the 2009-2010 review and policy cycle, taking into account its relationship with poverty eradication and full employment and decent work for all, and requested the Secretary-General to submit a report on the priority theme to its 47th session in February 2009. The purpose of the Expert Group Meeting is to provide the CSocD with an independent expert opinion on the priority theme, and inputs into the draft recommendation for the forthcoming Report of the Secretary- General.

2. Background: justification and basic concepts

The World Summit for Social Development (WSSD) held in Copenhagen in 1995, established the notion of an inclusive society—a society for all—as one of the key goals of social development. The Copenhagen Declaration and Programme of Action, a key outcome of the Summit, pledged to make the eradication of poverty, full employment and social integration overriding objectives of development. The Copenhagen Declaration and Programme of Action contains a specific commitment to promote social integration by fostering societies that are stable, safe, just and tolerant, and respect diversity, equality of opportunity and participation of all people, including disadvantaged and vulnerable groups and persons.

Achieving an inclusive society is a goal with broad societal appeal as it aims at providing equality of opportunities to all, irrespective of race, gender, class, generation, ethnicity, cultural background, political and religious beliefs.

One of the key challenges facing policy makers and social scientists regarding social inclusion is how to remove the concept from the utopian realm of a “perfectly inclusive” world vision, and promote an inspirational yet realistic set of policy measures geared towards a “society for all.” It is even more difficult to advance to recognizing the dignity of each person, not only as an ethical norm and moral imperative, but also as a legal principle, and promote civic engagement and participation.

The notion of social inclusion is regarded by some as a broader notion compared to social integration, one that actually improves and enhances access to channels for social integration. At the same time as a policy goal, social inclusion is often more easily accepted compared to social integration—not all groups in society are eager to be “integrated” but all groups strive to be included.

In many societies, traditional demands for greater social inclusion and well-being have been joined by demands for the recognition of diversity and identity. A sense of community is often one of the most obvious in this regard. In some societies, cohesion may exist within a community while at the same time, paradoxically, the structure of society at large may be jeopardized or coming apart. Some groups may be very cohesive with strong ties binding individuals to the

community and collective values that enjoy wide acceptance. Indigenous peoples are one such example.

In practical terms the idea of cohesion is often contrasted with the corrosion of a nation state's legitimacy and governance, widening social gaps and the emergence of different identities. As demonstrated by practices implemented in the European Union, agreements on social cohesion primarily translate into a broad set of policies and indicators focused on narrowing the income gap and ensuring greater access to employment, education and healthcare. In a certain sense social cohesion is a reflection of the historically significant intrinsic relationship between social inclusion and the provisions of mechanisms for integration and full membership in society. In this sense, social cohesion can be seen as providing a link between integration and welfare mechanisms and an individual sense of belonging to society. "Inclusion and belonging or equality and belonging are a pivot around which the idea of social cohesion in welfare state societies has revolved" (For details please refer to: *Social cohesion, inclusion and a sense of belonging in Latin America and the Caribbean*, ECLAC, 2007). In this sense the notion of social cohesion refers both to the efficacy of established social inclusion mechanisms and to the behaviour and values of the members of society. Such mechanisms include employment, education systems, entitlements to rights and policies for promoting equity, well-being and social protection. A sense of belonging to society is a pivotal component in this regard. But it is ultimately a very subjective factor consisting of the perceptions, value judgments and attitudes of the members of society.

It is widely recognized that the nature of inclusion is multi-dimensional. Social inclusion does not belong to only one policy area and it is not possible to promote inclusive societies acting in separate sectors. Changes in one area quite often affect other areas.

A contemporary understanding of citizenship is increasingly being based on principles of inclusiveness, participation and active involvement. In this sense dynamic citizenship entails participation in political, social and economic affairs through the mobilization of tangible and intangible resources. The aim is to transform informal rights into legitimate rights and to translate the potential of citizens and resources into effective action, along with the transformation of political, social and economic environments at the macro and micro level.

There is a substantial variation from country to country in groups that are subject to exclusion. Women, people living in poverty, persons with disabilities, children, youth and older persons are particularly vulnerable to being socially excluded. In many countries, social cohesion is threatened by social tensions or institutional biases that exclude people with different ethnic, religious or cultural backgrounds. Recent migrants are also often excluded by local communities or society at large.

Social groups with particular disadvantages and vulnerabilities and groups that are discriminated against and/or marginalized are the natural, though not sole, beneficiaries of inclusive policies. In a certain sense every individual and member of society gains from a more inclusive society that encourages and promotes individual development and supports empowerment. Inclusive participation is quintessentially a bottom-up process where action is undertaken by citizens. It enhances the quality, credibility and most importantly, ownership of the decisions taken. That is why the inclusive society or "society for all" is not only an abstract notion but also a very practical policy goal.

Interactions with poverty eradication, full employment and decent work for all

Poverty interacts with social exclusion in important ways and it has been recognized as the key challenge of our time. Although the United Nations, through the adoption of the Millennium Development Goals, has generated enormous political momentum that has created favorable conditions to improve the well-being of millions of people living in poverty, the experience of many countries is not encouraging. Poverty, inequality and social exclusion remain widespread and rampant and are closely connected.

In many ways, inequality is one of the major impediments in creating “a society for all” to the extent that it reflects the exclusion of certain groups from the fruits of economic growth. Social cohesion is also challenged when economic growth and globalization produce asymmetric outcomes that benefit some greatly while leaving others woefully behind. Many forms of inequality result from pervasive social injustice.

Indeed policies that address social inclusion and how to combat poverty and inequality in a comprehensive way, also achieve the goal of promoting social justice.

The exclusion of the weakest groups from the labour market and lack of gainful employment represents another threat to social inclusion and cohesion. The on-going transformations of labour markets, including growing flexibility, “casualization” and spreading informality of employment arrangements, not only exacerbate insecurity in society but also weaken social and class identities associated with employment and work.

Further, where globalization has resulted in social and cultural dislocation, lack of effective social policies at the national and local levels often lead to undesirable outcomes, including social polarization and fragmentation. As a result some other social bonds and identities, e.g. those based on ethnicity, culture or religion, may gain in importance, creating policy challenges that require a new set of policies and approaches.

The major socio-economic and political challenge of climate change has emerged as an additional incentive for promoting inclusive policies in the context of mitigation and locally driven adaptation and supporting fragile ecosystems, particularly in the developing world.

The foundations and challenges of inclusive policy-making

Policies that are based on principles of tolerance, empowerment and social justice provide better opportunities for the development of an informed and concerned citizenry.

The building blocks of social inclusion, such as participation and social justice, allow for the meaningful and effective engagement of all members of society in shaping a shared future where every person, each with rights and responsibilities, has an active role to play. Inclusive policies based on shared values and shared concerns may encompass interventions in different domains of society, from the social and economic to educational and cultural; these broad-based interventions may facilitate the implementation of an inclusive policy process.

The achievement of social inclusion also requires the commitment and the joint action of national legislative and executive branches, as well as all concerned entities within the executive branch. In the absence of this, meaningful action may be difficult, if not impossible. Thus it is essential to create the legal regulatory and policy frameworks that promote social inclusion and lessen exclusion.

One example of a positive development in the area of social inclusion is the recent adoption by the United Nations General Assembly in December 2006 of the Convention on the Rights of Persons with Disabilities that is to become legally binding on May 3rd 2008. Other examples include recent decisions by many governments to undertake specific measures to integrate migrants and the adoption of the Declaration of the Protection and Promotion of the Rights of Indigenous Peoples in September 2007 which underscores the inherent value of human diversity and demonstrates the strengths of the global indigenous movement. However, these positive developments are often hampered by the lack of mechanisms to implement new laws. The effective implementation of new laws is a major challenge of national legislatures to move from words to deeds and it is a main challenge for national public service to implement these laws in a transparent, democratic and consistent manner.

Important lessons for policy makers and all other stakeholders could be drawn from the analysis of the implementation process of two key normative documents of the United Nations related to socio-demographic groups such as youth and older persons, respectively, the World Programme of Action for Youth and Madrid International Plan of Action on Ageing. Both documents are based on the philosophy of social inclusion, participation and empowerment, providing a blueprint for national action and international support in respective areas.

Discrimination related to various factors remains a persistent stumbling block on the road towards an inclusive society. As it is well recognized the main international human rights agreements all promote measures to tackle discrimination. Domestic legislation is produced to protect and guarantee those rights at the national and local levels. There is also an issue of social rights which is a necessary factor in the context of participation and inclusion. A rights-based approach to social policy that has been advocated entails the definition and widespread communication of rights, entitlements and standards which enable citizens to hold public policymakers or service providers to account for the delivery of social policies. The availability of mechanisms of redress, which citizens can utilize, is another crucial benchmark in this context. These mechanisms enable citizens to enjoy specified entitlements or established social minimums. Social guarantee frameworks are an innovative approach to integrate a rights based perspective into social policy. The social guarantees approach moves beyond a purely normative framework to give concrete meaning to economic, cultural and social rights, and therefore allows for making them operational, leading to domestic policies and programmes that promote social protection and social inclusion.

It is quite obvious that addressing the costs of inclusion requires specific policy measures and may be quite high. Often, interventions are assessed with limited information and without consideration of broader ramifications that can generate unintended social consequences, including social exclusion and missed opportunities. When this happens the social efficiency of such interventions is negative and can lead to a high cost in society as a whole, reflected in social conflict, violence and societal divisions. While the financial costs of inclusive policies across various sectors should be recognized as a substantial policy challenge (that could be addressed through appropriate budget allocations, including “social budgeting” techniques) inclusion may be a true benchmark in the context of sustainable development. Investment in policies that motivate participation in all sectors of society may be considered an investment in a successful and sustainable future and a more balanced society, meeting the needs of all citizens. Inclusion in many ways promotes and enhances a “win-win” vision where investment in inclusion and the resulting change in society is beneficial for all members of society.

Insecurity that exists in society regarding jobs, health, education, lack of trust in government and fear of crime, may generate more exclusion. One practical issue is how to lower the threshold of fear in societies. The process and reproduction of fear may perpetuate divisions and reinforce historical traumas. This is particularly significant in post-conflict societies where the importance of participatory dialogue and inclusive policy has been paramount. (For more details, see: *Participatory Dialogue: Towards a Stable, Safe and Just Society for All*, UN/DESA, 2007).

The quest for equity has been on the agenda of many countries for decades, if not centuries. Understanding how the dimensions of inclusion are structured and realizing its diverse nature in practice is crucial. In many ways social inclusion is vital for society. In a number of European Union countries, social inclusion has become a priority in recent years, and the broadness and multi-dimensional nature of this concept is widely recognized. For example, increasing labour market participation by expanding active policies and ensuring a better linkage between social protection, education and lifelong learning have been recognized as essential in achieving inclusive and socially coherent society.

Achieving visibility in society for all members who are excluded for one reason or another is clearly a significant challenge for inclusive policies. But when specific concerns of individuals and social groups are taken out of the shadows and negative practices and existing obstacles for inclusion are highlighted and widely discussed, it becomes possible to address the challenges in a transparent and more effective manner.

Approaches to achieving inclusiveness

Awareness of the need for inclusiveness arises from education, advocacy, and the media, backed by an increased level of research and facilitation. Marginalized groups of people, including cultural minorities, should be identified and invited to participate in dialogues with political and social institutions regarding their specific realities and challenges of their everyday existence. That visibility thus becomes a prerequisite for policy formulation and subsequent policy action. When basic agreements are achieved and the plank for inclusion goes further up, the existing documents, agreements and laws may be rewritten in a more inclusive manner.

The dichotomy of drastic change in policy versus incremental changes should also be recognized. Social integration/inclusion by definition is a long-term process and it is hardly possible to achieve it outright; in this sense, inclusive policies require consistency and patience. One solution in this complex domain may be to mainstream the concept of social integration/inclusion across sectors. Sometimes changes made incrementally may be slight but they may have a very significant effect in the longer run. The concept of mainstreaming social integration/inclusion should be approached as a positive development tool essential for the creation of “a society for all”.

On a national level, it is highly desirable to establish effective monitoring of progress towards social integration/inclusion. There are no clear cut answers how to do it in a better way as these answers are often country specific. There is a need for a clear vision regarding *what* we intend to measure in the field of social integration/inclusion and *how* to measure it. There is also an issue of capacity development including developing statistical capacity and using appropriate indicators. There is a need of developing not only social *exclusion* indicators but also indicators of social *inclusion*. Social cohesion is fundamentally important for societies and is crucial in the context of social inclusion and integration. Social cohesion is a major objective and pillar of successful, prosperous and peaceful societies. Social cohesion could be defined in many ways; one of many possible definitions is capacity of societies (of people and social groups) to embrace collective

norms, common values and modes of behaviour such as confidence in institutions of society, a sense of belonging and solidarity, inclusion, civic coexistence, and willingness to participate in deliberative exercises and collective undertakings. In a certain sense, social cohesion may be seen as an interaction between established mechanisms of social inclusion and citizens perceptions and responses. Social cohesion may be considered as both an end and a means. As an end, it is a social policy objective since inclusive policies seek to ensure that all members of society feel that they are an active part of it and that they are both contributing to and benefiting from its progress.

Dealing with matters of social exclusion, one cannot ignore the social costs of globalization, trends in international trade, investment flows, the evolution of domestic markets and labour market developments. All of the above have a definite impact on the social inclusion agenda. Similarly demographic trends, changes in the family structure and migration have an influence on social cohesion. There are questions on how social inclusion could better support efforts to ensure access and development with equity. One has to answer the questions that ask what lessons are learned after decades of poverty reduction efforts and policies largely based on market interventions and targeted programmes, conceived and articulated by Government representatives in collaboration with international financial organizations and foreign donors. There is an additional question, which asks whether active participation on the part of beneficiaries and the existence of assessment tools increase the effectiveness of outcomes.

3. Objectives and methodology

The main objectives of the expert group meeting are to explore how societies could become more inclusive, what are the priorities in different national contexts, and what capacity-building tools in this regard could be recommended to policy makers. The exploration of the meaning of social inclusion vis-à-vis social integration, the evolution of various approaches since the World Summit for Social Development in Copenhagen in 1995, as well as ways and means of promoting social inclusion represent another set of objectives. In the context of analysis of institutional settings and the practical significance of the concepts of social inclusion, social cohesion and social integration, the experts will review contemporary policies, case studies and existing approaches, mainly at the local and community levels, including such policy pathways as mandating through legislation. The ultimate purpose is to clarify definitions, identify interrelationships and suggest policy measures and operational tools geared at promoting social inclusion by all stakeholders, including both public authorities and civil society.

4. Expected Outputs

(a) 7-10 page analytical paper (single space) prepared and submitted by each expert before the expert group meeting. Individual papers should focus on one or more aspects included in the annotated agenda, explain its relevance, provide quantitative and qualitative evidence, analyze the roles of social institutions, and summarize conclusions and policy recommendations. As much as possible, an emphasis should be placed on proposed policy action.

(b) Policy recommendations suggested by the invited experts and based on the results of the discussions.

(c) Report of the meeting. The results of the meeting will be incorporated into the outcome report that will be used as a basis for the forthcoming report of the Secretary-General to be presented to the 47th session of the Commission for Social Development scheduled to take place in Feb. 2009.

5. Organizational and Administrative Matters

The EGM will be organized by the Division for Social Policy and Development in cooperation with the government of Finland. The meeting is scheduled to take place from 8-10 July 2008 at the Baltic Centre in Helsinki.

The number of participants will be approximately 18. The experts will be identified and invited by the Division for Social Policy and Development.

Representatives from international organizations, UN departments and agencies will also be invited. Participants are expected to arrive on 7th July and stay through the duration of the meeting.

The participants are scheduled to meet in 9 working sessions. Brainstorming will be the preferred method of work and no formal conference style presentations are envisioned. **The preparatory process, including preparation of written inputs, is crucial, and it is expected that the participants will submit their papers to the United Nations Secretariat by 23 June 2008.** The Secretariat will make available to the participants an analytical background study on the above subjects, as well as a preliminary list of substantive issues to be explored and identified in an annotated agenda of the EGM (please see the attachments).

The working language of the Meeting will be English. All submissions should be provided to the Secretariat in English.

6. Passports and Visas

Participants will be expected to make necessary arrangements for passports, visas and health certificates, if required, for travel. An information note will be sent out to participants at a later stage to assist in travel arrangements. All relevant correspondence should be addressed to Emma Dumalag dumalag@un.org, copy to Renata Kaczmarska kaczmarska@un.org.

Definitions of terms

Social exclusion: The exclusion of individuals and groups from society's political, economic and/or societal processes on the grounds of physical, social, situational, lifestyle and/or behavioural characteristics, preventing their full participation in the life of society.

A process and a state causing the lack of access to full participation in mainstream society in economic, political, social and cultural terms.

Social inclusion: A process by which efforts are made to ensure equal opportunities for all, regardless of their background, so that they can achieve their full potential in life. Such efforts include policies, actions and other institutional arrangements that promote equal access to (public) services as well as enable citizen's participation in the decision-making processes, including civic, social, economic and political activities that affect their lives.

The term is often used to describe the process of combating social exclusion.

Social integration: The process of "fostering of societies that are stable, safe and just and that are based on the promotion and protection of all human rights, as well as on non-discrimination, tolerance, respect for diversity, equality of opportunity, solidarity, security, and participation of all people, including disadvantaged and vulnerable groups and persons." (Copenhagen Declaration on Social Development, Commitment 4) "The aim of social integration is to create a society for all". (Programme of Action of the World Social Summit, para. 66).

It is also referred to as "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, as well as their ability to participate in social, cultural, economic and political life, encompasses all aspects of social development and all policies. It requires the protection of the weak, as well as the right to differ, to create and to innovate. It calls for a sound economic environment, as well as for cultures based on freedom and responsibility. It also calls for the full involvement of both the State and civil society." (Programme of Action of the World Social Summit, Introduction, para. 2)

Social integration is a dynamic and principled process in which societies engage to advance social development. The process aims at ensuring that society is accepting of all people (and not an attempt to make people adjust to society).

Social cohesion : Capacity of people and social groups to embrace collective norms, common values and modes of behaviour such as confidence in institutions of society, a sense of belonging and solidarity, inclusion, civic coexistence, and willingness to participate in deliberative exercises and collective undertakings.

"Capacity of a society to ensure the welfare of all its members, minimising disparities and avoiding polarisation. A cohesive society is a mutually supported community of free individuals pursuing these common goals by democratic means." (Council of Europe, A New Strategy for Social Cohesion 2004).

"A set of factors that foster a basic equilibrium among individuals in a society, as reflected in their degree of integration in economic, social, political and cultural terms."(Inter-American Development Bank, Social Cohesion in Latin America and the Caribbean, p. 2)

Social cohesion is mentioned once in WSS's Programme of Action in a chapter relating to violence and conflict. (para69)

Social capital: “People’s and social groups’ capacity to embrace collective norms, to build and maintain networks and bonds of trust capable to reinforcing collective action and laying the foundations for reciprocal treatment that can then gradually spread to the whole of society.” (ECLAC, Social Cohesion. Inclusion and a sense of belonging in Latin America and the Caribbean. Summary, p. 20).

“Social capital refers to the institutions, relationships, and norms that shape the quality and quantity of a society’s social interactions. Increasing evidence shows that social cohesion is critical for societies to prosper economically and for development to be sustainable. Social capital is not just the sum of the institutions which underpin a society – it is the glue that holds them together.” (World Bank)

Mainstreaming: A strategy for making concerns and experiences of excluded groups an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes, in all political, economic and social spheres so that inequality is not perpetuated.

Inclusive society: Society that over-rides differences of race, gender, class, generation, and geography, and ensures inclusion, equality of opportunity as well as capability of all citizens to determine an agreed set of social institutions that govern social interaction.

“A society for all” is one “in which every individual, each with rights and responsibilities, has an active role to play. Such an inclusive society must be based on respect for all human rights and fundamental freedoms, cultural and religious diversity, social justice and the special needs of vulnerable and disadvantaged groups, democratic participation and the rule of law.” (“Programme of Action of the World Summit for Social Development”, para. 66)

These definitions are to facilitate the reading of the EGM background documents only. They carry no legal weight and are not necessarily endorsed by the United Nations.

II. SUMMARY OF THE PROCEEDINGS

Introduction

At the outset of the expert group meeting, it was noted that social integration stood at the core of the 1995 World Social Summit with the Copenhagen declaration identifying it as the third pillar of social development conducive to poverty eradication and employment creation.

Recognizing its importance, the Commission for Social Development established 'social integration' as the priority theme for its 2009-2010 review and policy cycle. The Division for Social Policy and Development of the Department of Economic and Social Affairs, in collaboration with the government of Finland, convened an expert group meeting on 'promoting social integration' to explore how societies could become more inclusive and what policies were most effective at promoting social integration and inclusion. The experts were to provide an independent opinion on the priority theme and inputs to the draft recommendations for the forthcoming Report of the Secretary-General.

For the Finnish hosts, the expert group meeting was a continuation of the Arusha process started by the 2005 conference in Arusha, Tanzania which focused on generating dialogue on social policies to promote sustainable livelihoods, inclusive and accountable institutions and cohesive societies in developing and transition countries. The conference emphasized the Scandinavian welfare state dimensions including equity, participation and inclusion.

The Finnish government representatives emphasized the importance of sustainable development in the context of social inclusion, taking into account its environmental dimensions and noted that people should be agents of action for sustainable development. All individuals had to be equal partners in development to realize their local and national potential and create a society for all.

Experts noted that the Millennium Development Goals turned out to be much narrower than the Copenhagen agenda and that in the process of establishing new targets and goals, the importance of the social agenda has diminished. Nevertheless, in many countries, measurable social goals were established, including social inclusion targets focusing on doing away with social exclusion.

Several questions were posed as to what extent can exclusion be considered an inverted projection of social inclusion. Are policies eliminating exclusion sufficient to achieve social inclusion? How can we operationalize the concepts of social integration and social inclusion? What specific recommendations can we offer Governments to advance social integration?

SOCIAL INTEGRATION/INCLUSION/COHESION EXISTING FRAMEWORKS and RELATED CONCEPTS

Definitions

There are many regional, intergovernmental and country-specific definitions of 'social integration', 'social inclusion' and 'social cohesion'. Although the definitions vary, it is useful to have a clear distinction between the concepts in order to make them operational.

Some experts pointed to the lack of clarity on what the UN meant by **social integration** and what frameworks could promote it, quoting the general nature of the concept provided by the Copenhagen Declaration defining it as “fostering societies that are stable, safe and just and that are based on the promotion and protection of all human rights, as well as on non-discrimination, tolerance, respect for diversity, equality of opportunity, solidarity, security, and participation of all people, including disadvantaged and vulnerable groups of people.”

A somewhat shortened version of that definition was generally accepted by the participants - “social integration is the process of promoting the values, relations and institutions that enable all people to participate in social, economic and political life on the basis of equality of rights, equity and dignity.” In a socially integrated society all belong and all feel that they belong and have a stake in society. In a socially cohesive society there is also a clear consensus on what creates a social compact with acknowledged rights and responsibilities for all citizens.

Social inclusion, which should be regarded as both an objective and a process, was seen by the experts as an action Governments can take to create more integrated societies. **Social cohesion** could be equated with the existence of a harmonious society or a societal capacity to ensure the welfare of all its citizens. It could also be understood as the willingness of individuals to cooperate and work together at all levels of society to achieve collective goals.

Experts noted that social integration was a multidimensional, systemic and transformative concept with economic, physical, natural, economic, human, social, democratic and cultural components.

Several limitations to the concept of social integration were observed. Integration may sometimes be understood as forced assimilation to the dominant culture of a given society. Indeed, there were two basic ways of achieving integration: by force or by accepting diversity of individuals and groups. In the past, assimilation was often a method of choice to bring marginalized groups into the mainstream of society, often with disastrous consequences. Many groups, including the indigenous people, would like to retain their identity and react negatively to the attempts of ‘integrating’ them into the mainstream of society. That is why their preferred term of use is social inclusion not integration. In fact, in the international parlance, the term of social inclusion seems to be more preferable as well.

Sometimes, social inclusion is defined as a process leading to removing differences, but we have to realize the inevitability of the existence of differences. We should then aim at minimizing rather than removing unacceptable level of differences in a society. In fact, a socially cohesive society should accommodate differences, rather than aim at removing them. The bottom line is that social integration should not be associated with assimilation and differences have to be acknowledged, not ignored.

Following Copenhagen, group-specific mandates advocating group interests have emerged. Some experts felt that some groups may be exclusive of others, lobbying Governments to promote their own interests only. They noted that overemphasizing the specific needs of groups may reinforce the fault lines in a society; instead we need to find ways of bringing to the society people who do not exercise their right of citizenship. Others asserted that in the context of exclusion and fragmentation we should be careful not to ignore specificities of exclusion for certain groups. We must address the needs of specific groups without stigmatizing them or over-emphasizing their problems.

It was also observed that we should think back to the origins of the concepts prior to 1995, when the notions of exclusion and inclusion were related to people's relations to the state and were closely linked to the notion of citizenship, social justice and solidarity with emphasis that social integration related to all citizens, not specific groups or identities.

Experts cautioned against assuming that we already have societies geared towards inclusion. There may be systems in any given society where Governments can be faulted for responding to certain constituencies and neglecting others. 'Inclusion' into such systems may then be problematic and perpetuate the existing power relations.

Concerning **social exclusion**, participants observed that it was often produced by institutional discrimination and other forms of rejection that leave out persons or groups from the mainstream system of economic, social and political relationships. Social exclusion may mean exclusion from decent work, assets, land, opportunities, access to social services or political representation. It may mean the lack of voice or capacity to actively participate in the life of a society. Some patterns of exclusion may also be reinforced in family settings.

Current trends

Experts noted that there were new worrying signs of growing social exclusion, including recent violence towards immigrants in several African countries, pointing to people's growing lack of tolerance towards 'others'.

We can witness multiple reasons for exclusion like shifts in the global production patterns resulting in increased labour migration, separating families and pushing people into marginal groupings. In today's environment, there also is a push from the margins at social mobilization. The case in point may be the acceptance of terrorist organizations as legitimate providers of social services for the marginalized. In this context, it was pointed out that as long as people perceived themselves as excluded they would challenge authority and seek support from organizations that voice their concerns.

Several experts emphasized the relation between **inequality and exclusion** stating that factors that deepen inequality may lead to segregation and neglect resulting in exclusion. Some forms of exclusion can be politically charged and should be addressed without creating resistance and hostilities.

There are many forms of exclusion, including political, economic, cultural and spatial. Exclusion can be based on gender, age, disability, unemployment, poverty or cast. Socially excluded groups may comprise urban slums dwellers, workers in the informal economy, persons with disabilities or other marginalized groups and individuals.

In many parts of the world people living in rural areas are on the margins of society. Governments do not provide services to those areas; neither do they establish tax collection systems there. As a consequence, people are neither beneficiaries nor contributors to the society at large and cannot be regarded as true citizens with rights and responsibilities.

Social integration is a highly desirable outcome reflecting a strong institutional foundation and a culture of acceptance. Several experts suggested linking social inclusion to the concept of development, defined by Amartya Sen as the process of expanding human freedoms, i.e. freedoms associated with avoiding deprivations, being illiterate or enjoying political participation. In the process of social integration we should eradicate privilege and stereotype; all

should have access to rights and freedoms as part of a community, irrespective of their personal attributes or geographic origin.

The hierarchy of needs in any given society should be addressed. The fulfillment of basic needs, including physical safety, access to clean water and basic income were essential to human well-being. Some experts felt that without fulfilling such basic needs, social integration cannot move forward.

Some experts noted the difficulty of creating unity within diversity in many societies. People have different personal attributes, including socio-economic class, age, gender, political views, religious beliefs, ethnicity and cultural traits and geographic origin. Sometimes discrimination and rejection may be rooted in their beliefs.

A rise in crime and illegal activities such as trade in children, women and cultural resources were noted as consequences of social disintegration. Many communities were run by illegal crime networks, shutting people out of many forms of participation in their communities.

Experts pointed out that Governmental policies often address mostly economic dimensions of integration. In fact, in many countries marginalization and vulnerability have increased due to low priority attached to social aspects of policies and over-reliance on economic goals as key determinants of policies.

Policies promoting employment creation and poverty reduction alone do not force out of place factors that inhibit the social inclusion of particular groups in the mainstream of society. That is why we need to put in place policies taking into account social, political and cultural aspects of inclusion. Social integration can only be addressed in a holistic manner and investment in physical, social and cultural capital must be made to achieve it.

Among other approaches with a potential for social integration **democratization of culture** was mentioned, which meant inviting marginalized people into mainstream culture. Another approach that had more potential for social integration was cultural democracy which not only invites Marginalized people to participate but also creates a new and equal space for marginalized cultures or newcomers to society, to introduce their own cultural practices to society not just joining the existing system but bringing their own contribution to the system.

Major issues on the global agenda should be included when discussing social integration. Among them, preparations for environmental risks and preventing social disintegration in case such risks materialize. The role of information technology and its potential for both inclusion and exclusion was noted as well.

Migrants

Studies point to the fact that homogenous societies with no ethnic minorities seem to be better at achieving social integration. Further, a large presence of immigrants in any given country may be considered a threat to social cohesion. Thus, multicultural societies face a particular challenge of integrating different individuals and groups into the mainstream of society.

It is important to take into account that people have multiple cultural identities that often need to be respected. Not only how society welcomes immigrants but what is expected of them as citizens or prospective citizens is important.

The trends of increased regional migration were noted, such as those within South Asia, the Middle East and Africa. Regional migration was greater than inter-regional migration, including that to Europe. Regional integration was seen as a way of promoting economic activity and establishment of a physical infrastructure.

Such trends in regional integration evoked the question of cohesion, namely what will hold the societies together and what stake can the migrants count on in a society in terms of rights and responsibilities.

Several experts warned that there were no serious attempts to facilitate the movement of labour while the free movement of goods was facilitated. Experts also noted the importance of differentiating between labour migration and temporal migration. The role of regional integration should be emphasized, as well as the need for regional agreements to facilitate regional migration and harmonize labour laws to have them reflect on migration policies.

Migration was too often seen solely from the perspective of receiving countries. We should consider it from a perspective of countries of origin. The challenge was how to encourage Governments to support migration in the countries of origin. The impact of migration on the countries of origin changes over time. Remittances are often followed by investment in new businesses, transfer of technological know-how and reintegration into the country of origin. Well-integrated immigrants can contribute better to both hosting country and the country of origin. Such integration, though, should not mean losing the link to their countries of origin.

Experts took note of the fact that exclusion was not limited to the unskilled migrants. Since skills are mostly non-transferable across borders, people well trained in their professions are often prevented from working in their respective fields. Thus a large number of immigrants are highly skilled but have to perform menial jobs. That may be considered a form of exclusion as well. To remedy this situation, portability of skills was noted as a factor contributing to social inclusion. It is essential to introduce policies for re-qualification of skilled migrants in the host countries.

Collective action

Experts noted that it was often difficult to use the traditional forms of mobilization for workers' rights in the current conditions of race to the bottom. Work and employment, however, can mobilize people for collective action, not just through trade unions. People could mobilize around resources, land, social protection or better conditions at work. When workers in the informal economy organize, they employ different tactics than those of trade unions, using the language of social justice and social security. Yet, it is important to keep in mind that without some degree of security it is hard to exercise voice.

We need new kinds of collective action encompassing many stakeholders, including Governments, civil society and the donor community. New ways of engaging civil society and the building of responsible citizenship where everyone has rights and responsibilities should be elaborated. All are responsible for creating an enabling environment in which civil society actors can become active agents and build capacities empowering groups to mobilize.

POLICY CHALLENGES

Existing approaches to promote social integration/social inclusion

It was widely acknowledged that patterns of exclusion could be addressed through education. Compulsory education for all was quoted as a common socially integrative policy and the importance of investing in education for all, including migrants was essential to bring about greater inclusion. Experts noted that hostility towards others is often perpetuated through educational curricula, thus it is vital that the entire educational system is geared towards addressing the patterns of exclusion. Inter-generational transmission of values and knowledge at family level was important as well.

School curricula promoting diversity should be established. An example of schools in Canada was noted where a curriculum on world citizenship has been introduced, offering students theoretical understanding of how we fit in larger global community.

The educational impact of religious leaders was mentioned as well. Sometimes religious communities are seen as enforcing exclusion. The role of religious leaders, leading their constituencies and contributing to social integration should be explored further.

Rights based approaches

Many human rights instruments advocate rights that promote social integration. The International Covenant on Economic, Social and Cultural Rights establishes citizens' rights to social protection, food, education and health. Similarly, the ILO conventions set out core labour standards conducive to social inclusion. Consequently, some social integration objectives could be established on the basis of human rights conventions.

Experts warned, however, that a human-rights based approach to social integration may not be very practical since it is difficult to establish practical goals on the basis of the conventions alone. Instead, goal setting should be based on expected and measurable outcomes.

Social protection

Social protection is one of the central measures to prevent disintegration and promote inclusion and integration. It has both defensive and developmental functions, providing much-needed basic income or access to services and breaking away from the inter-generational cycle of poverty in the long run. Specific channels of transmission of social protection may lead to social inclusion.

In terms of developmental or generative social protection, it can generate outcomes which contribute to economic objectives (livelihoods), human development objectives (capabilities) and citizenship objectives. In order to be effective though, it has to be designed to do so. Thus understood social protection with the aim of empowering people is a strategy for inclusiveness.

Social protection is often linked to the individual's place in a given society, like the employment status. The consensus emerged, though that to be socially inclusive, social protection should be based on citizenship rather than other attributes.

Some experts took note of the ILO initiative on a global social floor which would include health insurance, pensions and universal child transfers, helping to break the inter-generational patterns

of exclusion. However, some experts felt that it may be more applicable at the regional rather than the global level.

Social protection mainly addresses those who are vulnerable, but the vulnerable are not only the poor. We may all be vulnerable at certain times in life. Vulnerability may provide for cross-cutting action in a way that poverty reduction may not and social protection may offer a common platform for addressing vulnerability. Experts agreed that the most vulnerable groups in dire need of social protection included children and women in rural areas.

The design of social protection schemes is very important. We should avoid stigmatizing people. Targeting may stigmatize people and unwillingly contribute to social disintegration. On the other hand, special needs of specific groups should not be neglected but still included in the overall design of national social protection frameworks. Continuation of targeting and conditional cash transfers should be based on evidence that they produce desired outcomes.

It is important to be aware of the urban bias of social protection provision and ensure that social protection reaches people living in rural areas, in some countries representing more than 80% of the population.

It was equally important to address the negative bias against social protection in many societies, equating it with waste and creating inefficiencies. Social protection provisions in some European countries were not high on the agenda; instead support through services was preferred, including such mechanisms as active employment schemes or child care provisions instead of unemployment benefits and child allowances.

Social protection should be seen as an investment, not an expense. Research indicates that social protection is affordable and there is evidence from the OECD countries that cash transfers reduce poverty. Moreover, the cost of not providing social protection may be greater than the cost of its provision. We need evidence based analysis, however, to convince Governments that this is the case.

Concerning financing of social protection systems, it was suggested that the 20/20 formula should be revisited. As the OECD countries move towards the provision of 0.7% of their GDP to aid, it could be used to finance social protection. Also, Governments could direct their incremental tax revenue for social protection to enable people to adjust to transition.

Effective social protection requires that design and implementation capacity come together. We need to redefine what was construed in the past, when social protection was equated with social welfare. We should aim at developmental forms of social protection that can bring about economic and social benefits and identify and promote positive externalities rather than reinforce dependencies.

We should also identify the roles of different stakeholders in the design and implementation of social protection policies. While the role of the state is diminishing, it should still be regarded as central in mobilizing other stakeholders including international donors.

Among such stakeholders, the private sector is especially important in supporting social protection provision through viable social security reforms, including the reform of the pension system. However, it has been difficult to bring the private sector on board and make it realize that it is in its interest to invest in social programmes.

Political and economic inclusion policies

Experts noted that political inclusion policies aiming at greater democratization and decentralization were seen as promoting social integration as were **affirmative action** policies often needed to even out historical inequalities and thus promote social integration.

Economic inclusion policies including ensuring the right to decent work, employment guaranteeing labour schemes and public work programmes were noted as well. Some experts pointed out that **micro-finance** schemes have the potential of generating non-economic impacts and some already provide services that are part of social protection, including health services. More social impacts should be built into the financial considerations when designing microfinance schemes and their delivery. Better targeting to reach the poorest in the most remote places is important as well.

WAYS AND MEANS TO DEVELOP NATIONAL CAPACITIES IN POLICY FORMULATION, IMPLEMENTATION AND COORDINATION

During the discussion on the ways and means to develop national capacities in policy formulation, implementation and coordination the experts noted that **universal policies** often do not work. They may be good as an overreaching principle but efforts have to be made to reach all. According to the Commission on the Legal Empowerment of the Poor, three billion people are currently deprived of their legal rights. Universal policies clearly do not reach them.

It was noted that, socially inclusive policies enacted by Governments through legislation may fail to evoke a response from society. The case of India was quoted, where 60 years of affirmative action did not result in greater inclusion or doing away with the entrenched cast system. The issue is how the society responds to such policies and how both Governments and civil society can mobilize support for action and enact socially inclusive policies.

It was noted that the European Union countries were required to establish and carry out **national action plans** for social inclusion. Such plans should relate to the country's level of economic development and address particular challenges it is facing. In some it may be the high level of unemployment and poverty, in others the issue of integrating immigrants.

Designing social policy for inclusion should take into account the role of the democratic, economic, social and cultural factors in contributing to integration and inclusion. Policies promoting social inclusion should be transformative, resulting in specific outcomes promoting integration. Both investment and outcomes should be measurable through quantitative and qualitative indicators, obtained from both objective and subjective data.

Several participants noted that often, within Government, civil servants had their own agendas and it was hard to convince them that there was a link between social protection and economic development.

Civil society organizations, on the other hand, seem to be more flexible and do not need to follow a set of rules the way governmental entities have to. Thus they can contribute to the design, implementation and measuring of the specific social inclusion goals in a more practical way.

On the issue of resources, an example of South Africa was given, where financial aspects research examined corporate taxation and tax-subsidies. When tax subsidies for health insurances

were examined, it was found that the individuals enrolled in private health insurance schemes were given twice the amount of subsidies as those in the public health care system. The amount of people benefiting from such arrangements was only 15% of the population. Such financial inequity was brought to the parliament and was taken up by civil society.

The question of private sector investments, like those originating in BRICs (Brazil, Russia, India and China) has been raised. Such investments are far larger than those by the donor community. The question was how to bring private investment to promote socially inclusive policies.

The experts agreed that more efforts should be made to expose **corruption**. It can be achieved by educating civil society organizations, such as women's associations, youth, social pensioners and others about their rights. Once educated, they can create a powerful lobby to expose corruption. It was noted that in some societies corruption was accepted and a demand for good governance had to be generated first.

POVERTY ERADICATION & EMPLOYMENT CREATION

Experts noted that poverty reduction and decent work are often seen as pathways to social integration and greater inclusion. It was the lack of opportunities for decent work that made it difficult for people to be fully integrated into a society and unemployment and abject poverty caused social disintegration where people became alienated from society. Those discriminated against on the basis of geography or gender faced particular difficulties.

Some factors leading to social exclusion include:

- feminization of poverty
- informalization and casualization of employment
- increased rural to urban and international migration
- rise in inequality

Unemployment can be both the cause and a consequence of social exclusion. The causes of such exclusion need to be carefully examined. Often, Governments wrongly assume that unemployment is transient in nature and people can make personal provisions for times of unemployment.

New worrisome trends in the labour markets have been noted. The number of working poor has increased, especially in sub-Saharan Africa. The poor are mostly employed, yet cannot lift themselves out of poverty. Employed mostly in the informal sector, they often face more hazardous working conditions. It may be said that informal sector workers cannot be considered fully integrated in a society.

Experts observed that poverty was rooted in structural and historical contexts and inequality deepened both poverty and exclusion. Both causes and symptoms of poverty and exclusion need to be addressed. Until this is done, we will be incorporating people into faulty systems.

More women are said to leave their countries to engage in care-work. Mostly female migrants from Africa and South Asia find work as care professionals, such as those caring for the elderly in Japan. They dislocate themselves socially from their own communities and live in insecure conditions without formal contracts or a guaranteed minimal wage. Reintegration into their

communities is becoming increasingly difficult.

Since 1995 there is a trend of casualization and feminization of labour. In some parts of Africa, in the absence of adequate work, there are different production systems coexisting. Social exclusion results in crime and a variety of illegal activities further compromising certain categories of people and shutting them out.

Experts noted that questions of rights of ownership, land, property, and access to productive resources, capital, and technologies all relate to inclusion. Those issues were of special importance in the **rural areas**. The problems of rural aging and agricultural policies for sustainable development needed urgent attention as well.

CONFLICT/FRAGILE/STATES

Concerning social integration in post conflict and fragile states, the expert on the topic suggested that the term 'crisis state' could be preferable since the notion of crisis is broader than the concept of conflict itself.

There are three basic categories of conflict:

- Civic conflict
- Civil conflict resulting in different forms of exclusion including displacement
- Inter-state conflict when boundaries are transgressed

The majority of conflicts today are civil conflicts. In crisis and fragile states Governments may lack the legitimacy to exercise control over large parts of the state. Thus rehabilitation of the state itself is indispensable for inclusion. In the aftermath of conflict, or in states of unstable societies people may assume certain identities ensuring their belonging to certain groups and ascertaining their effective exclusion within certain societies.

In post-conflict situations social integration is often understood as efforts towards rebuilding of state institutions and reintegration of soldiers and youth into the society. Socially inclusive programmes, however, should also address ways to overcome trauma, rebuild trust and sometimes change societal values.

There is a lot of potential in relating the social inclusion agenda to the human security agenda. In the context of state fragility, it is worth revisiting the notion of citizenship when not only a state abdicates its responsibilities, but citizens as well (eg. by engaging in illegal activities).

Peace-building missions often are quite eager to introduce liberalization reforms. It is important, however, to create institutions conducive to such reforms prior to such attempts. We need to take into account the state the society is at to accept reforms and inclusion. We may have to think of incremental stages to introduce economic, political or social interventions.

Participants observed that exclusion may lead to conflict and proper mechanisms facilitating mediation, resolving tensions and fostering systemic inclusion were necessary. Addressing the needs of women, children and youth, who were especially vulnerable in conflict and post-conflict situations, should be a priority. At the same time it was important to rebuild social capital and recognize the role of women in rebuilding post-conflict societies. Good interventions had to

take into account the causes of conflict to begin with.

In the effort of rebuilding post-conflict societies there is an issue of reengaging of communities through the rebuilding of infrastructure. Cash for work may be a good strategy in such situations.

Involvement of social networks is especially important, as is building on local capacities. Interestingly, the experts noted that programmes designed as cash transfers often did not achieve the expected objectives, but programmes that were designed at asset rebuilding worked.

Experts also noted that a fragile society may exist in stable states, like Brazil, where violence in slum areas exists and where crime networks provide social services.

MONITORING AND EVALUATION

In the discussion on monitoring and evaluation, the experts attempted to suggest potential approaches to measuring social inclusion. They noted that it was important to develop specific indicators for social inclusion. Such indicators were essential to measure progress of socially inclusive policies and ensure accountability. In case of implementing a specific policy, we should not only make sure that we are doing it right. We have to make sure that we are doing the right thing and that our policies have the expected outcome.

The development of robust indicators of social integration, social inclusion and social cohesion is significant for policy change. While quantitative and statistical indicators for some forms of economic integration like employment and income data exist, other types of indicators that are more qualitative in nature and that measure social integration including levels of life satisfaction, civic engagement, trust and cultural participation are less readily available.

More problematic is the lack of clear conceptual grounding that would provide a theoretical modeling of the linkages among various economic, political, social and cultural variables contributing to social integration. Until there is a consensus about the systemic aspects of social integration, it may be difficult to develop adequate indicators justifying the commitment of resources.

General types of indicators include:

- Input indicators (accounting for the funds spent)
- Output indicators (results achieved)
- Impact indicators (practical impact on people)

Other indicators identified by experts as indicative of the level of social integration include:

- Labour readiness
- Unemployment rate
- Home ownership and public housing availability
- Level of property rights
- Access to justice
- Existence of dispute resolution mechanisms
- Level of engagement in community organizations
- Public trust in political, economic, educational and justice systems

- Level of reciprocity (sharing, volunteerism, mentoring, charity contributions)
- Access to information
- Level of homelessness
- Level of physical and mental well-being (including the suicide rate)
- Credibility of non-for-profit and subsidized services and organizations (how do they account for their tax-free status by the quantity and quality of services provided)
- Perception of political legitimacy of the Government (democratic inclusion)
- Human security indicators (security of jobs, incomes, food)
- Level of personal development

It was noted that there were numerous indicators related to various aspects of inclusion, such as the freedom of participation index by Freedom House. Concerning the measurement of social inclusion indicators, it would be useful to run experiments with beneficiaries. The World Bank offered impact analysis focusing on how people respond to particular interventions. Results-based management (RBM) systems based on outcome evaluations and the Millennium Development Goals targets and indicators were noted as useful to measure certain aspects of inclusion as well.

Some experts noted that data collection was often not well developed in many countries and that the statistical departments did not have the capacity to collect information. Strengthening of the capacity for data collection was thus essential.

DISCUSSION ON RECOMMENDATIONS

During the discussion on recommendations, the initial arrangement of categories and headings used in the draft recommendations into political inclusion, economic inclusion, social protection, governance, capacity development, enabling environment, fragile societies and indicators was found not to reflect the complexity of the issues under discussion. For example ‘economic inclusion’ was thought to be both confusing and limiting in terms of the issues needing to be addressed.

Several elements omitted from earlier discussions were identified as warranting further emphasis. For instance, cultural dimensions of social integration could be included in ‘enabling environment’ but also had relevance under social integration.

The category of ‘indicators’ was expanded to incorporate ‘monitoring and evaluation’ so as to better inform member states and other stakeholders who would be involved in refining and gathering data and to satisfy information on policy process requirements. It was also noted that indications of process or outcomes of social policy merit greater prominence and could be achieved through the clustering of existing and new indicators around policy elements as well as stakeholder interests.

Experts agreed that the recommendations should be grouped around the following areas:

- Political dimension
- Capacity development
- Enabling environment
- Socio-economic dimensions
- Social protection
- Cultural dimension

- Fragile societies (including early warning systems and spill-over effects to neighbouring countries)
- Monitoring and evaluation, including indicators

Overarching concepts and cross-cutting issues

While it was agreed that globally relevant recommendations on social integration could not afford to copy approaches more suited to western societies and well-developed economies, it was acknowledged that certain policy areas could be managed by actors other than states alone. It was therefore important to promote a participatory approach that included all state contexts and did not favor any particular category of state issues or approaches.

Experts noted that the preamble to the recommendations could adopt an integrated approach to presenting the area of policy as intersecting with different issues and in this way, set up the structure that aligned policy types with various suggested strategies. For instance, cross-cutting issues such as sustainability, human rights, cultural diversity, stakeholder interests, climate change, global food crisis and others all have links to various indicator clusters and this complexity needs to be prominent. Combined categories or clusters of indicators could be considered in terms of principles to guide integration or inclusion policy.

Terminology

As an outcome of the debate in Copenhagen, the terminology agreed upon refers to ‘social integration’. The majority of experts supported the usage of this term rather than a further refined concept of ‘social inclusion’. Arguments for and against the use of this term were re-examined and a conclusion reached that an operational lexicon could be provided to offer consistent terminology for all member states to consider adopting. The eventual meaning of any terms will stabilize if their usage is consistent within the final report and if/when adopted by member states and other stakeholders.

Sustainability

It is important to acknowledge that what Governments can deliver is driven by their local national focus and capabilities. The enabling role in promoting inclusiveness through social policy is shared by states and other actors who need to respond effectively to several over-arching issues arising from social integration efforts. Sustainability within this context is crucial to the adoption of social integration and associated policy directions by member states.

Laudable policies developed from ideologies that ignore local capacities and the forces that drive market economies have proven to be less viable and received little acknowledgement within global economic reform. Within these reforms some mention is made of social integration and the need to develop a society for all, however many declarations and policies since the UN Declaration of Human Rights (1948) have achieved little by way of substantial policy outcomes. Member states already committed to generating good policy for their citizens also need to ensure that social integration is included as far as possible as part of their market economy and that it remains central to their planning for national development.

Building upon existing policy

Experts noted that recommendations needed to be careful not to replicate existing policies or imply that member states should replace their existing policies. We need to start with what has

been agreed and build from there. Recommendations to stakeholders therefore need to encourage good governance and answer the following questions: (i) What is the policy? (ii) How is it to be implemented? (iii) When is it to be implemented? and (iv) By whom is it to be executed?

Political dimensions, capacity development, enabling environment

In the discussion on the political dimensions of inclusion, the right to participation and the right to representation by all groups through specific actions, such as affirmative action or the use of quotas was noted as important for politically inclusive policies promoting social integration. Experts also noted the importance of basic rights and portability of rights across national borders.

The issues of transparency and the public's right to information were raised as well. Experts agreed that citizens were entitled to be informed about their rights and a Government's actions affecting those rights. Specific 'rights to information acts' could be implemented to help fulfill this requirement.

The use of media and ICTs could be considered a sub-aspect of the right to information. The experts cautioned, however, that the usefulness of ICTs as a tool for conveying information and promoting inclusion depended on the societal level of literacy and infrastructure in place. Moreover, attention was called to safeguarding against unwelcome influences of ICTs

Participants noted that social exclusion could lead to poverty while bad governance and political exclusion led to both poverty and social exclusion. Thus efforts should be made to reach out to marginalized groups, stamp out corruption and engage in genuine partnerships with all stakeholders, including civil society organizations.

In the interest of encouraging civic engagement and to promote mechanisms for the advancement of marginalized groups, public, parliamentary and civil society forums for dialogue with Government should be promoted. Resources for the participation of excluded groups in such forums should be provided.

Socio-economic dimensions

Consensus was reached that it was important to build on current international mechanisms such as the basic human rights instruments and other covenants dealing with health, education, food, security and decent work. Nevertheless, the focus of attention was on people and groups at risk of exclusion rather than extrapolating details of established strategies. Some strong views were expressed as to what constitute 'basic human rights' as included in the international agreements and instruments.

Under the over-arching goal of preventing life-long marginalisation, lengthy discussion occurred on the topic of promoting productive employment and in particular options for encouraging Governments to address the casualisation of labour and unpaid work of family members including women and children. Reference was made to the International Labour Organisation's (ILO) Convention on Home Work. It was suggested that the following strategies were worth consideration in the context of employment and social integration:

- Supporting employability such as assisting people to be job ready
- Providing opportunities for life-long learning
- Promote employment creation including self-employment

- Ensuring safe working conditions
- Creating incentives for small and medium-sized enterprises (through credit provision, technical assistance, tax breaks and other measures)

The importance of existing legal frameworks including core labour standards was noted. In order to address casualisation of labour and unpaid work of family members, especially women, experts recommended that member states ratify and implement the ILO Convention on Home Work. Implementation of other core labour standards, including those on minimum wage and child labour were noted as critical as well.

The experts noted the potential of micro-finance schemes for employment creation that would take into account the existence of vocation and installed capacity for entrepreneurship at a local level.

Participants emphasized that Governments should identify key employment strategies for vulnerable groups, especially women, youth and migrant workers. They also agreed that Governments should be reminded of their duty to support the provision of basic social services, such as health services, sanitation, and drinkable water in the context of the socio-economic aspects for social integration.

Social protection

Social protection was extensively discussed as a broad measure promoting social integration. Experts agreed that the goal of social protection was to promote sustainable societies and therefore it was a principle cutting across all dimensions of social integration (e.g. workers' protection also related to economic dimensions).

There was some debate as to who should be included in social protection coverage. Some participants claimed that only those who did not have the capacity for economic involvement required social protection. An alternative view was presented in terms of the effect of global financial markets on employed people who were forced to extend their use of credit in order to provide housing and education for themselves and their families and who, as a result of rising interest rates and a volatile employment market, were very close to being thrown into poverty and homelessness if they became unemployed.

The primary responsibility for social protection lies with the state, which acts in collaboration with other stakeholders, such as community, family, private sector and non-profit sectors, micro-finance institutions and civil society organizations.

It was agreed that social protection policies needed to meet certain criteria, inter alia, sustainability; feasibility; a rights-based aspect; judicious management; community support and a communication strategy that informs the community and enhances its ability to participate and benefit from policies. For instance:

- Health services should be non-discriminatory and provide protection for at-risk people and families such as those affected by HIV/AIDS
- Governments should support reproductive rights, including fertility control and acknowledge that women should have control over their fertility within the family

It was emphasized that Governments should design social protection programs that pay particular attention to the vulnerability of children so as to break the cycle of intergenerational poverty.

Among the issues discussed, experts recommended that the Governments may consider to:

- Promote universal social protection to address vulnerability and offer transformative support to enable a transition from exclusion to inclusion, both for groups and individuals.
- Provide social protection transfers to households in the form of social assistance, pensions, child benefits and health insurance
- Review the actual coverage of social protection schemes, including a role for the private sector and civil society organizations, so that the public sector can fill in gaps of coverage and plan its funding accordingly.
- Support a global, regional and/or sub-regional social floor for vulnerable groups including financing for basic health care, income support and care for children and income security for older persons and persons with disabilities.

Cultural Dimensions

The major themes within the discussions on the cultural dimension of social integration revolved around a rights-based approach to social policy which recognised the importance of citizenship and encouraged social participation in policy consultation and implementation.

Reference had to be made to existing human rights covenants and declarations as a means of ensuring that specific policies on cultural heritage were not used as a tool for identifying and reinforcing the vulnerabilities of certain groups and therefore facilitate social exclusion. Cultural identity can itself reinforce voluntary exclusion if it is regarded as having a higher standing than citizenship.

By promoting the ideals of citizenship, which could be superimposed on cultural dimensions, it is possible to reinforce the principle of unity in diversity within an environment of social justice.

Consensus was reached that Governments should adopt an inclusive approach to citizenship. Discussion included problems with groups in some societies not being recognized by the state and also an acknowledgement of the complexities within state systems regarding criteria of eligibility for citizenship.

Experts agreed that culture and cultural heritage in particular had the potential to reinforce exclusion or be a tool for social integration. A case in point were migrants, who may become excluded or exclude themselves from society at large if proper socially integrative policies are not implemented.

Experts noted that it was vital to engage with different stakeholders including faith communities to promote social integration and cohesion. They also noted the importance of media to promote social integration and mentioned that it was vital to encourage cultural, sporting and other leisure activities that celebrated diversity and promoted inclusion.

Fragile societies

Experts agreed to use the term ‘fragile societies’ rather than ‘fragile states’ as it includes people and stakeholders beyond Governments. The central policy notion for fragile societies relates to particular attention being paid to resources to reinforce state infrastructure during crisis and to ensure the safety of vulnerable groups. Such attention would include capacity development for effective governance, stakeholder participation, monitoring and evaluation of emergency strategies, strengthening social protection and providing consultation on all aspects of crisis.

There are vulnerable communities in every society, whose needs must be addressed by their Governments. Fragility at the national level can be caused in several ways, the most common arising from natural disasters and wars.

Natural disasters can cause upheaval in social infrastructure and undermine the ability of Governments to assist people in an effective way. Citizens with existing disabilities are especially vulnerable in a disaster environment.

Wars and conflicts, especially civil wars which are currently the most prevalent type of conflict, affect those directly involved in the fighting but also those who are preyed upon as a consequence of war, such as women, who become victims of sexual violence and children at risk of becoming child soldiers and whose suffering and trauma remain long after the conflict is resolved.

The spill-over effects of war to neighbouring states also accentuate fragilities within individuals, groups and societies which result in inflows of refugees, famine and disability.

The world is also experiencing emerging vulnerabilities that can affect states not usually considered fragile or at risk. These include climate change and increasing likelihood of natural disasters, the food crisis and current global financial instability including rising prices of fuel and food. Such new risk factors make socially integrative policies even more vital.

Capacity-building could be achieved by promoting a level of self-efficacy within the population as well as building social policy and infrastructure that enables people to be aware of and to participate in all aspects of community activities. Indicators of social functioning would need to be more process than outcome oriented and would also need to be applicable to states experiencing fragility and those at risk of becoming fragile.

The experts recommended:

- Regional consultation with neighbouring states to establish joint operational response strategies for disaster response and population safety
- Strengthening the role of civil society organizations and communities to better participate in operational response to natural disasters

At the national level capacity building could include:

- Promoting awareness raising policies aimed at increasing and reinforcing the awareness of individuals towards their personal conditions with special reference to the opportunities and accessible resources that may benefit them as well as to the social risks they may be exposed to
- - Actively combating stereotyping and discrimination

- Encouraging access to social services by guiding attitudes through education, media campaigns and other relevant strategies
- Formal and informal inclusion of social integration into educational programs
- Ensuring that social services availability is inclusive and incorporates antidiscrimination and civil fairness principles

Prevention or at least preparation for readiness for disaster or conflict response includes being alert to the early warning signs and taking effective steps to prevent or reduce the negative impact of natural and man-made disasters on the population and on state infrastructure. It is recommended that states consider the following as part of their disaster prevention or early warning systems:

- Examine socio-economic, emergency and humanitarian policies to estimate the impact of global and national causes of fragility as well as the longer term impact of social policies on health and social infrastructure
- Set up monitoring and early warning systems to anticipate and intervene in potential conflict situations and to design appropriate strategies to provide sustainable governance in risk situations
- Plan for contingency measures to prevent the dislocation of citizens in environments disrupted by disasters or conflict
- Encourage donors to support asset building, social protection and other sustainable infrastructures in fragile societies
- Build social protection provisions for the eventuality of conflicts and civil strife
- Build the link between social integration and emergency relief and humanitarian measures and the long-term rehabilitation and strengthening of social protection and health infrastructure
- Plan for the support of persons with disabilities who are often marginalized during emergency relief

Experts noted that the basic rights of citizenship should take precedence over authority of warlords, patriarchal leaders, traditional authoritarian rule and other vested interests and recommended to the Governments:

- Networking with women as an entry point for policy action on reconstruction and rehabilitation of post-conflict situations
- Tapping on traditional systems of local consultation and representation for reconstruction and rehabilitation work
- Prioritize, as appropriate, both slum areas and rural areas as targets for social inclusion/integration policies due to their potential for social fragility

Monitoring and evaluation

The purpose of monitoring and evaluation is to track progress made in the area of social integration. As such, member states should assess their progress through the identification of qualitative and quantitative methodologies and indicators which can measure the processes such as intensity of participation, as well as the end results or policy impact. Appropriate methodologies ensuring rigorous approaches should be applied to the analysis of particular data, generating useful information to inform policy development.

Participants agreed that the several indicators are already in existence and could be used. An appropriate theoretical framework is available through the Millennium Development Goals (MDGs) and with the addition of a further MDG on social integration, many of the issues hampering monitoring and evaluation could be resolved. Using this framework it will be possible to provide detailed breakdowns of goals, targets and indicators to reinforce current frameworks and extend contemporary conceptualisations of social inclusion and social integration.

Experts recommended:

- Formulating an additional Millennium Development Goal exclusively related to social inclusion, providing a detailed break down of goals, targets and indicators and/or
- Strengthening the social inclusion dimension of current MDGs monitoring and introducing new types of indicators to capture the vulnerability of certain groups

Monitoring and the subsequent evaluation of data collected is key to the development of strategies to access social inclusion or exclusion data on people and groups and also, to estimate the extent to which social integration may be occurring. Data access can be limited if indicators are either inconsistent or produce aggregated results that have limited applicability to certain regions or groups.

Governments should strive to develop and adopt standardized data frameworks to enable international comparisons of social phenomena which could facilitate more effective donor and national responses to emerging social issues.

Approaches to policy formulation and review need to include clear goals, objectives, timeframes, targets and indicators with relevant stakeholders. It is also necessary to elaborate measurable outcomes and provide some indication of the resources needed to build national capacity to analyse and respond to findings.

Process monitoring

Experts agreed that social phenomena can be difficult to measure in ways that produce useful information. Thus improved methods are needed to measure social integration. The benefits of developing such a process of measurement allows for comparisons over time and between different social groups involved in similar policy approaches. If definitions are operationalised they can be used to measure actions and progress or impact of policy in defined areas.

Existing indicators are often used by Governments and others to determine the status of social integration and inclusion, despite the fact that many of these indicators may not have been designed to provide such insights. It is possible to draw upon existing indicators, linking them to historical and contemporary data collections, and combining them in a way that describes certain social phenomena such as the functioning of families as a unit of social integration. Results from such analyses can be made available to the general public as well as to researchers and bureaucrats. Existing indicators collected at the national level in many western countries have developed over time from the original concepts of 'social cohesion' where the results of policies in terms of demographic manifestations were the focus rather than the processes which led to their formulation.

By clustering selected existing indicators which have considerable historical accumulations of data, it is possible to gain some insight as to the effects or outcomes of social integration policies. By preserving connections with established data collections, a strong basis for the next iteration

to social integration analyses is retained. For example, to monitor the family as a social unit and to determine the extent to which families are functioning well, data on family structure, family formation and stages, family care and health decisions could be combined and expanded upon.

Equally, the process of social environments that support personal development and lifelong learning could be monitored through existing indicators of education experiences; employability, and civil and legal awareness of rights and responsibilities. Participation in society, community or local regional areas could be monitored using existing indicators on home ownership, living arrangements, involvement in interest groups, public meetings, access to entertainment and the exercise of voting rights. Whether people feel connected with their community or society could be gauged using current indicators such as volunteering, sharing of knowledge and skills, charitable donations or interaction with neighbours, friends and family.

Monitoring and evaluating emerging threats to social integration within a community or region could use current data on homelessness and availability of shelter and supportive accommodation. It could also include the habitation of slum areas or poorly maintained premises, and patterns of infections, mental illness and suicides. Data on crime or disorderly conduct for a particular area could also be used in a process cluster as an early warning system for social disintegration. Further indicators of processes associated with social inclusion could focus on the services and organisations with some responsibility for working with disadvantaged groups and individuals in danger of social exclusion.

Concerning monitoring and evaluation, the experts recommended that the Governments consider:

- Establishing a policy environment that supports evidence based policy development and program accountability
- Identifying research priority areas on particular elements of social inclusion that will further inform their national policy development
- Undertaking capacity building and development of personnel in national statistical systems and research institutions so that they are able to fully analyse and utilize existing primary data and collect new data
- Supporting civilian scholarship and research literacy development to enable effective participation in policy processes
- Strengthening commitment to resource allocation for statistical analysis and independent social research related to accountability, performance, impact, behavioural and process indicators of social integration
- Providing of adequate resources to independent researchers who are not involved with service planning or implementation
- Formalizing coordination between ministries and research institutions to enable independent research findings to be used to improve policy monitoring and evaluation processes
- Building upon existing data collections such as national censuses, to gather data that can be used for monitoring social inclusion, gender equality and health equity
- Providing multi-lateral support for knowledge and skill-sharing around data collection, and the provision of financial and skills resources to data-poor countries
- Promote wide dissemination of results of social integration evaluation to the general public as well as across networks of professional and civil society organizations
- Using disaggregated data on gender, age, ethnicity, location and other specific categories of social exclusion for monitoring policy inclusiveness

There was widespread agreement among the experts that a UN focal point for social integration should be established to emphasize research and scientific support for indicator development and usage at national and international levels. Obviously this would also address some of the issues around the need for clear concept definitions that would facilitate policy implementation processes.

In concluding remarks on policy implementation the experts noted that it was especially important to reduce the lead time between the establishment of policies, their implementation and concrete outcomes and that the engagement of and communication between different branches of Government, in cooperation with all relevant stakeholders, was imperative for any inclusive policies to succeed

III. RECOMMENDATIONS

Guiding principles

We commit ourselves to promoting social integration by fostering societies that are stable, safe and just and that are based on the promotion and protection of all human rights, as well as on nondiscrimination, tolerance, respect for diversity, equality of opportunity, solidarity, security, and participation of all people, including disadvantaged and vulnerable groups and persons.

Copenhagen Declaration, Commitment 4

Preamble

- Social integration is a multidimensional concept that requires policy interventions on multiple fronts: physical security (including health and food security), natural environment, promotion of democratic rights and responsibilities, economic measures, human capital investments (including education and employment), social protection measures, social capital investments and cultural investments including infrastructure (such as libraries and ICT systems) and policies (such as antidiscrimination policies).
- We are entering an era of greater risk of exclusion due to such pressures as climate change, increased risk of natural and manmade disasters and global financial instability. Therefore, social integration and social inclusion measures will be more urgently needed in the coming decades to address a widening circle of vulnerability.
- Fragile societies, especially those experiencing civil war and political conflict or emerging from conflict are particularly vulnerable and require special attention. Although everyone is affected by war and conflict, there are particular consequences for especially vulnerable groups, such as women, who become victims of sexual violence and children at risk of becoming child soldiers.
- There are many challenges of coordination and delivery among various policy areas involved in the process of social integration. These challenges, however, must be met if the UN is to promote societies that are stable, safe and just.
- Social inclusion involves taking measures to promote the inclusion of various groups that are excluded and marginalized in society.
- Socially inclusive policies should be developed by all countries and mainstreamed into national development strategies and poverty reduction strategies.
- Promoting social inclusion involves increasing capacity for providing health services, basic social services, sanitation, drinkable water, education, and social protection.
- Social protection is an indispensable measure for the promotion of social inclusion and integration. Social protection must be rights-based, financially sound, sustainable and judicially managed.

- Primary responsibility for social protection lies with the state, which acts in collaboration with other stake holders, such as community, family, private sector and non-profit sector, microfinance institutions and civil society organizations.
- Social protection programmes should pay special attention to the vulnerability of children so as to break the cycle of intergenerational poverty.
- Social cohesion should be built on the basis of human rights and it is a responsibility shared by all in society. It includes:
 - Clarifying and maintaining the essential role of the State and other public bodies
 - Integrating the social dimension into economic life
 - Developing a new ethic of social responsibility
 - Supporting families and family solidarity
 - Encouraging participation in civil society (Council of Europe” The Council of Europe: a new strategy for social cohesion”)
- Cultural rights contribute to full cultural citizenship within the context of social integration. Governments, civil society and all citizens have the responsibility to ensure that cultural rights are exercised and respected.
- To ensure that results are attained, special efforts should be made to establish evaluation frameworks for social integration policies, drawing on indicators that measure outcomes, rather than just inputs and outputs

Recommendations at the national level

Political dimensions

1. Promote and enforce human rights of citizens and non-citizens and portability of these rights across borders with regards to migrants, refugees, stateless persons or undocumented persons.
2. Support active citizenship through the promotion and enforcement of basic entitlements to health, education, access to basic services and social infrastructure, such as sanitation, water, decent housing, roads and social protection.
3. Promote the right to participation and representation by all groups, through such measures as affirmative action and proportionate representation for political representation (e.g. through quotas).
4. Address forms of exclusion that perpetuate poverty, such as lack of access to land, capital, resources and services.
5. Promote mechanisms for the advancement of marginalized groups, such as public, parliamentary and civil society forums for engagement with government. Provide resources for the participation of excluded groups in such forums.

6. Strengthen governance through increased transparency in decision-making, accountability among civil servants and eradication of corruption in state bureaucracy.
7. Accelerate decentralization process, including decentralization of the administration of justice to the local levels of government.
8. Enact right to information legislation to ensure public's right to know citizens' legal rights, national legislation and budget decisions.
9. Promote the use of independent media, including ICTs for social literacy and basic infrastructure). Safeguard against unwelcome influences of ICTs without impairing human rights and freedoms.

Socio-economic dimensions

1. Invest in job generation schemes such as, inter alia:
 - enacting job generation legislation with incentives for promoting the right to work and employment schemes within national development agendas
 - vocational and soft skills training as well as life-long learning and support for people to be job ready
 - promotion of small and medium-size enterprises
2. Identify key employment strategies for vulnerable groups and establish national priorities, such as, inter alia:
 - supporting women in labour force at all levels
 - supporting youth insertion in the labour market
 - increasing access to productive resources, such as land and technology
 - strengthen vocational training and education
3. Reconsider the regulatory environment and support around self-employment and enable greater productivity and sustainability in the informal sector.
4. Increase support for employment generation in small and medium-sized enterprises (SMEs), micro- and home-based enterprises and cooperatives in terms of restructuring technological upgrading and increasing competitiveness through institutional support; human resource development; knowledge and information; business development services; as well as collective efficiency of SMEs through clusters, networking and partnerships.
5. Generate income and stimulate social inclusion/integration for large part of the rural population, particularly the poor, including women, through the strengthening of linkages between industry and agriculture and improving agricultural productivity to ensure food security and safety.
6. Promote micro-finance schemes that take into account the existence of vocational skills and install capacity for entrepreneurship at a local level.
7. Formalize the care economy to recognize and protect those providing care:

- identify, support and remunerate the family based unit in connection with health care provision
- promote basic entitlements to health services and social protection for informal care givers
- consider credit provision, technical assistance, tax breaks, for care providers

8. In order to address casualization of labour and unpaid work of family members, especially women, ratify and implement the ILO Convention on Home Work.

9. Enact ILO core standards on minimum wage, elimination of discrimination in the work place, child labour provisions of the Convention on the Rights of the Child

10. Recognize the vulnerability of migrant workers and their contribution to both receiving and originating countries. Ensure cross-border portability of skills through foreign credentials certification.

Social protection

1. Considering that economic benefits can bring social benefits and vice-versa, Governments should consider a range of financially sustainable social protection instruments such as: employment support, income support, such as pensions and child benefits, access to services, such as health care and special protection for vulnerable groups such as children, persons with disabilities, the elderly and other groups.

2. Promote universal social protection to address vulnerability and offer transformative support to enable a transition from exclusion to inclusion both for groups and individuals.

3. Support global, regional and sub-regional social floor for vulnerable groups including financing for basic health care, child benefits, income security for older persons, persons with disabilities and others.

4. Provide social protection transfers to household in the form of social assistance, pensions, child benefits and health insurance.

5. Review the actual coverage of social protection schemes, including the role of the private sector and civil society organizations, so that the public sector can fill in the gaps of coverage and plan its funding accordingly.

6. Bearing in mind that HIV/AIDS is a major cause of social exclusion, promote non-discriminatory health services and preventive and protective measures for people and families affected by HIV/AIDS.

7. Support reproductive rights and acknowledge that women should have control over their fertility.

Cultural dimensions

1. Ensure freedom of expression, religion and association.

2. Ensure the rights to education, to develop and protect culture, to participate in the cultural life of the community and to enjoy the common heritage of humanity.
3. Ensure respect for cultural identity, including minority rights, rights to traditions, language and heritage.
4. Promote linguistic diversity.
5. Promote diversity in cultural content supply in the mainstream media and in heritage venues such as museum and historic sites.
6. Promote cultural participation as an interactive element underpinning democratic participation in a variety of venues: theatres, museums, libraries, cultural industries (broadcasting, film, publishing, sound recording) and increasingly on the internet.
7. Promote the use of the internet and other ICTs to democratize participation by removing barriers such as location, education, class, gender, race and linguistic knowledge.
8. Promote intercultural dialogue through the arts, heritage, cultural industries, sport and ICTs.
9. Encourage cultural, sporting and other leisure activities that celebrate diversity and promote inclusion.
10. Engage with faith communities to promote tolerance and acceptance of other religions and beliefs.

Enabling environment

1. Invest resources to create an environment conducive to socially inclusive and equitable growth.
2. Commit resources to finance inclusive social policies.
3. Promote special planning systems and infrastructure designs to promote access, mobility and inclusion. This should take into consideration land-locked and small islands developing states and the need for inter-governmental cooperation.
4. Commit to combating cultural barriers to the inclusion of specific groups.
5. Strengthen information and communications technologies to use them as a tool to promote inclusion and mobilize public opinion against exclusion, by increasing national and international awareness about poverty and social exclusion.
6. Take measures to reorient the use of science and technology and innovation policies to ensure that they serve the needs of development (e.g. ICTs have an unfulfilled potential to contribute to the improvement of health service delivery).

Capacity development

1. Raise awareness and train communities to monitor the actions of the public sector and awareness-raising about rights and responsibilities
2. Consider capacity development programmes for social inclusion to address areas such as developing civic culture within service delivery.
3. Mainstream the recognition of respect for diversity in public institutions and across service provision sectors (e.g. sensitivity training, awareness raising, reporting and recourse systems).
4. Promote a culture of tolerance and respect for differences and diversity.
5. Actively combat stereotyping and discrimination.
6. Promote awareness raising policies aimed at increasing and reinforcing the awareness of individuals' circumstances with special reference to the risks they may be facing and opportunities that may benefit them as well as accessible resources.
7. Set up monitoring and early warning systems to anticipate and intervene in potential conflict situations and to design appropriate strategies to provide sustainable governance in risk situations.
8. Plan for contingency measures to prevent the dislocation of citizens in environments disrupted by disaster or conflict.

Cross-cutting issues for institutions and implementation

1. Promote and encourage partnerships between the public sector, private sector, universities and research centres and civil society (in its broadest sense, including, among others, faith-based organizations, grassroots movements, trade unions and others) to implement social inclusion policies in the interest of the excluded (equitable attention to the poor, women, youth, elderly, disabled, indigenous peoples and other vulnerable groups) and individuals at risk of exclusion.
2. Promote tools and procedures for transparency and accountability in the design of policies and programmes affecting people, including independent evaluation and monitoring to ensure checks and balances.
3. Develop mechanisms for civic engagement, particularly for excluded groups and persons at risk of exclusion when designing and implementing development programmes, such as environmental, social and gender assessments.
4. Promote intra-governmental and local-local partnerships so that governmental entities and social actors at various levels can learn from each other.
5. Ensure that the equitable composition of systems of representation at national, state/provincial and local levels is in line with national context and conditions.

6. Actively promote a range of tools, methodologies and approaches designed to enhance a balance between systems of representation (participatory social charters, economic and social councils, participatory budgeting, deliberative bodies, citizens report cards and others).
7. Develop ‘whole of government’ institutions at national, regional and local levels and between these levels with a view to the promotion of a more coordinated integrated approach across relevant policy areas to achieve better outcomes with a strong participation of relevant stakeholders.
8. Ensure complementary role of different stakeholders, both as actors and beneficiaries of social policy. Governmental action should consider equitable attention to women, youth, elderly, disabled, indigenous peoples and other groups.

Fragile societies

1. Strengthen the role of civil society organizations and communities for conflict prevention and management.
2. Tap into common and traditional systems of local consultation and representation for reconstruction and rehabilitation work.
3. Network with women as an entry point for policy action on reconstruction and rehabilitation in post-conflict situations.
4. Encourage donors to support asset building, social protection and other sustainable infrastructure in fragile societies.
5. Build links between social integration and emergency relief and humanitarian measures and the long-term rehabilitation and strengthening of social protection and health infrastructure.
6. Support regional organizations to prevent and respond to the spill over effects of war and conflicts in neighbouring countries, such as refugees and displaced persons
7. Address underlying structural problems, such as rural and slum neglect.
8. Prioritize as appropriate both slum areas and rural areas as targets for social inclusion/integration policies due to their potential for social fragility.

Disaster prevention and early-warning systems

1. Examine socio-economic, emergency and humanitarian policies to estimate the impact of global and national causes of fragility as well as longer term impact of social policies on health and social infrastructure
2. Set up monitoring and early warning systems to anticipate and intervene in potential conflict situations and design appropriate strategies to provide sustainable governance in risk situations and social disintegration.

3. Plan for contingency measures to prevent dislocation of citizens in environments disrupted by disasters or conflict.
4. Encourage donors to support asset building, social protection and other sustainable infrastructures in fragile societies.
5. Build social protection provisions for the eventuality of conflicts and civil strife.
6. Build the link between social integration and emergency relief and humanitarian measures and the long-term rehabilitation and strengthening of social protection and health insurance.
7. Plan for the support of persons with disabilities who are often marginalized during emergency relief.

Monitoring and evaluation

1. Establish a policy environment that supports evidence based policy development and programme accountability.
2. Identify research priority areas on particular elements of social inclusion that will further inform the national policy development.
3. Establish clear objectives, targets, and timeframes for monitoring and evaluation of socially inclusive policies to be effective.
4. Develop and use specific indicators to measure progress in the implementation of socially inclusive policies and actions. The indicators should be both qualitative and quantitative in nature and measure both end results and intensity of participation. Draw upon existing indicators wherever appropriate. Introduce new types of indicators to capture vulnerability of certain groups.
5. Use disaggregated data for monitoring inclusive policies, based on gender, age, ethnicity, location and other specific categories of social exclusion.
6. Consider the use of accountability, performance, impact, behaviour and process indicators.
7. Strengthen the capacity for social research and data collection. Provide multilateral support for knowledge and skill-sharing around data collection, and the provision of financial resources to data-poor countries.
8. Undertake capacity building and development of personnel in national statistical systems and research institutions so that they are able to fully analyse and utilise existing primary data and collect new data.
9. Support civilian scholarship and research literacy development to enable effective participation in policy processes.

10. Strengthen commitment to resource allocation for statistical analysis and independent social research related to accountability, performance, impact, behavioural and process indicators of social integration.
11. Provide adequate resources to independent researchers who are not involved with service planning and implementation.
12. Formalise coordination between ministries and research institutions to enable independent research findings to be used for improved policy monitoring and evaluation processes.
13. Build upon existing data collection such as national census, to collect data that can be used for monitoring social inclusion, gender equality and health equity.
14. Provide multi-lateral support for knowledge and skill-sharing around data collection, and the provision of financial and skills resources to data-poor countries.
15. Promote wide dissemination of results of social integration evaluation to the relevant stakeholders, cross professional and civil organization networks and general public. Promote wide dissemination of statistics to all users.
16. Consider formulation of an additional Millennium Development Goal exclusively related to social inclusion, providing a detailed break down of goals, targets and indicators or/and strengthen consideration of social inclusion within current MDGs and indicate new types of indicators capturing the vulnerability of certain groups.

Recommendations at the international level

1. Provide technical assistance for social assessments in linking social policies with economic policies to ensure the simultaneous achievement of social and economic goals, including the incorporation of social concerns in loan provision and in structural adjustment programmes.
2. Provide policy advice to strengthen the capabilities of the productive sectors of the economy, both formal and informal, and in agriculture, to contribute to social development.
3. Provide technical assistance for the strengthening of procedures and institutions for social dialogue, including procedures for encouraging participation and growth of independent nongovernmental organizations.
4. Develop and standardize social development indicators at the UN or regional forums.
5. Strengthen cooperation between countries of origin and receiving countries in the employment of migrant workers to ensure maximum benefit to both origin and receiving countries and adequate social protection for individual temporary labour migrants.
6. Reverse current decline in official development assistance and reach agreed international targets for such assistance.

7. Mainstream social development concerns in programming and evaluating official development assistance.
8. Reduce debt of heavily indebted low income countries and channel resources for social development purposes.
9. Strengthen regional and international cooperation in dealing with drug trafficking, trafficking of women and children, refugees and displaced persons, transnational organized crime and environmental problems.
10. Share national and regional best practices and experiences on social inclusion promotion.
11. Establish a UN focal point on social integration.

Annex 1.

Agenda

7 July 2008

Participants arrive in Helsinki

20:00- 21:00

Welcoming remarks: Dr. Vappu Taipale

‘Social Policy in a Contemporary World’, book launch event organized by the World Bank

Presentation: Dr. Anis Dani

Discussant: Dr. Simo Mannila

8 July 2008

8:30-9:00

Registration

9:00-9:45

Opening session

Welcome and Opening Remarks: Dr. Jussi Simpura, Acting Director General, STAKES, Dr. Ronald Wiman, Ministry of Foreign Affairs, Finland

9:45-10:15

Introductory Session: Objectives and expected outcomes of the meeting Dr. Sergei Zelenev, UN/DESA
Introductions of the participants

10:15- 10:30

Break

10:30-12:30

Session I: Social integration in a development context: Existing frameworks geared towards “a society for all”

Moderator – Prof. Vivienne Taylor,
Introductory remarks – Prof. Bienvenido Rola

Questions for discussion

- How have approaches to social integration evolved since the World Summit for Social Development?
- In what ways do existing group-specific mandates address social integration (e.g., youth, older persons, persons with disabilities)?
- What are the differing regional perspectives on social integration and inclusive policies (ECLAC, ECE, ECA, ESCWA, ESCAP)?

Roundtable discussion

12:30- 14:00

Lunch Break

14:00- 15:30

Session II: The social development triad: Social integration in the context of poverty eradication and promoting employment and decent work for all

Moderator – Prof. Naila Kabeer

Introductory remarks – Prof. Vivienne Taylor

Questions for discussion

- How does social integration relate to efforts to achieve the other two goals of the Social Summit; poverty eradication and full employment and decent work for all?
- In what ways are poverty and inequality major obstacles to inclusion?
- How does exclusion from labour market and/or job security/insecurity affect social inclusion?

Roundtable discussion

15:30- 16:00

Break

16:00- 17:45

Session III: Social integration and related concepts

Moderator – Prof. Tracey McDonald

Introductory remarks – Prof. Maria Amparo Cruz-Saco & Prof. Sharon Jeannotte

Questions for discussion

- How could social integration, social inclusion, social cohesion and other related concepts be best defined (i.e., well-being, quality of life)?
- How can the concept of social inclusion be applied to address disparity, inequality, inequity, and exclusion?
- What is the significance of diversity and identity within the context of social inclusion?
- Why is social cohesion important for societies?
- How do perceptions of justice, security and insecurity affect social solidarity and social capital in the context of social cohesion?
- Cultural aspects of social inclusion

Roundtable discussion

17:45- 17:55

Wrap-up by the Rapporteur of day one – Ms. Gladys Mutangadura

9 July 2008

9:00-10:30

Session IV: Existing approaches to promote social

integration/social inclusion and lessons learned

Moderator – Dr. Anis Dani

Introductory remarks – Ms. Gabriele Köhler

Questions for discussion

- What are some examples of best practices and lessons learned in an inclusive policy process?
- What effect do welfare mechanisms (social protection) have on social integration?
- Social entitlements and social guarantees
- What are some of the opportunities and challenges in a rights-based approach to social policy formulation and implementation?
- Civic rights and responsibilities: participatory planning and budgeting, in “ownership and belonging” issues

Presentation of national case studies and discussion

10:30-10:45

Break

10:45-12:30

Session V: Social integration in post-conflict and fragile societies

Moderator – Ms. Gladys Mutangadura

Introductory remarks – Prof. Jo Beall

Questions for discussion

- How can efforts to promote social integration/inclusion help countries manage social tensions, transform conflict, and prevent social polarization, fragmentation and disintegration?
- How can we address the issue of social justice, equal access/opportunities to basic services and more equitable distribution of wealth during post-conflict recovery and transition?
- How can effective institutional mechanisms that promote social inclusion in post-conflict and fragile societies be created?
- What is the best way to integrate social integration/inclusion principles into various post-conflict peacebuilding policies and activities?

Roundtable discussion

12:30-14:00

Lunch break

14:00-15:30

Session VI: Investing in inclusion: Ways and means to develop national capacities – policy formulation, implementation and coordination

Moderator – Mrs. Soheir Kansouh

Introductory remarks – Mr. Gerry Mangan

Questions for discussion

- How can clear social integration/inclusion goals/objectives be set and policies to reduce obstacles to social inclusion be formulated and implemented?
- How can institutional mechanisms mainstream social integration/inclusion objectives into existing policies and programmes in all areas?
- How can the design and implementation of inclusion policies be coordinated so as to ensure the participation of relevant stakeholders (national and local governments, civil society and the private sector)?
- How can a participatory dialogue be used to effectively address the needs and concerns of different stakeholders?

Roundtable discussion

15:30-16:00

Break

16:00-17:45

Session VII: Investing in inclusion: Ways and means to develop national capacities – monitoring and evaluation

Moderator – Dr. Mohamed Halfani

Introductory remarks – Mr. Gerry Mangan

Questions for discussion

- How can the impact of policy interventions aimed at promoting social integration/inclusion be monitored and assessed?
- What are some potential approaches to measuring social inclusion?
- What are acceptable indicators?
- What are some of the methods of analyzing and managing social exclusion?

Roundtable discussion

17:45-18:00

Wrap-up by the Rapporteur of day two Mr. Jonas Rabinovitch

10 July, 2008

9:00-10:30

Session VIII: Discussion in the working groups

Topics for discussion in the groups

- What types of mechanisms could be most feasible in creating and sustaining an inclusive society?
- What capacities are needed to develop and apply policies and a concomitant legal framework that would foster and promote an inclusive society?
- What are the limitations of social integration policies in specific country circumstances?

Preparation of draft recommendations

Working group A Moderators – Prof. Naila Kabeer
& Mrs. Soheir Kansouh

Working group B Moderators – Prof. Jo Beal
& Prof. Maria Cruz-Saco

Presentation of the findings by the Rapporteurs

Working Group A – Prof. Sharon Jeannotte & Dr. Mohamed Halfani

Working Group B – Ms. Gabriele Köhler & Prof. Tracey McDonald

10:30-10:45

Break

10:45-12:00

Continuation of Session VIII: Review of recommended approaches and methods

Moderator – Mr. Gerry Mangan

- What makes social inclusion a vital policy objective?
- What are the implications of different choices and policy options?

12:00-14:00

Lunch break

14:00-15:30

Session IX: Distillation of findings and finalization of the Recommendations

Roundtable discussion

Moderator – Prof. Vivienne Taylor

15:30-15:50

Break

15:50-16:30

Adoption of recommendation by the experts

16:30

Concluding remarks, farewell and closing – Dr. Sergei Zelenev
& Dr. Ronald Wiman

Annex 2.

List of Participants

EXPERTS

Prof. Jo BEALL

Professor of Development Studies,
London School of Economics
London, United Kingdom

Prof. Maria Amparo CRUZ-SACO

Professor of Economics,
Connecticut College
New London, USA

Dr. Mohamed HALFANI

Officer-in-Charge, Urban Development Branch
Chief, Urban Governance Section
UN-HABITAT
Nairobi, Kenya

Prof. Sharon Elaine JEANNOTTE

Centre on Governance
University of Ottawa
Ottawa, Canada

Prof. Naila KABEER

Institute of Development Studies
University of Sussex
Brighton, United Kingdom

Mrs. Soheir KANSOUH

Development and Gender Consultant
UNDP Policy Adviser (retired)
Cairo, Egypt

Ms. Gabriele KOHLER

Social Policy Senior Adviser
UNICEF Regional Office for South Asia
Kathmandu, Nepal

Mr. John Gerard MANGAN

Director, Office for Social Inclusion
Government of Ireland
Dublin, Ireland

Prof. Tracey MCDONALD
Professor of Ageing,
ACU National Faculty of Health Sciences
North Sydney, Australia

Prof. Bienvenido ROLA
Adjunct Professor,
University of the Philippines
at Los Banos College, Laguna
Senior Adviser, NACA
Chief, Social Policy and Integration Section, ESCAP (retired)
Bangkok, Thailand

Prof. Vivienne TAYLOR
Professor of Social Policy,
Department of Social Development
Cape Town, South Africa

Mr. Gabriele Maria QUINTI,
Director, CERFE
Rome, Italy

OBSERVERS

Dr. Anis DANI
Social Policy Advisor,
Quality Assurance Group
World Bank
Washington DC, USA

Dr. Ruediger KRECH
GTZ
Eschborn, Germany

Ms. Gladys MUTANGADURA
African Centre for Gender and Social Development
Economic Commission for Africa
Addis Ababa, Ethiopia

Ms. Tahirih NAYLOR
Chair,
NGO Committee for Social Development
New York, USA

Mr. Jonas RABINOVITCH
Inter-Regional Adviser on Socio-Economic Governance
Socio-Economic Governance and Management Branch
Division for Public Administration and Development Management
Department of Economic and Social Affairs
New York, USA

Ms. Maissa YOUSSEF
Associate Human Settlement Officer
Social Development Division
ESCWA
Beirut, Lebanon

GOVERNMENT of FINLAND REPRESENTATIVES

Ms. Anne ERIKSSON
Senior Officer
Ministry for Social Affairs and Health
Helsinki, Finland

Dr. Simo MANNILA
Senior Advisor
STAKES/IDC
Helsinki, Finland

Mr. Jussi SIMPURA
Acting Director
STAKES
Helsinki, Finland

Dr. Vappu TAIPALE
Former Director General of STAKES
Helsinki, Finland

Ms. Ritva VUERENTO
Senior Officer
Ministry for Social Affairs and Health
Helsinki, Finland

Dr. Ronald WIMAN
Ministry of Foreign Affairs
Helsinki, Finland

MEETING COORDINATORS in FINLAND

Ms. Johanna HIITOLA
Coordinator/Researcher
STAKES
Helsinki, Finland

Ms. Johanna PIETIKAINEN
Assistant
Ministry of Foreign Affairs
Helsinki, Finland

Ms. Jenni RATILAINEN
Assistant
Ministry of Foreign Affairs
Helsinki, Finland

UNITED NATIONS STAFF

Dr. Sergei ZELENEN
Chief, Social Integration Branch
Division for Social Policy and Development
Department of Economic and Social Affairs
New York, USA

Ms. Renata KACZMARSKA
Social Affairs Officer
Social Perspective on Development Branch
Division for Social Policy and Development
Department of Economic and Social Affairs
New York, USA