Chapter **4**

Caring for those left out—national policy options

Infographic 4.1 National policies to care for those left out—a four-pronged strategy

4.

Caring for those left out—national policy options

Basic human development has progressed well on average in all regions of the world. But not everyone has benefited from this progress—at least not equitably. Some have been left out, and some have been left behind. Given the challenges of today's world, this chapter identifies the key national policies and strategies that need to be pursued to achieve basic human development for everyone and to protect the gains that have been made.

Ensuring that human development reaches everyone calls for a four-pronged policy approach (see infographic 4.1 on the facing page). First, universal policies are needed to reach those left out. There are three important aspects of universal policies. One, universalism is an idea, but as chapter 2 shows, practical universalism is another matter, particularly in policy areas. For example, a country may be committed to universal health care, but difficult geography may prevent it from establishing health care centres that are accessible to all localities. Two, even with universal outcomes, there may be disparities. For instance, a country may attain universal primary education, but the quality of learning may vary between schools in rich neighbourhoods and schools in poor neighbourhoods. Three, because of these factors, universal human development policies need to be reoriented to reach those left out. Thus, economic growth is an important means to achieve human development, but if the benefits of growth are to reach disadvantaged and marginalized people, growth will have to be inclusive such that poor and disadvantaged people actively participate in the generation of growth and have an equitable share in the outcome.

Second, even with the new focus on universal policies, some groups of people have special needs that would not be met (see chapter 2). Their situations require specific measures and attention. For example, persons with disabilities require measures to ensure their mobility, participation and work opportunities.

Third, human development achieved does not mean human development sustained. Particularly in today's world, with all the risks and vulnerabilities (see chapter 1), progress in human development may be slowed or even reversed. This makes it essential to protect the gains and avoid reversal, especially for people who have achieved only the basics in human development and for people who have yet to achieve the basics. The first group could fall back below the threshold of basic human development, and the second might make no headway towards reaching it. Thus human development has to be resilient.

Fourth, people who have been left out will have to be empowered so that if policies and the relevant actors fail to deliver, these people can raise their voice, demand their rights and seek to redress the situation. That requires a framework for human rights and access to justice, a space for dialogue and effective participation, and a mechanism for demanding accountability.

Reaching those left out using universal policies

Some policies that enhance human development, especially universal ones, can have more than proportionally positive impacts on marginalized and vulnerable people. Identifying and reorienting these policies can narrow the human development deficits of those left out. Essential in this are pursuing inclusive growth, enhancing opportunities for women, addressing lifecycle capabilities and mobilizing resources for human development priorities—because universal policies are resource intensive.

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Pursuing inclusive growth

For human development to reach everyone, growth has to be inclusive. This means that people who are willing and able to participate in the growth process must be able to do so and to derive equitable benefits. Inclusive growth has four mutually supporting pillars: formulating an employment-led growth strategy with an emphasis on creating productive and remunerative employment opportunities in sectors where poor people live and work; enhancing inclusion in productive resources, especially finance; investing in human development priorities relevant to those who are left out; undertaking high-impact multidimensional interventions (win-win strategies).

Formulating an employment-led growth strategy

The major elements of an employment-led growth strategy are:

- *Removing barriers to employment-centred development.* For example, small- and medium-size enterprises often face bias in market entry and access to credit, and entrepreneurs may lack access to information and marketing skills. Removing these barriers requires multiple levels of support to improve the productivity and income of such enterprises.
- *Designing and implementing a conducive legal and regulatory framework to tackle informal work.* Informal workers are among the most vulnerable and insecure, and a regulatory framework can provide protection, which increases security and incentives to enhance productivity and value added.
- *Strengthening the links between large firms (typically capital intensive) and small and medium-size enterprises (typically labour intensive).* Industrial clusters supported by public investment can increase access to capital and technology and promote transfers of skills. Those actions can shift resources to sectors with greater potential for creating jobs and adding value.
- *Focusing on sectors where poor people live and work, especially in rural areas.* Policy measures to sustain and generate jobs in agriculture can improve productivity (without displacing jobs) through intensive cultivation, regular changes in cropping patterns, integrated input packages and better marketing. As the 2015 Human Development Report indicated, low-cost, sustainable technologies are available in agriculture and can be transferred to and adapted in various economies through collaboration across developing countries.[1]
- *Adjusting the distribution of capital and labour in public spending to create jobs.* Public spending can support job creation by favouring technologies and sectors that enhance human development. It can also have a demonstration effect, signalling to the rest of the economy the many ways of using more labour-intensive technologies.

Securing decent work opportunities and better jobs for all people around the world with the notion of just jobs—those with fair remuneration, rights at work and opportunities for economic mobility—is the main feature of the Global Deal launched in September 2016 (box 4.1).[2]

Enhancing financial inclusion

Lack of access to finance has been identified as a major constraint to an inclusive growth process

People who are left out lack access to productive resources, including land, inputs and technology. But lack of access to finance has been identified as a major constraint to their economic opportunities and to becoming a part of the inclusive growth process. From 2011 to 2014, 700 million additional people worldwide became bank account holders, yet 2 billion people are still unbanked.[3] Financial services can be a bridge out of poverty and vulnerability. Several measures can enhance the financial inclusion of the poor.

- *Expanding banking services to disadvantaged and marginalized groups.* Opening bank branches in rural areas, offering easy banking services, using group solidarity as collateral (as with the Grameen Bank in Bangladesh) and having simple procedures that can be followed by people with low literacy can all reach people now unbanked. The former Yugoslav Republic of Macedonia has a model for others to emulate (box 4.2).
- *Steering credit towards unserved remote areas and sectors.* Investment banks in Argentina, Brazil, Malaysia and the Republic of Korea have directed credit to industrial sectors specializing in exports.[4]
- *Reducing interest rates and providing credit guarantees and subsidized credit to small and medium-size enterprises.* In Nigeria an agricultural lending facility provided incentives

BOX 4.1

The Global Deal—a triple-win strategy

Decent work and good labour relations contribute to greater equality and more inclusive economic development, benefiting workers, companies and societies (a triple win). The Global Deal—initiated by the Prime Minister of Sweden and designed with the Organisation for Economic Co-operation and Development and the International Labour Organization—aims to enhance dialogue among like-minded national governments, companies, employer associations, trade unions and broader civil society to improve employment conditions and boost productivity.

It aims to develop a platform for parties to collaborate and to strengthen existing cooperation structures. It will build on established initiatives and projects, providing political direction and impetus to overall development and systematizing and scaling up existing processes. The expectation is that it will contribute to inclusive growth, reduce inequalities and become a step towards achieving the Sustainable Development Goals and the ultimate goal of eradicating extreme poverty.

Source: Dewan and Randolph 2016; Global Citizen 2016.

BOX 4.2

Providing finance to rural farmers in the former Yugoslav Republic of Macedonia

Two-thirds of the poor people in the former Yugoslav Republic of Macedonia, mostly subsistence farmers, unemployed people and pensioners, live in rural areas, where they lack the finance for investment and rural financial and technical services.

A 2008 Agricultural Financial Services Project that was aligned with the country's rural development policy concentrated on two basic services. In one, groups of clients were formed, their financial literacy was enhanced and the technical and managerial skills of service providers were improved. In the other, only agricultural financial services and technical support were provided through agricultural investments.

In a simple but focused approach, the project provided 2,745 loans, lifting the average participant household's annual business income from €5,166 to €8,050 in two years. Project-linked branches offering credit and credit officers expanded fivefold.[1]

Note
1. IFAD 2009, 2016.
Source: Human Development Report Office.

to banks to allocate a large share of their credit to agribusiness, particularly small entrepreneurs. Such loans accounted for 1 percent of total bank loans in 2010 and are expected to reach 10 percent by 2020.[5]

- *Harnessing modern technology to promote financial inclusion.* In Africa 12 percent of adults have mobile bank accounts, compared with 2 percent globally.[6] Kenya leads the way at 58 percent, followed by Somalia, the United Republic of Tanzania and Uganda at 35 percent.[7] M-Pesa in Kenya is a prime example of how mobile phone technology can reach the unbanked. BKash, a mobile banking system in Bangladesh, has changed the way poor people transfer money, including remittances by garment workers, bill payments and the purchase of daily necessities.

Investing in human development priorities

In 2014 public expenditure as a percentage of such basic social services as health care was 3 percent in developing countries; the share in education was 4.7 percent between 2005 and 2014.[8] Yet a major part of this expenditure may not reach those who need the services the most. Most disadvantaged and marginalized groups lack universal primary education, universal health care, improved sanitation and decent housing. But simply increasing social spending is not enough because in many instances such spending goes for modern health facilities for well-off groups in urban areas rather than to mother and child care centres in rural areas. Focused investments in human development

Financial services can be a bridge out of poverty and vulnerability

Focused investments in human development priorities can deliver high-quality services to disadvantaged and marginalized groups

priorities can produce human development benefits by delivering services along with infrastructure, thereby directing high-quality services to disadvantaged and marginalized groups (figure 4.1).

Investing in human priorities is intended to reach those who lack basic social services such as education and health care that are essential for enhancing human capital so that these people can not only be part of inclusive growth, but also enhance their capabilities, which are intrinsically valuable.

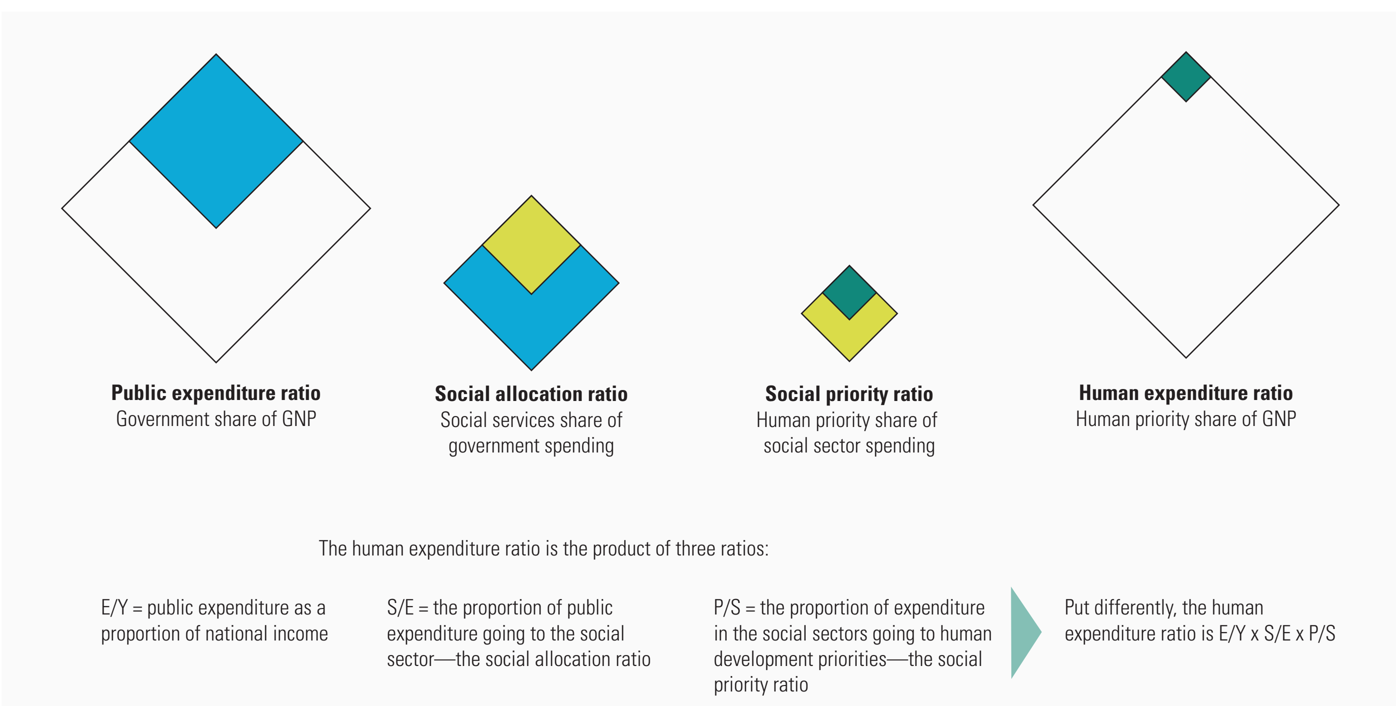
But there are four relevant policy considerations. First, the mere availability of services or access to them is not enough; the effective use of services also requires affordability and adaptability. Low-cost but good services are possible and can be affordable for poor people. In Nicaragua compact ultrasound machines that can be carried on bicycles are being used to monitor the health of pregnant women, improving antenatal care at relatively low cost.[9] Similarly, services must be sensitive to the cultural and social norms of the contexts in which they are provided. For example, the presence of only male doctors in rural mother and child care centres would be a disincentive for women and girls to use the centres.

Second, mere provisioning of services without considering quality is detrimental to poor people. Many services in poor areas are low quality—partly because of the perception that poor people do not want to pay for high-quality services and partly because of the perception that it is enough that poor people have some services, regardless of the quality. The result: Most high-quality services are enjoyed by the affluent. But poor people are usually ready to pay for high-quality and affordable services. In 2004 poor parents in Chad paid for schooling both in cash ($2 is the average annual contribution) and in kind (volunteering at community or government schools).[10] Parents also covered the cost of books and other supplies.

High-quality services can indeed be provided to poor people, as in Burkina Faso. The Office National de l'Eau et de l'Assainissement (the National Office of Water and Sanitation), the utility in charge of water and wastewater services in the capital, Ouagadougou, and other urban areas, provides piped water only to formal settlements.[11] But about 16 percent

FIGURE 4.1

Investments in priority human development to ensure human development for everyone



Source: Human Development Report Office based on UNDP (1991).

of Ouagadougou's nearly 2 million inhabitants live in informal settlements, which are beyond the utility's mandate.[12] To skirt this problem, the utility designed five-year concession contracts for private firms to build and operate water networks in five informal settlements, beginning in 2013.[13] The utility sells bulk water to the operators and regulates the tariffs. The model has been so successful that the utility added two more concessions in Ouagadougou and three in Houndé in 2015. Another should be ready by the end of 2016 in Bobo-Dioulasso.

Third, nongovernmental organizations have become major actors in many countries by providing such basic social services as health care, education and safe drinking water. The BRAC nonformal education system in Bangladesh is a prime example.[14] Following an innovative curriculum but providing education in a cost-effective way has boosted both school attendance and retention. Two major measures that BRAC schools have initiated are separate toilets and two free sets of school uniforms for girls. These measures have contributed immensely to the education of girls in Bangladesh. BRAC also leads in providing basic social services, particularly in conflict and postconflict countries such as Afghanistan.[15] In many countries nongovernmental organizations and foundations (for instance, the Bill & Melinda Gates Foundation) are working with governments and other agencies on immunization drives for children.[16] Public–private partnerships and alliances may thus be an effective mechanism for providing services.

Fourth, innovative services rarely include poor people, even though poor people often need these services the most. As the UN Secretary-General's High-Level Panel on Access to Medicines highlighted, medical innovations have saved and improved millions of lives around the world, but access to them is highly unequal. Vulnerable groups are prevented from fully benefiting from the innovations because of multiple factors, including limited resources, stigma, discrimination, poor health education, unavailability of health insurance, regulatory barriers and exclusive marketing rights.[17]

One stark example: The international nongovernmental organization Médecins Sans Frontières validated new tests for tuberculosis to be used in low-income, humanitarian settings.[18] Yet the cost was too high for affected developing countries, which obtained the tests only after a dedicated public–private partnership was created. Economic and political choices around the funding and support of innovations often result in such barriers to access. Identifying gaps in the protection of target populations, determining the best new ways to address persistent challenges and providing evidence of the efficiency of the new methods may convince decisionmakers to scale up innovations and ensure inclusiveness.[19]

Since 2000, governments around the world have increasingly used the Internet to engage with their populations, publishing official documents and data on websites, allowing citizens to undertake administrative procedures online and sometimes inviting them to provide feedback or even participate in political decision-making (box 4.3).[20] But with a digital divide and without a digital dividend, few marginal and vulnerable groups can take advantage of these services.

Undertaking high-impact multidimensional interventions—win-win strategies

Universal human development could be accelerated if some multidimensional high-impact interventions are pursued. Measures such as providing school meals, redistributing assets and prioritizing local actions are a crucial part of the answer because such interventions have strong and multiple impacts; they are win-win strategies.

Universal human development could be accelerated if some multidimensional high-impact interventions are pursued

Providing school meals. School meal programmes provide multiple benefits: social protection by helping families educate their children and protect their children's food security in times of crisis; nutrition, because in poor countries school meals are often the only regular and nutritious meal a child receives; education, because a daily school meal provides a strong incentive to send children to school and keep them there; and a boost to local agriculture, because food is often bought locally, benefiting local farmers. Evidence from Botswana, Cabo Verde, Côte d'Ivoire, Ghana, Kenya, Mali, Namibia, Nigeria and South Africa bears testimony to all the benefits of school feeding programmes.[21]

BOX 4.3

E-governance

Digital identification systems, a new area of development for civil participation, have great potential. They have increased the efficiency of public services in Belgium, Estonia, Finland, France, the Republic of Korea and Singapore, where citizens can pay taxes or request official documents online.[1] In developing countries digital identification can expand civil registration systems. Nigeria piloted a new voter authentication system in the 2015 elections, using fingerprint-encoded cards to avoid duplicate votes.[2]

E-government can reduce costs and expand reach to even the most secluded areas of a country, as long as the Internet is accessible. In 2000 the United States launched the government's official web portal to provide information and services to the public. Today 159 governments publish information online on finance, 151 on health, 146 on education, 132 on labour, 130 on the environment and 123 on social welfare.[3] Another rapidly developing area is open government data—freely accessible on websites with raw data, giving people the opportunity to follow their government's results and to hold it accountable.

Notes

1. World Bank 2016p. 2. World Bank 2016p. 3. UNDESA 2014a.

Source: Human Development Report Office.

Rural infrastructure, especially roads and electricity, is another area. Building rural roads reduces transport costs, connects rural farmers to markets, allows workers to move more freely and promotes access to schools and health care clinics. More than 1 billion people worldwide lack electricity.[22] Electrification in rural communities in Guatemala and South Africa has helped increase employment among marginalized groups.[23] Low-cost options such as mini-grids have been successful in Kenya (green mini-grid), Senegal (smaller community projects) and the United Republic of Tanzania (good consumer tariff) and can be easily replicated elsewhere.[24] Mini-grids—often supplied by hybrid generation systems and incorporating smart technologies—are also connecting rural households.

Differences in educational attainment prevent poor people from becoming part of the high-productivity growth process

Cost-effective nutritional interventions can address deficiencies in iodine and micronutrients—deficiencies common among disadvantaged and marginalized groups.[25] Adding iodine to salt, removing taxes on micronutrients and fortifying staples and condiments have improved the nutrition status of poor people.[26] Such easy low-cost interventions can be readily scaled up and replicated elsewhere.

Redistributing assets. Redistributive policies are often framed as reducing inequalities in outcomes (such as income) or providing social protection (as in cash transfers). But redistributing assets can also bring those left out into the growth process. For example, land reform has been advocated as a prerequisite for levelling the playing field so that growth is equitable. But customary laws for property tenure are still the norm in many societies. Such laws cover more than 75 percent of the land in most African countries and deprive women in particular.[27] Appropriate land legislation can be formulated to supersede customary laws.

Human capital is an asset, and differences in educational attainment, one aspect of this asset, prevent poor people from becoming part of the high-productivity growth process. And the outcome of that difference becomes stark in tertiary education. In the United States in 2015 the median weekly income of a person with a master's degree was $1,341, but that of a person with only a high school diploma was roughly half that, at $678.[28] (The 2015 Human Development Report called for democratizing tertiary education both nationally and globally.)[29]

Subsidizing inputs for poor people enhances their productivity and contributes to the growth process. For example, subsidizing green energy would be both poverty reducing and environment friendly. Bangladesh's central bank has financed environmentally sustainable initiatives through a low-cost refinancing window.[30] Jordan and Morocco have followed suit.

Prioritizing local actions. Local approaches can limit conflict, protect minority rights, improve service delivery and be more responsive to local needs and citizen preferences.

Providing autonomy to local governments in formulating and implementating local development plans allows plans to reflect the aspirations of local communities. Fiscal decentralization can also empower local governments to collect their own revenues and depend less on central government grants, under a formula for revenue generation between the central government and local governments. In Latin America decentralization increased local government spending from 20 percent of total government spending in 1985 to about 30 percent in 2010.[31] But the share of own-source revenue remained unchanged, at about 10 percent of the national total, making local government finances more vulnerable and less predictable, undermining long-term planning. Indonesia's big bang decentralizations provide resources to meet local needs (box 4.4).

But if the local approach is to ensure human development for those left out, it will also require people's participation and greater local administrative capacity. A transparent and accountable mechanism should be in place to monitor human development outcomes. With community involvement and support from the central government and other development partners, local approaches can contribute much to human development in the poorest areas, as in Moldova (box 4.5).[32] The participatory model has worked so well that 70 towns and communities have adopted it, and 350,000 Moldovans are involved in improving local development.

Enhancing opportunities for women

Creating opportunities for women requires ensuring women's empowerment in the economic, political and cultural spheres (figure 4.2). Investing in girls and women has multidimensional benefits—for example, if all girls in developing countries completed secondary education, the under-five mortality rate would be halved.[33]

As more girls finish primary and secondary education, they can carry on to higher education, enabling them to do the work of the future and move up the career ladder. But more women should be in science, technology, engineering and mathematics, where much future demand for high-level work will be. Only one-fifth of countries had achieved gender parity in research by 2015, meaning that 45–55 percent of researchers were women.[34] Increasing women's enrolment in tertiary education and in science, technology, engineering and mathematics requires such incentives as scholarships, admission quotas and internships with research institutions and technology firms.

Local approaches can contribute much to human development in the poorest areas

BOX 4.4

Fiscal decentralization in Indonesia—improving service delivery

Starting in 2000, when devolution to cities and districts became a focus of government reforms, decentralization was especially strong on the expenditure side in Indonesia. Subnational governments now manage almost a third of total public spending and about half of development outlays. Local governments are obliged to provide health care, education, and environmental and infrastructure services. Some of the major steps of the reforms:

- Local governments were given budget autonomy. The next higher administrative level was mandated to review legality. Law 32/2004 expanded higher-level oversight of local budgeting.
- Local and provincial assemblies are now elected every five years.
- Provincial governors and local mayors have been directly elected since 2005.
- The Public Information Disclosure Act, passed in 2008, promised better access to public information as well as more transparency.
- Citizens provide input into local government planning, and there are mechanisms for providing small-scale community services.

The positive outcomes of the reforms include a substantial increase in local public spending on services and better service delivery in some sectors. But there have been issues with spending efficiency in some areas, as well as disputes over the extent of gains. And more attention has to be paid to developing effective local accountability mechanisms.

Source: Smoke 2015.

BOX 4.5

How local government makes a difference in Moldova

Telenesti, a town of 9,000, was once one of Moldova's poorest. For 20 years basic water, sewerage and garbage services were a rare luxury for most people. Then Telenesti's municipal government teamed with local residents to improve basic services under a national participatory initiative.

A long-standing problem was that local governments had little experience in guiding local development. Under socialism they depended on the distant central government for direction. So more than 10,000 local officials—80 percent of the national total—were trained in how to engage with community members and better manage public services.

Telenesti has since renovated its water network, added street lighting and built new roads. It became the first town in the country to provide all residents with access to a sewerage system.

Source: UNDP 2013a.

FIGURE 4.2

Factors that enable or constrain women's empowerment—six direct and four underlying factors

Source: Hunt and Samman 2016.

Investing in girls and women brings multidimensional benefits—for example, if all girls in developing countries were to complete secondary education, the under-five mortality rate would be halved

Women also have to juggle paid employment outside the home and unpaid care work inside the home as well as balance their productive and reproductive roles. Reserving jobs for women on maternity leave for up to a year and flexible working arrangements, including telecommuting, can allow women to return to work after giving birth. Women could also be offered salary increases to return to work.

Reducing the burden of unpaid care work among women can also give women more choices. Enlarging care options, including day care centres, afterschool programmes, homes for senior citizens and long-term care facilities could help. Another option is to subsidize unpaid care work through vouchers or credits. Improved access to clean water and sanitation, energy services and public infrastructure, including transport, can greatly reduce the burden of unpaid care work, leaving more time for paid work, if women choose to pursue it. Parental leave for mothers and fathers can balance the distribution of unpaid care work and reduce wage gaps in paid work when fathers are included and have incentives to use it. A more equitable distribution of reproductive roles between mothers and fathers would also benefit men, who often miss out on important family time with their children.

Encouraging and supporting female entrepreneurs

Measures to encourage women's entrepreneurship include establishing a legal framework that removes barriers to women owning land, a critical asset, especially in agriculture. Farms managed by woman-headed households are between half and two-thirds the size of farms run by man-headed households.[35] So, land policies, legislation and administration need to be changed to accommodate women—and the new rules must be enforced. These measures should cover formal and informal legal systems. In some countries legal reforms are already under way that may provide opportunities for women that have been heretofore unavailable (box 4.6).

Breaking the glass ceiling

The glass ceiling, though cracked in many places, is far from being shattered. Women in business hold 24 percent of senior management positions globally, but 33 percent of businesses have no women in those posts.[36] Gender requirements in selection and recruitment and incentive mechanisms for retention can enhance women's representation in the public and private sectors. The criteria for promoting men and women into senior management positions should be identical, based on equal pay for equal work.

In developing countries business leadership positions that are open to women are often limited to micro or small enterprises. In such contexts, policies promoting women's entrepreneurship and supporting the participation of women-led small and medium-size enterprises in public sector procurement can be particularly relevant.

Women's representation can be increased through affirmative action, such as quotas for women on corporate boards, as in the European Union. Such efforts are even more effective when accompanied by policies that raise retention rates. Mentoring, coaching and sponsoring can empower women in the workplace by using successful senior female managers as role models and as sponsors. All these approaches can change norms and promote women to positions of seniority and responsibility. A complementary approach is to encourage men to join professions traditionally dominated by women.

Mentoring, coaching and sponsoring can empower women in the workplace by using successful senior female managers as role models and as sponsors

BOX 4.6

Arab States—opening opportunities for women

Business associations are emerging to support female entrepreneurs through training, research, networking and other services. Examples include the MENA Businesswomen's Network Association in Bahrain, the Occupied Palestinian Territory Business Women's Forum and the National Association of Women Entrepreneurs of Tunisia.[1]

Female labour force participation may increase in the Arab States as businesses and governments recognize the financial benefits of employing women, especially given women's higher educational attainment and purchasing power.

In Saudi Arabia the number of women employed has increased 48 percent since 2010, thanks partly to petitions and legal reforms that enable women to work in formerly closed sectors, including law, to go outside unaccompanied by men, to exercise voting rights and to be elected at certain levels of government.[2] In Jordan the online platform for engineering contractors, Handasiyat.net, has attracted female engineers seeking to work from home.[3]

Notes

1. ILO 2016b. 2. Chew 2015. 3. ILO 2016b.

Source: Human Development Report Office.

The Norwegian quota law requires all public (limited) companies listed on the Norwegian Stock Exchange as well as state-owned, municipal, intermunicipal and cooperative companies to appoint boards that include at least 40 percent women. Women made up 6 percent of the boards of public limited liability companies in 2002 and 40 percent only six years later.[37]

Addressing lifecycle capabilities

Capabilities built over a lifetime have to be nurtured and maintained. And vulnerabilities that people face in various phases of their lives must be overcome. To ensure that human development reaches those left out, building capabilities should be seen through a lifecycle lens.

Helping children prepare for the future

Universally fulfilling outcomes are more likely when all children can acquire the skills that match the opportunities open to young people joining the workforce. Much attention is correctly focused on what is needed to ensure that all children, everywhere, complete a full course of schooling.

Universally fulfilling outcomes are more likely when all children can acquire the skills that match the opportunities open to young people joining the workforce

But the formal education system is only part of a continuum of influences that connects a newborn to adulthood. Social and cultural influences operate inside and outside the school system. Factors critical to learning and life outcomes make themselves felt even in the womb and are cumulative, so that a shortfall at one stage can be compounded later and become harder—if not impossible—to address.

At one level, school systems have to be flexible enough to accommodate divergent cultures. At another, promoting school readiness—creating capabilities that promote learning—is as important as schooling for producing positive life outcomes, such as increased productivity, higher income, better health and greater upward mobility. Traditional methods of remediation, such as public on-the-job training or adult literacy programmes to boost the skills of disadvantaged young people, have lower returns than early childhood programmes. A better choice is early interventions in the preschool years that promote learning and retention in school. Early childhood education services have expanded considerably since 2000, but the gaps, still large, require urgent attention.

The World Bank has found that every dollar spent on preschool education earns \$6–\$17 in public benefits in the form of a healthier and more productive workforce.[38] Many developing countries seem to have accepted this. Ethiopia says that it will increase preschool enrolment to 80 percent by 2020, from 4 percent in 2009. Ghana now includes two years of preschool in the education system. China is contemplating providing preschool facilities for all youngsters.[39]

Empowering young people

Voting is often the main avenue to influencing a political process, but it seems to be less attractive to younger voters than to older voters. In Canada 35–50 percent of voters ages 18–34 voted in 2004–2011, compared with 65–78 percent of voters ages 55–74.[40] Young people also seem disenchanted with traditional politics. That should not be interpreted as a lack of interest in public life.

Millennials are seeking alternative ways to improve their communities, both locally and globally. Sixty-three percent of them have donated to charity, 52 percent have signed petitions and 43 percent have volunteered for civil society organizations.[41] They are also looking to social movements and community organizations as platforms for their political interests and action. In Egypt, the Syrian Arab Republic and Tunisia young protesters used their mobile phones to post comments, photos and videos of events during the Arab Spring live on social media, to generate national and international support for their demands.[42]

The challenge in these areas is integrating into policymaking the opinions and convictions of young people expressed through alternative forms of participation. One approach might be through government-sponsored advisory roles, youth parliaments and roundtable discussions. At least 30 countries have some kind of nonadult parliamentary structure, nationally or in cities, villages or schools.[43] Government agendas developed for children and youth, such as those in New Zealand, can also promote participation.

On the economic front creating new opportunities for young people and preparing young people with the skills needed to take advantage of those opportunities are required. More than one-third of the skills important in today's economy will have changed by 2020.[44] Acquiring skills for the 21st century has to be part of lifelong learning of the four C's—critical thinking, collaborating, creating and communicating (figure 4.3).

Unbridling young people's creativity and entrepreneurship requires policy support for sectors and enterprises in new areas of the economy, for young entrepreneurs involved in startups or crowdsourcing, for instance, and for social entrepreneurs (box 4.7).

Protecting vulnerable workers

Three of the world's ten largest employers are replacing workers with robots, and an estimated 57 percent of jobs in Organisation for Economic Co-operation and Development countries are at risk because of automation (figure 4.4).[45] The world is also moving towards a knowledge economy, so that low-skilled or marginal workers are losing their livelihoods. The European Union is expected to add 16 million new jobs between 2010 and 2020, but the number of jobs available for people with little or no formal education is anticipated to decline by around 12 million.[46]

As some jobs disappear, new jobs will appear in nontradables such as education, health care and public services, which are also fundamental to enhancing human development. Workers should be educated for and guided towards such jobs. For example, skills can be developed so workers can transition to sustainable employment in the green economy, solar energy and wind power.

A fit-for-the-future skill-learning system can be designed and implemented starting in secondary school and continuing in tertiary education. An emphasis on science, technology, engineering and mathematics may be necessary. But flexibility in the curricula of the learning

As some jobs disappear, new jobs will appear in nontradables such as education, health care and public services, which are also fundamental to enhancing human development

FIGURE 4.3

21st century skills

Ways of thinking	Tools for working	Ways of working	Skills for living in the world
Creativity Critical thinking Problemsolving Decisionmaking Learning	Information and communication technology Information literacy	Communication Collaboration	Citizenship Life and career Personal and social responsibility

Source: Human Development Report Office.

BOX 4.7

Social businesses attract young people

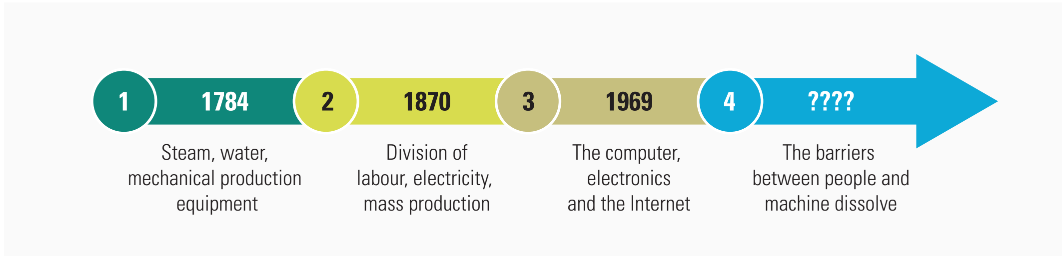
Social businesses are emerging as new areas of work among young people. They are cause-driven entities designed to address a social problem—nonloss, nondividend companies, financially self-sustainable, the primary aim of which is not to maximize profits (though profits are desirable) but social benefits.

Inspired by a particular cause and by the desire to give back to society, numerous successful young commercial entrepreneurs around the world are transitioning from for-profit ventures to engage in social change. A survey of 763 commercial entrepreneurs in India who made the transition from commercial to social entrepreneurship between 2003 and 2013 and a quantitative analysis of 493 entrepreneurs indicated that 21 percent of successful entrepreneurs shifted to social change efforts. Most are skilled organization builders, independently wealthy, often establishment outsiders, and some from the diaspora.

Source: UNDP 2015a.

FIGURE 4.4

Navigating the fourth industrial revolution



Source: Schwab 2016.

system is crucial, and training should provide multitasking skills and the agility to move from one line of activity to another. Workers whose livelihoods are threatened can transition to jobs at similar and higher levels with the aid of wage subsidies and temporary income support.

Caring for older people

Older people form a particularly vulnerable group that often suffers from deprivations in health, income and social life (see chapter 2). They require dedicated attention from policymakers to ensure that their human rights are respected and that opportunities are available so they can enjoy self-realization and contribute to society. Some appropriate measures include:

Older people require dedicated attention to ensure that their human rights are respected

- *Establishing a combination of public and private provisioning of elder care.* Public provision of health care can be strengthened through affordable but high-quality health services targeted exclusively at older people. Because of changing family structures and women's increasing economic activity, market mechanisms can enable private provision of such care (such as the employment of private caregivers) or innovative collective community-based systems. Under the Fureai Kippu system in Japan, people earn credits for caring for older people that they can use later when they need care or that they can transfer to others.[47]
- *Strengthening the social protection for older people through basic noncontributory social pensions (as in Brazil).*[48] Countries should also explore fully funded contributory pensions and social pensions.[49]
- *Creating opportunities for older people to work where they can contribute, including teaching children, care work and voluntary work.* Older relatives may provide care for children whose parents are working or have migrated for work or where the children have become orphans. In Denmark and the Netherlands more than 60 percent of women and more than 40 percent of men ages 60–65 provide care for their grandchildren.[50] In the United Kingdom 30 percent of people ages 65–74 engage in voluntary work.[51]

Mobilizing resources for human development priorities

Public policies for human development priorities require domestic and external resources. One of the critical issues is how resources are mobilized for such investments. The domestic revenue base in many developing countries is generally low. For example, in 2002 tax revenue as a share of GDP was about 7.2 percent in low human development countries, compared with nearly 15 percent in very high human development countries.[52] Foreign direct investment favours certain countries (such as China and India), but not so much other countries. The economic lifeline of some poor countries is official development assistance, the prospect of which is rather dim because of the global political economy situation. Given such diverse circumstances, there are at least five options that developing countries can explore to generate the necessary resources.

Creating fiscal space

Fiscal space is the financing available to governments through policy actions aimed at enhancing resource mobilization and reforms to improve the governance, institutional and economic environment. Fiscal space has four pillars: official development assistance, domestic revenue, deficit financing (through domestic and external borrowing) and variations in spending priorities and efficiency.[53]

The choice of which pillar to use to increase or rebuild fiscal space depends mainly on country characteristics. In 2009 Ghana considered improving revenue collection to increase the health budget, even though the share of the total government budget allocated to health was stable.[54] In 2006 Chile identified higher revenue and greater borrowing as channels to expand the fiscal space.[55] In the mid-2000s Brazil and India identified higher expenditure efficiency in areas where stronger revenue efforts were identified as a means to boost the fiscal space.[56]

Expanding the per capita fiscal space allows for greater spending on sectors of the economy that directly enhance human development. And the stability of the fiscal space during economic downturns can also help maintain or even increase expenditure on social services as a countercyclical measure.

Macroeconomic stability can help boost the fiscal space. Fiscal rules, stabilization funds and a medium-term expenditure framework can strengthen fiscal governance and bolster the fiscal space, as can more efficient use of resources. For example, developing countries might take advantage of lower commodity prices to reform subsidies. Broadening the tax base and reducing tax distortions also help.

Consolidating remittances

In 2016 remittances to developing countries—a lifeline for many societies—were expected to reach $442 billion.[57] They enter through various channels (not all legal) for a raft of purposes, from pure consumption to education and asset purchases, including land. But the transfer costs are steep, averaging nearly 8 percent worldwide to send $200 internationally in 2015.

Consolidating and streamlining remittances could make them a funding source for human development priorities. Remittance banks can be set up in countries where the remittance flows are large, such as Bangladesh, Jordan and the Philippines. Easy and transparent legal remittance-sending mechanisms can be instituted in consultation with host countries. And digital remittance transfers can be modelled after M-Pesa and BKash.

Consolidating and streamlining remittances could make them a funding source for human development priorities

Using climate finance as human development priority financing

The 2030 Agenda and the Paris Climate Change Agreement mark the global community's commitment to take action to end poverty, confront inequality and tackle climate change, which impact marginalized and vulnerable people the most. Climate finance has thus emerged as a major resource to help countries tackle climate change. Given the differences in concerns in middle-income countries and the least developed countries, there has been a debate about the appropriate relationship between development finance and climate finance.

Concerns vary across countries. Developed and middle-income countries that emit the majority of the carbon dioxide into the atmosphere are seeking financing and technologies to reduce emissions and mitigate climate change. But in the least developed countries, where emissions are low, climate finance can expand climate-resilient livelihoods, improve water and sanitation systems and ensure food security. These investments go beyond climate adaptation programmes in the narrow sense to focus on achieving human development by increasing the long-term climate resilience of economies and societies.

Exploiting other means

An estimated $1 trillion flows illegally out of developing and emerging economies each year, more than these economies receive in foreign direct investment and official development assistance.[58] Beyond depriving the world's needy countries, this propels crime, corruption and tax evasion. Most of the money is lost through trade invoicing—changing prices to secretly move money across borders. If exporting and importing countries collaborate to monitor invoicing through trade rules and other mechanisms, such flows can be identified and seized.

Development impact bonds can be floated to open revenue streams from private investors and allow public entities to transfer risk. They also force policymakers to measure the benefits of interventions. But they need clear goals—such as building 1 million toilets. A clear quantitative goal may sound great and be easily measurable, but the toilets would make little difference if they are not part of a locally led sustainable sanitation system.

Stopping corruption and capital flight can also provide resources for human development. In 2010, $21 trillion worth of financial assets were transferred to offshore tax havens.[59] Nigeria is estimated to have lost over $400 billion to corruption between independence and 1999.[60] A small fraction of that could do much to reach those left out.

Ending subsidies to the rich or for commodities such as fossil fuel can free resources for human development. In 2014 the richest 20 percent of India's population enjoyed subsidies of $16 billion thanks to six commodities and services—cooking gas, railways, power, aviation fuel, gold and kerosene—and exempt-exempt-exempt tax treatment under the public provident fund.[61] The International Monetary Fund estimates that fossil fuel companies benefit from global subsidies of $10 million a minute largely because polluters are not charged for the cost of the environmental damage they cause.[62] That cost includes the harm to local populations by air pollution as well as to people across the globe affected by the floods, droughts and storms driven by climate change.

Ending subsidies to the rich or for commodities such as fossil fuel can generate resources for human development

In the 1990s a 20:20 compact was proposed for basic human development—developing countries would devote 20 percent of their domestic budget to human development priorities, complemented by 20 percent of official development assistance.[63] Given the 2030 Agenda, such ideas should be revived.

Using resources efficiently

Efficiency in resource use is equivalent to generating additional resources. For example, telemedicine can deliver medical advice and treatment options to patients irrespective of their location, thereby reducing the cost of service provision. Frontline health workers have difficulty diagnosing pneumonia, which kills more than 1 million children a year, and pre-eclampsia, the second-leading cause of maternal deaths. To change this, the Phone Oximeter mobile health platform uses a low-cost sensor powered by a mobile phone to measure blood oxygen levels and then displays informed advice for diagnosis and treatment.[64]

Pursuing measures for groups with special needs

Because some groups in society are systematically discriminated against and thereby left out, only positive discriminatory measures can achieve more equitable outcomes in human development. To ensure that human development reaches everyone, measures are needed for some groups with special needs—such as women, ethnic minorities, indigenous peoples, persons with disabilities, people living with HIV and AIDS and vulnerable workers.

One of these measures is to collect disaggregated data on all these groups (see chapter 3). Other policy measures are affirmative action and specific interventions to promote human development for marginalized groups.

Using affirmative action

Affirmative action—positive discrimination for distributive justice—has been important in redressing historical and persistent group disparities and group discrimination and in reiterating that every human being has equal rights. Women, ethnic minorities and persons with disabilities face various forms of discrimination because of their sex, ethnicity or circumstances (see chapter 2). Stigma and norms also contribute to the disparities and discrimination affecting indigenous peoples or people living with HIV and AIDS. Affirmative action may take the form of enrolment quotas for ethnic minorities in tertiary education or preferential treatment for female entrepreneurs in obtaining subsidized credit through the banking system.

Affirmative action such as quotas not only reserves jobs for persons with disabilities, but also provides an opportunity for the rest of society to observe the capabilities and achievements of these people, changing bias, attitudes and social norms. One area where affirmative action has made a difference is in women's representation in parliament (box 4.8).

India's affirmative action programme—launched in 1950, making it the world's oldest—was originally intended to benefit Scheduled Castes, which include Dalits, or untouchables, who had been oppressed for centuries under the caste system and accounted for about 16 percent of the population, and Scheduled Tribes, the historically neglected tribal groups that accounted for about 8 percent of the population.[65] The programme was expanded in the early 1990s to include the Other Backward Classes, lower castes of socially and educationally disadvantaged people encompassing about 25 percent of the population. The programme has not remedied caste-based exclusions, but it has had substantial positive effects. In 1965, for example, Dalits held fewer than 2 percent of senior civil service positions, but the share had grown to 11 percent by 2001.

In 2013, 32 of the 38 state universities and 40 of the 59 federal universities in Brazil had some form of affirmative action policy.[66] Between 1997 and 2011 the share of Afro-Brazilians of college age enrolled in university rose from 4 percent to 20 percent.

Promoting human development for marginalized groups

Despite the great diversity in identities and needs (see chapter 2), marginalized groups, such as ethnic minorities, indigenous peoples, persons with disabilities, people living with HIV and AIDS, and lesbian, gay, bisexual, transgender and intersex individuals, often face similar constraints in their efforts to enhance their capabilities and freedoms, such as marginalization in basic well-being, voice and autonomy, or rights and privileges. They often face discrimination, social stigma and risk of being harmed. But each group also has special needs that must be met for the group to benefit from progress in human development.

First, for some vulnerable groups, such as ethnic minorities or persons with disabilities, antidiscrimination and other rights are guaranteed in constitutions and other legislation. Similarly, special provisions often protect indigenous peoples, as in Canada and New Zealand. Yet in many cases effective mechanisms for full equality in law are lacking. National human rights commissions or commissions for specific groups can provide oversight and ensure that the rights

Despite the great diversity in identities and needs, marginalized groups must confront common constraints in their efforts to enhance their capabilities and freedoms

BOX 4.8

Affirmative action has helped increase women's representation in parliament

Gender-based quotas in senior positions and parliaments have gained prominence since the adoption of the Beijing Declaration and Platform for Action at the United Nations Fourth World Conference in 1995 and the Committee on the Elimination of Discrimination against Women's general recommendation 25 (2004) on special temporary measures, including quotas. Governments have increasingly adopted quotas since the conference to boost women's participation, counter discrimination and accelerate change.

In countries with some type of parliamentary gender quota a higher share of parliamentary seats are held by women. Women average 26 percent of the seats in lower houses and in single houses of parliament in countries with voluntary party quotas, 25 percent in countries with legislated candidate quotas and 23 percent in countries with reserved seats for women.[1] Compare this with 16 percent in countries with no such quotas. Countries with quotas for female parliamentarians have provided confidence and incentives for women to contest general parliamentary seats and win those seats.

Rwanda, with female representation of 64 percent in the House of Deputies, is a shining example. The 2003 constitution set aside 30 percent of legislative seats for women. Each election since has increased the seats held by women, both those reserved for women and some of the nonreserved seats. Women's representation in the House of Deputies rose to 64 percent in 2013. Today, women account for over 60 percent of the members of parliament.[2] Since the introduction of quotas, women have not only increased their number of representatives, they have also used their positions to pass laws empowering women, including preventing and punishing violence against women, increasing property rights for women and promoting women in the labour force.

Notes
1. United Nations 2015d. 2. UN Women 2016a.
Source: Human Development Report Office.

of these groups are not violated. Some of these groups are not recognized as marginalized in many countries. Only five countries recognize the rights of lesbian, gay, bisexual, transgender and intersex people (box 4.9; see also chapter 2).

Second, recognition of the special identity and status of marginalized groups, such as ethnic minorities or indigenous peoples, is necessary. Thus, because recognizing the right to self-determination sends a powerful message about the need for protection, recognizing the right of self-determination among indigenous communities is crucial. The special relationship of many indigenous peoples and the land should likewise be recognized, with measures to advance human development among these people reflecting an awareness of this reality. Ethnic minorities and indigenous peoples have distinct cultures and languages that need to be taken into consideration in expanding access to health care facilities and education opportunities. Education in their native language not only recognizes the importance of distinct native languages, but is also conducive to greater learning among children.

Quotas in favour of ethnic minorities and the representation of indigenous peoples in parliaments are a means not only to foster self-determination, but also to raise issues of special concern

Third, effective participation by disadvantaged groups in the processes that shape their lives needs to be ensured. Quotas for ethnic minorities and indigenous peoples in parliaments are thus a means not only to foster self-determination, but also to help them raise their concerns. Some indigenous peoples have their own parliaments or councils, which are consultative bodies (see chapter 2). New Zealand has the longest history of indigenous self-representation in a national legislature (box 4.10). Mirna Cunningham Kain, activist for the rights of the Nicaraguan Miskitu indigenous peoples rights activist and former chairperson of the United Nations Permanent Forum on Indigenous Issues, emphasizes that the there is much to learn from indigenous peoples' quest for peace and development in a plural world (see special contribution).

BOX 4.9

Overcoming discrimination against lesbian, gay, bisexual, transgender and intersex individuals

Overcoming the discrimination and abuse of lesbian, gay, bisexual, transgender and intersex (LGBTI) individuals requires a legal framework that can defend the relevant human rights. Where LGBTI people are criminalized, they are widely discriminated against. In countries with no basic legal tolerance for LGBTI people, there is almost no room for a defence based on the principle of antidiscrimination: The main protection is for LGBTI people to deny their sexual preference. Awareness campaigns need to be launched in households, communities, schools and workplaces so that acceptance becomes easier. Nonacceptance within households often leads teenagers to run away or drift and encourages harassment in schools and discrimination in hiring. Help centres, hotlines and mentoring groups can assist this community.

Source: Human Development Report Office.

BOX 4.10

Maori representation in New Zealand's parliament

The Maori Representation Act of 1867 introduced a dual constituency system in New Zealand whereby members of parliament are elected from two sets of single-member electorates, one for people of Maori descent and the other for people of European descent—now referred to as general electorates. In 1975 the act was amended to introduce a Maori Electoral Option, which gave electors of Maori descent the right to choose whether they enrolled in the Maori or the general electorates.

Electoral reform in the 1990s affected Maori representation in two ways. First, it allowed the number of Maori electorates, which had remained fixed at four since 1867, to vary up or down depending on the numbers of voters of Maori descent who elected to enroll to vote in those electorates. Second, it introduced proportional representation, which allowed Maori and other groups to be elected from party lists. This resulted in the election of Maori from a wider range of political parties and a much higher number of Maori members of parliament (currently 25 out of 121 total members of parliament).

Source: Edwards 2015; Forbes 2015.

SPECIAL CONTRIBUTION

The world has much to learn from indigenous peoples

From my lifelong experiences, being an advocate for the rights of some of the most marginalized peoples, allow me to share what I have learned and come to see as essential elements to ensure peaceful societies and sustainable development in a plural world.

Celebrating diversity

Indigenous peoples contribute to diversity, and their history emphasizes the importance of revitalizing and celebrating ancient cultures, music, languages, knowledge, traditions and identities. Living in an era where xenophobia, fundamentalism, populism and racism are on the rise in many parts of the world, celebrations and positive messages about the value of diversity can contribute to counter negative stereotypes, racism and discrimination and instead foster tolerance, innovation and peaceful coexistence between peoples. This is essential to safeguard the inherent belief in human beings' equal worth, as reflected in the fundamental principles of the Universal Declaration on Human Rights.

Taking special measures to ensure equality and combat discrimination

The world today is more unequal than ever before—yet, there is an increasing recognition of the crucial importance of addressing systematic inequalities to ensure sustainable development. To address inequalities, a first step is to repeal discriminatory policies and laws that continue to exist in many countries, preventing particular groups of peoples from fully realizing their potential. For indigenous peoples, it is necessary to adopt positive or special measures to overcome discrimination and ensure the progressive achievement of indigenous peoples' rights, as emphasised in the UN Declaration on the Rights of Indigenous Peoples (article 21.2). This includes measures to safeguard cultural values and identities of indigenous peoples (article 8.2) or to ensure access to education in their own languages (article 14). Further, nondiscrimination for indigenous peoples is strongly related to the right to self-determination and cultural integrity. These principles should be promoted in the context of addressing target 16b of the 2030 Agenda, promoting and enforcing nondiscriminatory laws and policies.

Getting down to the root causes of conflicts

No solution to conflicts and injustices will be possible without addressing the root causes for these conflicts. For indigenous peoples, root causes most often relate to violations against their human rights, in particular rights related to their lands, territories and resources. Across the world, indigenous peoples increasingly experience militarization, armed conflict, forced displacements or other conflicts on their lands, which have become increasingly valuable in light of globalization and the continued quest for resource extraction. Indigenous human rights and environmental defenders, who mobilize to protect their rights, face death threats, harassment, criminalization and killings. According to an Oxfam Report, 41 percent of murders of human rights defenders in Latin America were related to the defence of the environment, land, territory and indigenous peoples. The essential and first step to prevent conflict and ensure peaceful development is hence to protect, promote and ensure the basic rights of all peoples, including their free, prior and informed consent on development activities taking place on their lands. In that light the 2030 Agenda's goal 16 on peaceful societies and strong institutions is essential. In particular, the focus on transparency, the rule of law and equal access to justice will be crucial to ensure accountability to the rights of all peoples.

Bringing in the voices, world views and power of indigenous peoples

Indigenous peoples have called for their rights to be at the negotiating table and have a voice in decisionmaking processes. "Nothing about us, without us" goes one of the mottoes, that is being repeated. Consistent with the UN Declaration on the Rights of Indigenous Peoples article 7, indigenous peoples have the collective right to live in freedom, peace and security as distinct peoples. Furthermore, in postconflict societies, states should ensure the participation of indigenous peoples through their own representative institutions in peace negotiations, peacebuilding, peacekeeping, humanitarian assistance and reconciliation processes. By strengthening indigenous peoples' own institutions and governance systems and ensuring their inclusion in essential decisionmaking processes at the local, national and global levels, just solutions to conflicts can be found, and the structural root causes that led to the conflicts can be addressed. Indigenous peoples can also contribute to peace processes through their ancient wisdom and approaches to reconciliation and peace. Indigenous approaches to reconciliation often go beyond legal solutions with an essential focus on forgiveness, coexistence and harmony, which can inspire in a conflict situation that might otherwise seem protracted. The world has much to learn from indigenous peoples in the quest for peace and development in a plural world, as the one we are living in.

Mirna Cunningham Kain

Nicaraguan Miskitu, indigenous peoples rights activist and former chairperson of the United Nations Permanent Forum on Indigenous Issues

Persons with disabilities are differently abled

Fourth, among marginalized groups inclusion and accommodation are fundamental human rights and are critical to empowering them to live independently, find employment and participate in and contribute to society on an equal basis. An environment conducive to productivity and creativity is essential among persons with disabilities, though finding and sustaining employment may be difficult. Ensuring skill and vocational training among persons with disabilities, expanding their access to productive resources (such as finance for self-employment) and providing information over mobile devices are positive steps. More efficient information flows and infrastructure can help persons with disabilities obtain work and help employers take advantage of this wealth of human ingenuity. Some countries are relying on these techniques to enlarge employment choices among persons with disabilities (box 4.11).

There is also a need to encourage behavioural shifts in favour of persons with disabilities. Changing social norms and perceptions to promote the perception that persons with disabilities are differently abled and should be given a fair opportunity in work is fundamental and should be backed by a legal framework that discourages discrimination.

Technology can enhance the capacities of persons with disabilities. Indonesia instituted a legal requirement for Braille templates for blind voters or voters with visual impairments at all polling stations.[67] Cambodia has made such templates available since 2008.[68] The Philippines offers special voter registration facilities before election day and express lanes for voters with disabilities.[69]

Fifth, migrants and refugees—often compelled to leave their home countries by violent conflict and consequently a desperate form of migration—are vulnerable in host countries (see chapter 2). Although a cross-border issue (chapter 5 analyses it as a global challenge), the problem also needs to be addressed locally. And actions need to reflect the new nature of migration and its context. Countries should pass laws that protect refugees, particularly women and children, a big part of the refugee population and the main victims. Transit and destination countries should provide essential public goods in catering to displaced people, such as schooling for refugee children; refugees will otherwise become a lost generation. Destination countries should formulate temporary work policies and provisions for refugees because work is the best social protection for these people (box 4.12).

A comprehensive set of indicators measuring human development among migrant families should be created. Governments should establish comprehensive migration policy regimes, given that migration boosts national economies, as in Sweden (box 4.13). Because the refugee problem is global, collaboration among national and international actors would represent a step forward.

Making human development resilient

Progress in human development can stagnate or even be reversed if threatened by shocks from environmental degradation, climate

BOX 4.11

Enlarging employment choices among persons with disabilities in Serbia

Living with a disability in Serbia has often meant being poor and unemployed and facing prejudice and social exclusion. More than 10 percent of the population has disabilities, more than 70 percent of persons with disabilities live in poverty, and only 13 percent of persons with disabilities have access to employment.[1]

In 2009 the government introduced the Law on Professional Rehabilitation and Employment of Persons with Disabilities. The law established an employment quota system that legally obliged all employers with 20–50 employees to hire at least one person with disabilities and one more for every 50 additional employees. Private companies could opt not to comply with the quotas, but then had to pay a tax that would fund services for persons with disabilities. Almost 3,700 persons with disabilities found employment in 2010, up from only 600 in 2009.[2]

Notes
1. UNDP 2011a. 2. UNDP 2011a.
Source: Human Development Report Office.

BOX 4.12

Providing work to Syrian refugees in Jordan

In Jordan the presence of Syrian refugees in host communities has bolstered the informal economy, depressed wages, impeded access to public services and increased child labour.

Efforts are under way to improve the access of Syrian refugees and members of local host communities to Jordan's formal labour market. Early in 2016 Jordan agreed to accommodate a fixed number of Syrians in the labour market in return for better access to European markets, greater European investment in Jordan and access to soft loans. As a followup, Syrian refugees were given a three-month grace period to apply for work permits.

The focus then became finding a practical means to increase Syrian refugees' access to the labour market in a way that would fill labour shortfalls, benefit host communities and contribute to Jordan's economy. By June 2016, 12,000 new work permits had been issued to Syrian refugees.

Source: ILO 2016a.

change, natural disasters, global epidemics and conflicts. Vulnerable and marginalized groups—those already left out—are the major victims.

Promoting social protection

Social protection provides support for those left out, but it can also have an impact on development by enhancing capabilities. Social protection includes social security, social assistance and social safety nets. Only 27 percent of the world's population is covered by a comprehensive social protection system—about 5.2 billion people are not.[70] Policy options to expand social protection include:

- *Pursuing well designed, well targeted and well implemented social protection programmes.* A social protection floor—a nationally defined set of basic social security guarantees—launched within the UN system in 2009 and updated with concrete recommendations in 2012 aims to secure a minimum level of health care, pensions and other social rights for everyone.[71] Countries are exploring ways to finance the floor, ranging from restructuring current public expenditures to extending social security contributions, restructuring debt and using the foreign exchange reserves of central banks.
- *Combining social protection with appropriate employment strategies.* Creating jobs through a public works programme targeted at poor people can reduce poverty through income generation, build physical infrastructure and protect poor people against shocks. The National Rural Employment Guarantee Programme in India and the Rural Employment Opportunities for Public Assets Programme in Bangladesh are prime examples.[72]
- *Providing a living income.* A guaranteed basic minimum income for all citizens, independent of the job market, is also a policy option. Finland is about to launch an experiment whereby a randomly selected group of 2,000–3,000 citizens already on unemployment benefits will receive a basic monthly income of €560 (approximately $600), which would replace their existing benefits. The amount is the same as the country's guaranteed minimum social security support. A pilot study to run in 2017–2018 will assess whether this basic income transfer can reduce poverty, social exclusion and bureaucracy, while increasing employment.[73] Switzerland held a

BOX 4.13

The Swedish economy is being boosted by immigration

Immigration has helped fuel Sweden's biggest economic boom in five years. In 2015 Sweden took in more refugees per capita than any other country in Europe. The National Institute of Economic and Social Research indicates that the economy has benefited from the larger workforce, but emphasizes the difference between immigrants and refugees. There is a perception that a large influx of refugees is an impossible burden on the state even in the short term, but it increases growth. Still, the government needs a long-term strategy to integrate refugees and continue the economic expansion.

Source: Witton 2016.

Progress in human development can stagnate or even be reversed if threatened by shocks from environmental degradation, climate change, natural disasters, global epidemics and conflicts referendum on a basic minimum income in 2016, but only 23 percent of voters backed the measure.[74] The main criticism is the enormous cost; the counterargument is that a large portion of the cost would be offset by the elimination of other social programmes. Another criticism is that a living income would be a disincentive to work, but the goal is not to enhance the incentive to work for pay, but to enable people to live if there is no paid work.

Human development will never be resilient in the fight against HIV and AIDS unless everyone who needs help can be reached

- *Tailoring programmes to local contexts.* The lessons learned through highly successful Latin American experiences show that cash transfers can provide effective social protection. The conditional cash transfer programme in the Philippines reached 4.4 million families in 2015, covering 21 percent of the population; 82 percent of the benefits went to the poorest 40 percent of the population.[75] The programme's success can be linked to careful targeting and regular assessments to update the list of recipients and ensure that the programme effectively matches the needs of the most vulnerable. Madagascar, where 60 percent of the population lives in extreme poverty, has a simple cash transfer programme. Beneficiaries, mostly women, receive regular cash payments and training in nutrition, early childhood development and leadership skills.[76]

Addressing epidemics, shocks and risks

Human development will never be resilient in the fight against HIV and AIDS unless everyone who needs help can be reached. Yes, much progress has been made in scaling up antiretroviral therapy, but 18 million people living with HIV still do not have access to it.[77] Particular populations are left out; young women, who may be exposed to gender-based violence and have limited access to information and health care, are among the most exposed.[78] Still, there have been successes in reducing infection rates among women and children and in expanding their access to treatment (box 4.14).

In an increasingly interconnected world, in which people move around more and more easily and frequently, being prepared for possible health crises has become a priority in both developed and developing countries. The recent epidemic of the Zika virus provides a good example of why countries should be prepared for health shocks. The outbreak of the virus

BOX 4.14

Reaching those left out in the fight against HIV and AIDS

Malawi is a leader in the fight against HIV and AIDS with a game-changing approach known as Option B+, adopted in 2011. The programme provides antiretroviral therapy to all pregnant women with HIV in a treat-all approach, which removes the delays and hurdles involved in determining eligibility. Early treatment helps women stay healthy, protects their next pregnancies from infection and reduces the risk of transmitting HIV to their partners. A year after Option B+ was introduced, the number of pregnant and breastfeeding women living with HIV who were on antiretroviral therapy had risen from 1,257 in the second quarter of 2011 to 10,663 in the third quarter of 2012.[1] Following this success, Malawi launched the 2015–2020 National HIV and AIDS Strategic Plan in 2014 to reach populations missed by previous initiatives.

Brazil opened its first clinic for transgender people in São Paulo in 2010 and has since opened nine more primary health care services in the city centre. In Kigali, Rwanda, the Women's Equity in Access to Care and Treatment Clinic, dedicated to working with women and vulnerable young people and adolescents living with HIV, supports nearly 400 young people living with HIV, 90 percent of them on antiretroviral therapy. In Dar es Salaam, United Republic of Tanzania, the faith-based organization Pastoral Activities and Services for People with AIDS Dar es Salaam Archdiocese offers testing and counselling to increase enrolment in care, treatment and support among children and adolescents living with HIV. In Nairobi, Kenya, the Mathari hospital provides antiretroviral therapy for those living with HIV who inject drugs. And Support for Addiction, Prevention and Treatment in Africa provides psychosocial counselling, testing for HIV and other sexually transmitted infections, and needle and syringe programmes at two facilities.[2]

Notes
1. CDC 2013; UNAIDS 2016f. 2. UNAIDS 2016c.
Source: UNAIDS 2016f.

occurred at the beginning of 2015 in Brazil, and the virus spread rapidly across countries in the Americas. The spread of the virus has been so rapid and alarming that in February 2016 the World Health Organization declared the virus a Public Health Emergency of International Concern.

Countries have reacted in different ways to the spread of the Zika virus. Countries with an ongoing virus transmission such as Colombia, the Dominican Republic, Ecuador and Jamaica have advised women to postpone pregnancy.[79] In Brazil a new mosquito strain was released to try to fight the virus, and members of the armed forces were sent across the country to educate people about mosquito control and to warn them of the risks linked to the virus.[80] The revised strategic response plan designed by the World Health Organization, in collaboration with more than 60 partners, focuses on research, detection, prevention, and care and support.[81]

The Ebola epidemic that tore through West Africa in 2014 claimed 11,310 lives. A combination of factors contributed to its savagery, including a mobile population, crumbling public health systems, official neglect and hazardous burial practices. A genetic mutation may have made Ebola more deadly by improving the virus's ability to enter human cells. This suggests that the scope of the epidemic was expanded. According to one alarming finding, patients infected with mutated versions of Ebola are much more likely to die.[82]

Natural disasters—earthquakes, floods, tsunamis, volcanic eruptions and the like—can generate enormous loss of life, drive people into poverty and even reverse progress in human development. The effects of disasters on human well-being can be greatly reduced, especially among the groups that are most exposed. Building disaster resilience into policies and programmes can reduce the associated risks and greatly mitigate the effects.

This is the approach at the heart of the Sendai Framework for Disaster Risk Reduction agreed in March 2015. Several programmes illustrate the innovations involved in the approach. In Azerbaijan meteorological stations are being modernized with automatic alarm systems to alert authorities when critically high water levels are reached.[83] The system also collects data that can be used to predict seasonal flooding. Sri Lanka has implemented projects to improve the resilience of school buildings that can jointly serve as community facilities during disasters such as the 2004 tsunami.[84] The buildings are designed with storm-resilient toilets, solar systems for electricity, high foundations to reduce flood vulnerability and flat concrete roofs to resist high winds. The success of these and similar programmes requires cooperation and collaboration among various stakeholders and affected groups (government, civil society, scientific research institutions, the private sector, women, migrants, poor people and children). It also requires communication and shared resources among institutions at all levels and an understanding of the different roles these institutions play in disaster monitoring and response.

Combating violence and ensuring people's security

Violence endangers people's security. The drivers of violence are complex and thus call for a multipronged approach that includes:

- *Promoting the rule of law based on fairness and zero tolerance for violence.* This approach needs a civic space for dialogue and participatory decisionmaking against violence and close collaboration with local leaders and credible intermediaries to promote dialogue with gangs and alienated groups.
- *Strengthening local governments, community policing and law enforcement personnel in hotspots of violence* not only to address violence, but also to fight corruption.
- *Developing high-quality infrastructure, improving public transit in high-crime neighbourhoods and building better housing in the poorest urban areas to enhance the trust between the authorities and people left out.* The Medellín miracle in Colombia's second largest city is a prime example of how a multipronged approach can turn a city once notorious for its homicide rate (about 6,000 a year in 1991) into a thriving and agreeable place to live.[85]
- *Providing socioeconomic alternatives to violence, particularly among young people, by building social cohesion.*
- *Developing response and support services to address violence and aid its victims.*

The drivers of violence are complex and thus call for a multipronged approach

Maintaining human well-being in postconflict situations

Many societies, especially those with low human development, face great difficulty in achieving progress in well-being because they are in the grips of violent conflict or its aftermath. Human development policies in such situations must include both political and economic measures.

On the political front a three-pronged approach to transforming institutions is needed during postconflict relief, recovery and reconstruction. First is to ensure people's security. This needs to be done through citizen protection and community policing, including the vetting and redeployment of security forces accountable to the public. The need to immediately deploy an effective police force—national or international—trained in dealing with violence against women is urgent.

Successful programmes in disarmament, demobilization and reintegration must recognize that ex-combatants are a heterogeneous group and often include child soldiers, so a targeted, phased approach is needed

Second is to pursue faster caseload processing to ensure social accountability, especially in delivering humanitarian relief and establishing the groundwork for future powersharing.

Third is to reintegrate ex-combatants. Disarmament, demobilization and reintegration of ex-combatants are early steps in the transition from war to peace. Disarmament and demobilization require security, the inclusion of all warring parties, political agreement, a comprehensive approach and sufficient resources. Reintegration focuses on reinsertion, addressing the economic needs of ex-combatants and economic reintegration. Successful programmes in disarmament, demobilization and reintegration must recognize that ex-combatants are a heterogeneous group and often include child soldiers, so a targeted, phased approach is needed.

On the economic front, the following policy interventions are necessary:

- *Reviving basic social services.* This has social and political benefits, and positive results can be achieved even in the direst situations (box 4.15). Communities, nongovernmental organizations and public–private partnerships can be good catalysts in such situations.
- *Supporting work in the health system to cover many goals.* In many conflict-afflicted countries the health system has collapsed, converting health services into a life-threatening challenge for helpers and the wounded. International aid becomes indispensable in this setting, but local volunteers can contribute substantially to providing crucial health services and saving lives.
- *Initiating public works programmes.* Emergency temporary jobs and cash for work can provide much-needed livelihoods and contribute to the building of critical physical and social infrastructure.
- *Formulating and implementing targeted community-based programmes—for example by continuing to use makeshift schools so that children do not lose access to education.* Through such initiatives, the capabilities of future generations can be maintained. Economic activities can be jumpstarted by reconnecting people, reconstructing networks and helping restore the social fabric.

BOX 4.15

Success in reducing maternal and child mortality in Afghanistan

After the collapse of the Taliban in 2002, Afghanistan adopted a new development path and, with the help of donors, invested billions of dollars in rebuilding the country's economy and health systems. These investments have improved maternal and child health and reduced maternal and under-five mortality.

The 2010 Afghanistan Mortality Survey estimated that there were 327 maternal deaths per 100,000 live births and 97 deaths among children under age 5 per 1,000 live births.

Decreases in the maternal mortality ratio and the under-five mortality rate are consistent with changes in key determinants of mortality, including higher age at marriage, greater contraceptive use, lower fertility, better immunization coverage, improvements in the share of women delivering in health facilities, more widespread antenatal and postnatal care, greater involvement of community health workers and increased access to the basic package of health services.

Source: Rasooly and others 2014.

Addressing climate change

Climate change jeopardizes the lives and livelihoods of poor and marginalized people through food insecurity, health and other risks. Addressing it requires three initial policy measures.

Putting a price on carbon pollution and ending fossil subsidies

Putting a price on carbon pollution brings down emissions and drives investment into cleaner options. There are several paths governments can take to price carbon, all leading to the same result (box 4.16). The choice of the instrument will depend on national and economic circumstances. There are also more indirect ways of accurately pricing carbon, such as through fuel taxes, the removal of fossil fuel subsidies and regulations that incorporate a social cost of carbon. Greenhouse gas emissions can also be priced through payments for emission reductions. Private or sovereign entities can purchase emissions reductions to compensate for their own emissions (offsets) or to support mitigation activities through results-based finance.

These measures begin to capture what are known as the external costs of carbon emissions—costs that the public pays for in other ways, such as higher food prices because of damage to crops, higher health care costs because of heat waves and droughts, and damage to property because of flooding and sea level rise—and tie them to their sources through a price on carbon.

These options are intended to make those who are responsible for the damage and who are in a position to limit it pay for remediation. Rather than placing formal restrictions on emissions, a price on carbon raises the awareness of polluters while giving them a choice. They can interrupt their polluting activities, find ways to reduce their emissions or agree to pay the price for the pollution they generate. This is the most flexible and least costly way for society to achieve environmental protection. It is also an efficient way to encourage innovations in clean technologies while promoting economic growth.

Approximately 40 countries and more than 20 cities, states and provinces use carbon pricing mechanisms, and more intend to do so in coming years. These mechanisms cover around half of the emissions of these entities, or 13 percent of annual global greenhouse gas emissions.[86] The Paris Agreement on climate change further encourages countries to cooperate internationally on carbon markets and link their respective carbon pricing policies.

Getting prices right is only one part of the equation. Cities are growing fast, particularly in developing countries. Over half the global population is urban today; by 2050 that proportion is expected to reach two-thirds.[87] With careful planning in transport and land use and the establishment of energy efficiency standards, cities can avoid locking in unsustainable patterns. They can open access to jobs and opportunities for poor people, while reducing air pollution.

Rather than placing formal restrictions on emissions, a price on carbon raises the awareness of polluters while giving them a choice; it is the most flexible and least costly way for society to achieve environmental protection

BOX 4.16

Two paths in carbon pricing

There are two main types of carbon pricing: an emissions trading system and a carbon tax. An emissions trading system—sometimes referred to as a cap-and-trade system—caps the total level of greenhouse gas emissions and allows industries with low emissions to sell their extra allowances to larger emitters. By creating supply and demand for emissions allowances, the system establishes a market price for greenhouse gas emissions. The cap helps ensure that the required emission reductions will take place to keep the emitters (in aggregate) within their preallocated carbon budget.

A carbon tax directly sets a price on carbon by defining a tax rate on greenhouse gas emissions or—more commonly—on the carbon content of fossil fuels. It is different from an emissions trading system in that the reduction in emissions as a result of the tax is not predefined, though the price of carbon is.

Source: World Bank 2016j.

By phasing out harmful fossil fuel subsidies, countries can reallocate their spending to where it is most needed and most effective, including targeted support for poor people. In 2013 global fossil fuel subsidies totalled $550 billion and accounted for a large share of some countries' GDP.[88] Yet fossil fuel subsidies are not about protecting the poor: The wealthiest 20 percent of the population captures six times more benefit from such subsidies than does the poorest 20 percent.[89]

Poor people and environmental damage are often caught in a downward spiral. Past resource degradation deepens today's poverty, which forces poor people to deplete resources to survive

Increasing energy efficiency and the use of renewable energy

About 1.2 billion people worldwide lack access to electricity, and 2.8 billion rely on solid fuels, such as wood, charcoal and coal, which cause noxious indoor air pollution, for cooking.[90] The Sustainable Energy for All Initiative sets out three goals for 2030: achieve universal access to modern energy, double the rate of improvement in energy efficiency and double the share of renewable energy in the global energy mix. More than 20 years of effort in improving energy efficiency have reduced global energy use to one-third less than it otherwise would have been. Choosing renewable energy is more affordable than ever. Prices are falling, and developing utility-scale renewable energy is now less expensive than the cost of fossil fuel facilities in a number of countries.[91]

Focusing on the poverty–environment nexus—complex but critical for marginalized people

The poverty–environment nexus is complex. Environmental damage almost always affects people living in poverty the most. These people become the major victims of air and water pollution, experience drought and desertification and generally live nearest to the dirty factories, busy roads, waste dumps and ecologically fragile lands. There is an irony here. Even though poor people bear the brunt of environmental damage, they are seldom the creators of it. The rich pollute more, generate more waste and put more stress on nature.

Poor people and environmental damage are often caught in a downward spiral. Past resource degradation deepens today's poverty, which forces poor people to deplete resources to survive. Biodiversity, on which poor people's lives, livelihoods, food and medicine depend, has passed the precautionary threshold in half the world's land.[92]

It would be too simplistic to explain the poverty–environment nexus in terms of income only: Questions about the ownership of natural resources, access to common resources (such as water), the strengths and weaknesses of local communities and local institutions, and ensuring poor people's rights and entitlements to resources are all part of the policy options because they impact people's environmental behaviour.

Climate-smart agriculture supports development while ensuring food security as climate changes. Using this approach, farmers can raise productivity and improve their resilience to climate change. Their farms, along with forests, can absorb and store carbon, creating carbon sinks and reducing overall emissions.[93]

Through a Poverty–Environment Initiative led jointly by the United Nations Development Programme and the United Nations Environment Programme, the mutually reinforcing links between poverty and environment have been mainstreamed into the national and local development strategies of 24 countries and into the sector strategies of 18 countries in an integrated fashion, focusing on multidimensional development issues (box 4.17).

Protecting the gains of human development and stopping the reversals of these gains would model resilience in concentric circles around the individual, the family and tight local groups, the local community, local government, the state and the planet. The government's role is to ensure a balance between the protection and the empowerment of the individual and the concentric circles of security providers, which are either extensions of the individual or, if they are malfunctioning, the threats to the individual. Latvia has been at the forefront of such an approach, which can be replicated in other parts of the world (box 4.18).

Empowering those left out

If policies do not deliver well-being to marginalized and vulnerable people and if institutions fail to ensure that people are not left out, there must be instruments and redress

BOX 4.17

Mainstreaming the poverty–environment nexus

Rwanda has integrated the poverty–environment nexus and climate objectives and targets into 30 district plans, as it institutionalizes mainstream approaches to the poverty–environment nexus and implements poverty–environment objectives into its National Development Plan.

Mongolia's Green Development Policy integrates poverty–environment objectives and indicators. Substantial progress was also made in 17 provincial development plans and in the National Socio-Economic Development Plan (2016–2020), in which sustainable development and inclusive growth are outcomes in support of the country's economic development.

A poverty–environment initiative has helped the government of Guatemala include pro-poor, gender and sustainable natural resource management objectives in its National Development Plan and regional development plans.[1] The initiative has trained government officials on how ecosystem services and valuation methodologies can contribute to poverty reduction.

Lao People's Democratic Republic has identified foreign direct investment in natural resources, including land, mining and hydropower, as the key poverty–environment nexus issue.[2] Such investment was driving rapid economic growth in the country but degrading the environment of rural communities. The initiative has helped integrate social and environmental safeguards into national development planning and private investment management, including modern guidelines for new investments and improved monitoring capacity, in a signal contribution to Sustainable Development Goal target 17.5, to adopt and implement investment promotion regimes for least developed countries.[3]

Notes

1. UNEP and UNDP 2016. 2. United Nations 2015c. 3. United Nations 2015c.

Source: GC-RED 2016.

BOX 4.18

Resilient human development—lessons from Latvia

First, human resilience must be seen though a combined lens of human development and human security.

Second, human resilience must be embedded in reality, as follows:

- Information technology and human mobility increase the impact of individual and global actions.
- There are many development goals and limited resources. The best development gains result from smart prioritizing and making good choices.
- The emergence of behavioural economics helps policymakers address human perceptions.

Third, to prioritize actions, decisionmakers may take the following steps:

- Ask people to identify the main threats, risks and barriers to their development, collect data on the risks identified, gauge the intensity of the threats through standard approaches and identify the most vulnerable groups.
- Address objective and subjective factors because both affect behaviour.
- Identify and strengthen the factors with the greatest impact on promoting resilience, remembering that these factors can be specific to individuals and communities.
- Foster the abilities of individuals to develop their own security strategies.
- Ensure efficient security constellations—intersectoral, multilevel cooperation to help the individual, community and country to maintain security.

Source: Simane 2016.

mechanisms so that these people can claim their rights and demand what they deserve.

Upholding human rights

The landscape of human rights tools for addressing deprivations and exclusion across the dimensions of human development is complex. Frameworks are in place to guarantee universal human rights and justice for all people. But state commitments to upholding these rights vary, national institutions have different implementation capacities and accountability mechanisms are sometimes missing. The Universal

The landscape of human rights tools for addressing deprivations and exclusion across the dimensions of human development is complex

Declaration of Human Rights, adopted in 1948, has served as the foundation for global and national human rights and moral calls for action.[94] It has drawn attention to human rights by influencing national constitutions and prompting international treaties aimed at protecting specific types of rights, including the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights.

Governments have been selective in recognizing international treaties and vary in adoption of mechanisms for greater accountability (figure 4.5). Optional protocols have been established to provide individuals with a means to file complaints about rights violations to international committees. These committees are entrusted to conduct inquiries into serious and systematic abuses.

Human development for all entails a full commitment to human rights that, as measured by ratifications of human rights treaties, has yet to be made. It also requires strong national human rights institutions with the capacity, mandate and will to address discrimination and ensure the protection of human rights across multiple dimensions. Such institutions, including human rights commissions and ombudsmen, handle complaints about rights abuses, educate civil society and states about human rights and recommend legal reforms.

Treating development as a human right has been instrumental in reducing deprivations in some dimensions and contexts. For example, under the Indian Constitution the state must provide schools within a reasonable distance to the communities they serve; after this provision became a motive of public litigation against the government in the Supreme Court, such schools were provided.

In an integrated world, human rights require global justice

Treating the full expansion of choices and freedoms associated with human development as human rights is a practical way of shifting highly unequal power balances. Human rights provide principles, vocabularies and tools for defending the rights, help reshape political dynamics and open space for social change.

In an integrated world, human rights require global justice. The state-centred model of accountability must be extended to the obligations of nonstate actors and to the state's obligations beyond national borders. Human rights cannot be realized universally without well established domestic mechanisms and stronger international action (see chapter 5).

Ensuring access to justice

Access to justice is the ability of people to seek and obtain remedy through formal or informal judicial institutions. The justice process has qualitative dimensions and should be pursued in accordance with human rights principles and standards. A central feature of the rule of law is the equality of all before the law—all people have the right to the protection of their rights by the state, particularly the judiciary. Therefore, equal access to the courts and other institutions of justice involved in enforcing the law is important. Access to justice goes beyond access to the formal structures of the courts and the legal system; it is more than legal empowerment alone.

Poor and disadvantaged people face immense obstacles, including their lack of awareness and legal knowledge, compounded by structural and personal alienation. Poor people have limited access to public services, which are often expensive and cumbersome and lack adequate resources, personnel and facilities. Police stations and courts may not be available in remote areas, and poor people can rarely afford the cost of legal processes, such as legal fees. Quasi-judicial mechanisms may also be inaccessible or prejudicial.

Obstacles to justice for indigenous peoples and for racial and ethnic minorities stem from their historically subordinate status and from sociopolitical systems that reinforce bias in the legal framework and the justice system, which may tend to criminalize the actions of and incarcerate members of these minorities disproportionately. This leads to a systemic reinforcement of weaknesses and susceptibility to abuse by law enforcement officials.

The political and legal marginalization of historically oppressed or subordinate groups can still be seen in these groups' limited access to justice. Ethnic minorities, poor rural people and people displaced by conflict have traditionally faced some of the largest barriers to justice.

Universal access to justice is particularly important for marginalized groups. Legal empowerment and knowledge are essential so that people can claim their rights. The weakest in society need them the most. The state-financed

FIGURE 4.5

Many countries have not ratified or signed various international human rights instruments

Source: UNOHCHR 2016.

Legal Aid Service in Georgia is a promising example that has produced timely and tangible results (box 4.19).[95]

Promoting inclusion

Countries have deployed various political approaches in dealing with difference and diversity among their population and within borders. Societies have dealt with cultural diversity and heterogeneous populations through multiple measures that focus on integration, assimilation and multiculturalism.

These approaches have often required an evolving notion of citizenship with sociopolitical features. These features have had varying effects

BOX 4.19

Equality under the law—Georgia's Legal Aid Service

Georgia's state-financed Legal Aid Service was established in 2007 to provide legal advice, particularly to vulnerable groups, as part of a sweeping package of judicial reforms. The service operates as an independent entity accountable to parliament. Its independence and transparency are safeguarded by the Legal Aid Council.

The government has established the High School of Justice to train judicial professionals.[1] Lawyers have gained public outreach skills, particularly on behalf of marginalized groups.

Three-quarters of respondents to a 2010 survey rated the service "very satisfactory," and 71 percent said that they had achieved a favourable outcome in court.[2]

By 2015 the service had expanded to 18 offices across the country and had provided free legal assistance to more than 75,000 people. The majority of beneficiaries were from the most vulnerable groups —57 percent without jobs, 11 percent without the education to understand legal language, 10 percent socially vulnerable and 4 percent ethnic minorities. Fifty-eight percent of users were women.

Notes
1. UNDP 2016g. 2. UNDP 2016g.
Source: Human Development Report Office.

The right to information requires the freedom to use that information to form public opinions, call governments to account, participate in decisionmaking and exercise the right to freedom of expression

on people's well-being and human development priorities because they have had a broad impact on people's political freedoms, their relative position in markets and their status in social and public life. For example, some 1.5 billion people worldwide cannot prove who they are.[96] Without birth registration, a birth certificate or any other identification document, they face barriers carrying out everyday tasks such as opening a bank account, accessing social benefits and obtaining health insurance. New technologies can help countries build robust and inclusive identification systems.

Where the deprived, excluded group is a demographic majority, democratic institutions may lead to comprehensive policies that reduce socioeconomic inequalities. This was the case in post-apartheid South Africa and in Malaysia following the adoption of the New Economic Policy in 1970.

Inclusion is at the core of the 2030 Agenda. The pledge to leave no one behind is embedded in the vision of a just, equitable, tolerant, open and socially inclusive world in which the needs of the most vulnerable are met.

Ensuring accountability

Holding social institutions publicly and mutually accountable, especially in protecting the rights of excluded segments of a population, requires explicit policy interventions. One major instrument to accomplish this is the right to information. Since the 1990s more than 50 countries have adopted new instruments that protect the right to information.[97] In 2015 more than 100 countries had national laws or national ordinances and regulations on the right to information.[98] While laws on freedom of information were enacted in advanced industrialized countries to promote good governance, transparency and accountability, they had a somewhat different trajectory in many developing countries (box 4.20).

The right to information requires the freedom to use that information to form public opinions, call governments to account, participate in decisionmaking and exercise the right to freedom of expression. This right of access to information places two key obligations on governments: to publish and disseminate to the public key information on what public bodies are doing and to respond by letting the public view the original documents or receive copies of documents and information.

Participatory exercises to hold state institutions accountable, such as public expenditure tracking surveys, citizen report cards, score cards, social audits and community monitoring, have all been used to develop direct accountability relationships between service users and service providers. They also provide stakeholder inputs in deliberative exercises that prioritize and allocate local services and resources through participatory budgeting, sector-specific budget monitoring and participatory audits, all improving citizen engagement in the management of public finances.

BOX 4.20

Right to information—actions in developing countries

Since 2005 India has introduced progressive acts on the right to socioeconomic entitlements, including information, work, education, forest conservation, food and public service. These acts have been marked by their explicit use of rights-based claims and by the design of innovative governance mechanisms that seek to enhance the transparency, responsiveness and accountability of the state.[1]

Social audits, defined as mechanisms by which information on expenditures and implementation problems is gathered and then presented for discussion in a public meeting, have become popular, thanks to the work of the Indian grassroots group Mazdoor Kisaan Shakti Sangathana.[2]

In Bangladesh the Local Government (Union Parishad) Act 2009 and the Right to Information Act 2009 require disclosure of information on the Union Parishad's proposed budget at open meetings and of current development plans and budgets at citizen gatherings.[3] Mozambique's Conselhos consultivas (consulting councils) comprise citizens elected by their communities, with quotas for community leaders (40 percent), women (30 percent) and young people (20 percent). They are intended to establish a public administration for development as part of a process through which citizens participate and influence the decisionmaking on development.

Notes
1. Ruparelia 2013. 2. Joshi 2010. 3. McGee and Kroesschell 2013.
Source: Human Development Report Office.

Such participation is also well recognized as contributing to human development and to democratic governance—particularly for those left out. Empowered voice and participation have had pro-poor development outcomes as well as democracy-building outcomes. People's freedoms, including those associated with voice and accountability, can also have instrumental or indirect value for other development objectives, because different types of freedoms can be complementary. Enhancing voice and accountability can therefore have an impact on poverty and deprivations.

Conclusion

Advancing human development through efforts to reach everyone requires meaningful and well designed policies—including universal policies with appropriate focus and reorientation, measures for groups with specific needs and interventions to protect human development gains and stop reversals. But policies supporting national policies will also involve ensuring people's participation in influencing policies and in evaluating development results, particularly the voice of the marginalized and vulnerable. For this, the quality and use of data for evidence-based policymaking will need to be greatly improved. And the systems and tools for transparency, accountability and evaluation will need to be greatly strengthened.

But the relevance and the effectiveness of national policies depend largely on what happens globally in terms of issues and institutions, given the broader bounds of the global community and global markets. Chapter 5 takes up that issue.

People's freedoms, including those associated with voice and accountability, can have instrumental or indirect value for other development objectives, because different types of freedoms can be complementary