

A group of men are working in a muddy trench in a slum. They are wearing red and blue shirts and green boots. The men are using tools to dig and clear the trench. The background shows a narrow alleyway with simple buildings and a wooden door.

**CHALLENGE
2015: TOWARDS
SUSTAINABLE
DEVELOPMENT
THAT LEAVES NO
ONE BEHIND**

Challenge 2015:
*Towards Sustainable Development
that Leaves No One Behind*

Coordination of the participatory action research

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Towards Sustainable Development that Leaves No One Behind

ATD (All Together in Dignity) Fourth World



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FOREWORD

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Movement ATD
Fourth World

A family with no place to call home, a child who dies of malnutrition, or one who loses its mother in childbirth—these are gut-wrenching reminders of just how much is at stake in “leaving no one behind.” This urgency inspired 189 world leaders in 2000 to agree in the Millennium Declaration: “We will spare no effort to free our fellow men, women and children from the abject and dehumanising conditions of extreme poverty.” And yet this declaration was not enough.

The very same declaration continued: “We resolve to halve, by the year 2015, the proportion of the world’s people whose income is less than one dollar a day and the proportion of people who suffer from hunger and, by the same date, to halve the proportion of people who are unable to reach or to afford safe drinking water.” In country after country, when we shared the Millennium Development Goals with people living in extreme poverty, on hearing the word “half,” they said: *“Oh, just half. That can’t mean people like us. No one around here will ever be included.”* One of our members in South America, Mr. Juan-Carlos Baltazar, asked: *“What will become of the people others don’t even see anymore, the ones who don’t show up in statistics? They’re the ones I’m worried about. They’re the ones we have to seek out.”* The very fact that no one in situations of extreme poverty had been in the room to help think about how to design the MDGs made it almost a given that many of the worst-off people living in poverty would be the ones left behind, again. This is why ATD Fourth World undertook an evaluation of the MDGs together with 2,000 people, a majority of whom live in poverty or extreme poverty. Their voices, shared in this report, offer insight and guidance for better approaches to post-2015 development.

From the outset, there was a chasm between the “spare no effort” ambition of the Millennium Declaration and the design of percentage targets that planned to leave certain people behind. Percentage targets can drive unintended negative consequences. The focus on halving the percentage of people suffering from hunger often led service providers to focus only on the quantity of food distributed. In some countries, we’ve seen food distributed “from the MDGs” to middle-class families. Statisticians count that as a step forward, even though it didn’t go to people who were suffering from hunger. After the earthquake in Haiti, ATD Fourth World’s team there saw food distribution that engendered violence. Service providers deliberately arrived unannounced to distribute food quickly to some people and then speed away. When people are treated that way, they have no choice but to struggle with one another for food. But in one large impoverished district, residents and volunteers were able to create a completely peaceful distribution of food by working together. They set a common goal to include every single child under the age of 5 in the district of 25,000 people. This was possible because teenagers from the community visited every single home to ensure that no one would be forgotten. That approach, where everyone was involved and respected in a choice of priorities together, made it possible for the community to mobilise in solidarity with one another. It was all the more striking because this district had been considered a “no-go zone” by the United Nations which offered no aid because it considered the area too dangerous for its staff.

Mr. Alexandre, a father in Burkina Faso, is one of the people who contributed to our evaluation. As a child, he lived in the street. Through interactions with our team, he was able not only to take ownership of his destiny, but to dedicate his efforts toward solidarity with all those going through hard times. Regarding this evaluation, he said, *“What we’ve done here together is wonderful. It’s understanding life that makes it possible to change it.”* In his country, the work on this evaluation took place in ATD Fourth World’s Courtyard where a sculpture proclaims: *“May the person who thinks he does not know become the teacher of the one who thinks he does.”* This approach creates conditions where each person can look at their own life experience to see how it resonates with the experience of others. It is a way to build a collective understanding of what works

and what does not —and to sharpen our vision of what may be possible in the future.

The importance of being able to participate in this kind of collective effort was also stressed by Ms. Mariam, a mother in the same community: *“I have had many difficulties in my life. What I have lived through is not easy, and I continue to worry about my children and my sister who lives on the streets. But I say my misery is over. So what does that mean? It’s because people I didn’t know before, and even those that I did, have become closer to me. That’s why I can say that my misery is over. I am now among people.”* Virginie and Guillaume Charvon, who coordinated our MDG evaluation in Burkina Faso, write, *“Mariam used to feel weighed down by shame about her situation. Now she tells us she feels freed from it —and the freedom she feels makes others feel freer too. [...] Just a few months after we had begun, participants got in the habit of dropping by the Courtyard to share their thoughts regularly. Because a new possibility for thinking together had opened, they began constructing an analysis of their experience. This analysis is a useful guide for evaluating policies —and just as importantly, it underpins each person’s efforts, just as Alexandre says: ‘Understanding life makes it possible to change it.’”*

Another participant in this research, Dr. Elaine Chase, Researcher at Oxford Institute of Social Policy, said, *“We often think that if we listen carefully to what people tell us about their daily struggles, we can analyse their words and come up with good solutions to present to those who have positions of responsibility: the government, policy makers, representatives of international organisations, etc. But the problem with this approach is that something is missing; we lose the opportunity to enable people to find their own solutions to these problems, and so our research methods are inherently limited. A major challenge for us is to think about how we can work better with people living in extreme poverty across the world so that they discover and voice their own solutions.”*

Still another participant, Christine Passerieux of the French “New Education Group,” added: *“The process initiated by ATD Fourth World is [...] one of cooperation. It is not enough to declare equality; we must create the conditions [...] that make it impossible that anyone thinks in another’s place. [...] It takes courage for people to work together with others who they would*

ordinarily not have met and certainly not on equal footing. [...] In this approach, it has been demonstrated that, even when the context is challenging, equal rights can become equal power: everyone is capable of thinking about the world he lives in, and of making proposals. It is when people from different social backgrounds can challenge one another that this equal power is developed.”

In any human endeavour, there are conflicts. Educators, health care providers and policy makers, too often struggling with crushing limits on time and resources, can be barraged with criticism —just as people living in extreme poverty are so often misunderstood, judged and shamed. We’ve been struck, in every country, by how collaborating together on this participatory research has made it possible to overcome frustrations and tension among people from very different walks of life. When each participant feels respected and has the opportunity to express her or his thinking freely, paths toward peace open up: within our own minds, among all the participants, and in our interactions with others who were not part of this project.

The vast scale of the efforts needed to overcome extreme poverty in every country can cause reports to be overwhelmed with statistics, many of them distorted by percentage targets and approaches that focus on delivery of services rather than on meaningful changes in people’s lives. This evaluation was instead designed to share the stories and collective analysis by people, especially those who are so often the ones left behind by every programme and policy. Beginning with those who are the hardest to reach —as does UNICEF with its equity-focused approach, or the UN Human Rights Council with its new Guiding Principles on Extreme Poverty and Human Rights— has been shown to be more effective and more cost-effective than a percentage-based approach. Striving to include everyone in all countries helps motivate communities to strengthen solidarity and reach out to those whose lives are the hardest.

The international community has long set goals to address these challenges —without managing to meet the goals. Having these goals can help society to define its aspirations, but ambitious goals can’t be met without the right methodology. In fighting poverty, that methodology means working in partnership with people who live in extreme poverty. Not only is it a human right to participate in society, but this partnership also

strengthens people's resilience, and helps us to develop stronger communities. When we learn to work in partnership, even if the goals set will take time to be met, we will know we are heading in the right direction.

As crucial as it is to have world leaders agree to “spare no effort to free our fellow men, women and children from the abject and dehumanising conditions of extreme poverty,” top-down efforts cannot work without being paired with bottom-up efforts driven by the oft-ignored collective intelligence of people living in poverty. Ending extreme poverty is a colossal challenge. Alone, none of us has a magic solution: not world leaders and policy makers, not researchers or grass-roots community workers —and not individuals living in extreme poverty. But realising how much each of us has yet to learn from the others can make it possible for us to think together in new ways and to innovate collective human rights approaches that move us forward, not only locally and in fighting poverty, but in national and international efforts to overcome economic, environmental and social challenges.

EXECUTIVE SUMMARY

CHALLENGE 2015: TOWARDS SUSTAINABLE DEVELOPMENT THAT LEAVES NO ONE BEHIND

With the aim of contributing to the evaluation process for the Millennium Development Goals (MDGs) coordinated by the United Nations, ATD Fourth World conducted a participatory evaluation from early 2011 to late 2013. It involved more than 2,000 people from 22 countries, a majority of whom were people living in poverty or in extreme poverty.

Twelve of the countries in which ATD Fourth World has an active presence were deeply involved in the project: Belgium, Bolivia, Brazil, Burkina Faso, France, Guatemala, Haiti, Madagascar, Mauritius, Peru, the Philippines and Poland. The inclusion of some developed countries emphasises the fact that chronic poverty exists around the world, not only in those countries targeted by the MDGs. In each of the 12 countries, ATD Fourth World teams organised meetings with people living in poverty and extreme poverty. These dialogues were grounded in mutual trust built over years of working together. The participants met and discussed development issues in weekly or monthly meetings. For six months to two years, depending on the country, the participants gained experience voicing their concerns and built collective knowledge.

In each of the 12 countries, outside partners also prepared themselves for a dialogue with people living in poverty and extreme poverty, a dialogue that required adopting a working process which ensured that each participant was able to express her or his own thoughts without having them interpreted or misunderstood by others. These partners included academics, non-governmental organisations (NGOs), trade unions, and policy-makers from both national ministries (education, social affairs, employment, professional training, etc.) and

international bodies such as the European Union, UNICEF, UNESCO, UNDP, OHCHR and the World Bank.

Participants and outside partners came together in regional seminars that took place in Belgium, Bolivia, Burkina Faso, France, Madagascar, Mauritius, and the Philippines, culminating in a synthesis seminar at United Nations headquarters in New York.¹

Participants from ten other countries,² including members of ATD Fourth World, partners and correspondents from the Forum on Overcoming Extreme Poverty,³ contributed as well by taking part in the seminars or sending in written reflections.

This process has enabled the participants to speak out about the violence of extreme poverty, a violation of dignity and of all human rights worsened by processes of stigmatisation, discrimination and humiliation. Top-down attempts at fighting poverty often end up fighting *against* low-income communities which, as a result, remain entrenched in extreme poverty because their long history of persecution and exploitation is not taken into account. Extreme poverty represents an unacceptable waste of human potential (Chapter 1 and Appendix B).

Thinking together on an equal footing with people trapped in extreme poverty requires overcoming many obstacles on both sides of the discussion. People living in poverty need time to build a collective understanding of their situation as well as to construct a sense of pride that counteracts their stigmatisation and isolation. For better-off people, sharing power is frequently the most daunting challenge. It requires a commitment to a dialogue among equals, rooted in a sense of justice and a desire to develop more effective policies (Chapter 2).

The global dialogue on the post-2015 agenda needs both to connect and to distinguish between inequality, poverty and extreme poverty. More adequate and participatory ways to measure poverty and extreme poverty are needed to dispel the illusions created by misleading global statistics. The \$1.25 a day criterion should no longer be considered as a reliable global measure of extreme poverty. Programmes based on the MDGs have not reached the most impoverished populations and have ignored the connection between inequality, poverty and climate justice. In order for the post-2015 agenda to succeed in reducing disparities and eradicating extreme poverty, development targets should be considered to have been met only when they

1. See a description of these seminars in Appendix C.

2. Bangladesh, the Central African Republic, the People's Republic of China, the Democratic Republic of the Congo, Kenya, Mali, Senegal, Sierra Leone, Spain and Vietnam.

3. The Forum on Overcoming Extreme Poverty provides a space for grass-roots actors in more than 100 countries worldwide to exchange news, ideas and methods for fighting against poverty. <http://overcomingpoverty.org/>

have been met for *all* relevant groups, including the bottom 20% in every population, from the national to the local level. A new model of development should include peace-building and state-building goals to support fragile and post-conflict affected states, and to align development targets with human rights norms and standards (Chapter 3).

The participatory research made it clear that, very often, development projects work *against* people living in extreme poverty, not for them. Ill-adapted development projects harm them, and, sometimes, international aid acts to silence the most impoverished. Investments frequently fail to reach people doing low-income informal work or to provide them with quality healthcare, social protection systems, housing or sanitation. Gender equality must be enhanced through changes in mindsets and laws, and the contributions of migrants must be recognised (Chapter 4).

The mixed results on education-related targets of the MDGs suggest that programmes need to provide equitable access to learning. Obstacles to this include discrimination against, and stigmatisation of, disadvantaged students and their parents; the hidden costs of “free education”; students’ lack of legal identity documents and the growing trend towards privatising education to the detriment of public schools. Quality education for all requires a learning environment based on partnership and cooperation among teachers, students, parents and communities. This approach leads to learning outcomes that truly benefit students and communities (Chapter 5).

Chapter 6 suggests three main ways to fight against stigmatisation and discrimination. It underlines that people experiencing poverty would like to be able to participate more widely in the development process itself. There are many barriers to participation in development programmes at both local and national levels, as well as in international development institutions. Yet, the participation of people living in poverty is a learning and regenerating process for people and institutions that commit to it.

The conclusion presents **five recommendations for the post-2015 development agenda:**

1. Leave no one behind

“It’s difficult to access rights. Some people end up renouncing their rights. What also keep us in poverty are the discrimination and humiliations faced by the poor. The way the poor are looked

at is so harsh that poverty remains hidden: people are ashamed.”
(Participant from France)

Leaving no one behind requires eliminating all types of discrimination including those based on poverty, social origin, ethnic origin, gender, or economic status, and actively reaching out to the most impoverished population groups. It also requires aligning development targets and their implementation with human rights norms and standards, in keeping with the United Nations (UN) Guiding Principles on Extreme Poverty and Human Rights.

2. Introduce people living in poverty as new partners in building knowledge about more sustainable forms of development

“There’s plenty of aid here. But they give it out without knowing who are the worst off, so the poorest are often not aided at all. This aid creates jealousy, divides our community, and ends up isolating the poorest even more and worsening their situation.”
(Participant from Senegal)

“Even in extreme poverty, a person has ideas. If these ideas aren’t recognised, people fall even deeper into poverty.”
(Participant from Burkina Faso)

Shaping a world where all people can live decently and have a place in their community requires putting at the heart of development projects a genuine partnership with people living in extreme poverty. A revised UN Multidimensional Poverty Index (MPI) should replace the \$1.25 a day measure of extreme poverty. The MPI measures the deprivation experienced by households by looking at health, education and living standards. It needs to be improved and complemented with a measurement of the discrimination and social exclusion that people endure. The *Merging of Knowledge* methodology developed by ATD Fourth World could help define and quantify such additional measures (see further information in page 20).

3. Promote an economy that respects people and the environment

“Lack of clothing, fear, exclusion, feelings of rejection, shame and shyness are obstacles for young people to attend vocational training and to look for jobs. Fundamental human rights are not respected: right to food, housing, health, birth certificates.... The human side is neglected.” (Participants from Madagascar)

In a world with limited natural resources and rapidly growing inequalities, a profound economic transformation is needed, particularly in production and consumption models, to reduce inequality, to eradicate extreme poverty and stop plundering natural resources. Full employment and decent work for all should be supported by new investments for the transition to a more environmentally-friendly economic model, including the implementation of social safety nets at national levels in all countries. An international mechanism is needed to fund and support the establishment of such social protection floors where sufficient resources do not exist. The design, monitoring and implementation mechanisms should include the participation of trade unions, civil society and those living in extreme poverty, as underlined in the common statement issued by ATD Fourth World, the International Trade Union Confederation (ITUC) and Social Watch (Appendix A).

4. Achieve education and training for all based on cooperation, not on competition, among students, teachers, parents and communities

“When I was in school in the provinces, my mother couldn’t find money to buy school materials. I was sent home every time I didn’t have the required book. In the end, I left school without learning anything. When we arrived in Port-au-Prince, I was enrolled again, but I couldn’t attend for the same reasons as before.”
(Participant from Haiti)

Most participants in the evaluation process stated that school is the best way for children to overcome poverty —provided that the teaching process and course contents are adapted to the needs of the entire community, not just of the better-off families. They requested programmes that remove hidden barriers to quality education (like discrimination or additional costs), build cooperative forms of education in partnership with communities, and ensure high quality education with improved results for people in poverty.

5. Promote peace and sustainability through participatory good governance

“Who wants this kind of life? We dream of a better life, including decent housing and a full education for everyone. We make an effort to move on, but we cannot do very much alone. We need

support. We also wish to contribute to development, excluding no one, leaving no one behind. We want to work together as partners. This is how everyone's dignity and rights can be respected."
(Participants from the Philippines)

Working as partners requires helping communities to strengthen their own support organisations and to make sure that national and international institutions create genuine participatory mechanisms at all levels. In all development projects, project directors should appoint individuals who have experience building connections with people living in poverty. Conveying their expectations to project leaders and funders is a key element of implementing participation on the ground. Accountability and grievance mechanisms should be created at local, national and international levels.

INTRODUCTION

To contribute to the evaluation process of the Millennium Development Goals (MDGs) coordinated by the United Nations (UN), ATD (All Together in Dignity) Fourth World launched its own participatory research project to assess these goals from early 2011 to late 2013. The aim was to ensure that people living in extreme poverty could contribute their knowledge and experience to the post-2015 development agenda. The process involved more than 2,000 people from 22 countries, a majority of whom were people living in poverty or in extreme poverty.

Twelve of the countries in which ATD Fourth World has an active presence were deeply involved in the project: Belgium, Bolivia, Brazil, Burkina Faso, France, Guatemala, Haiti, Madagascar, Mauritius, Peru, the Philippines and Poland. These countries reflect a geographical, economic and cultural diversity. “Developed” countries, like Belgium, France and Poland, were included to emphasise the fact that chronic poverty exists around the world, not only in those countries targeted by the MDGs.

“Even in extreme poverty, a person has ideas. If these ideas aren’t recognised, people fall even deeper into poverty.” (A participant in the Ouagadougou regional seminar on the MDGs). To understand the successes and failures of the current MDG agenda, it is essential to think together with people living in extreme poverty. This is both a matter of effectiveness and a moral duty, since participation in public affairs is a fundamental human right. People living in extreme poverty see the day-to-day problems that arise from the current way development policies are designed and applied, and they have ideas about how these problems could be fixed. In each of the twelve chosen countries, ATD Fourth World teams set up meetings grounded on

mutual trust built up over many years with people living in poverty and extreme poverty. The participants met and discussed development issues through weekly or monthly meetings over periods of six months to two years. They carried out interviews, gained experience in voicing their concerns and built collective knowledge together.

This preparation with participants living in poverty and extreme poverty was mirrored by a parallel process carried out with other partners. Depending on the countries, representatives of academia, non-governmental organisations (NGOs), trade unions, civil servants from different ministries (education, social affairs, employment, professional training, etc.) and officials from international bodies such as the European Union, UNICEF, UNESCO, UNDP, OHCHR and the World Bank met and prepared for a dialogue with people living in extreme poverty.

All of the participants came together in eight seminars that took place in Belgium, Bolivia, Burkina Faso, France, Madagascar, Mauritius, the Philippines and at United Nations headquarters (New York). Each of these seminars aimed at producing an analysis of specific issues related to the MDGs, and a set of common recommendations for the post-2015 agenda.

Participants from ten other countries, including members of ATD Fourth World, partners and correspondents from the Forum on Overcoming Extreme Poverty,¹ contributed as well by taking part in the seminars or sending in written reflections. These participants were based in Bangladesh, the Central African Republic, the People's Republic of China, the Democratic Republic of the Congo, Kenya, Mali, Senegal, Sierra Leone, Spain and Vietnam.

The seminar outcomes were summed up in a working paper that was presented at the synthesis seminar that took place at the United Nations in New York. Speakers at the New York seminar (26-27 June 2013) included: Ms. Amina Mohammed, Special Advisor to the Secretary-General on Post-2015 Development Planning; Mr. Olav Kjørven, Assistant Secretary-General, UNDP; Mr. Ivan Šimonović, Assistant Secretary-General for Human Rights; H.E. Mr. Jean-François Régis Zinsou, Ambassador to the UN for Benin; H.E. Mr. Gérard Araud, Ambassador to the UN for France; H.E. Mr. Enrique Roman-Morey, Ambassador to the UN for Peru; and H.E. Mr. Libran N. Cabactulan, Ambassador to the UN for

1. See footnote 3, page 10.

the Philippines. Academics and NGO representatives included: Mr. Roberto Bissio, Coordinator, Social Watch; Ms. Sara Burke, Senior Policy Analyst, Friedrich Ebert Foundation; Dr. Danny Burns, Co-Director of the Participate Initiative, Institute of Development Studies; Dr. Donna Haig Friedman, Director, Center for Social Policy - University of Massachusetts Boston; Ms. Alison Tate, Director of External Relations, International Trade Union Confederation; and Dr. Robert Walker, Professor of Social Policy, Oxford University.

This synthesis seminar helped to refine the outcomes and recommendations by bringing participants together with relevant United Nations agencies and with ATD Fourth World's main partners such as ITUC, Social Watch and others.

At the end of one of the seminars, participants were asked whether they wanted to add something. A father living in extreme poverty stood up and said he wanted to thank the organisers, without whom he would never have met so different people. He concluded with these words: *"What we have written together [during the seminar] is enough. Take our messages into account."*

This synthesis report completes the first stage of the ATD Fourth World participatory research project by combining the outcomes summed up in the previous working paper with the main inputs from the New York synthesis seminar. It opens up the second stage of the process: local, national and international advocacy aimed at having the recommendations incorporated in the post-2015 development agenda and implemented on the ground.

Contents of the report

- Chapter 1 requests acknowledgement of the violence of extreme poverty stemming from deprivation, stigmatisation and humiliation.
- Chapter 2 describes the participatory research methodology used in the evaluation. It describes the conditions and steps that were implemented to think together on an equal footing with people trapped in extreme poverty.
- Chapter 3 provides insights from the global dialogue on the post-2015 development agenda, including a distinction

between inequality, poverty and extreme poverty. It takes note of the misleading illusions of global statistics.

- Chapter 4 makes it clear that, very often, development projects work against people living in extreme poverty, not for them, and examines why this happens.
- Chapter 5 addresses the issue of education and training for all, which requires a learning environment based on partnership and cooperation among teachers, parents, students and communities.
- Chapter 6 sets out ways to address discrimination and to foster partnership with people living in poverty.

The concluding chapter presents five recommendations for the post-2015 development agenda.

The Appendices include a common statement issued by ATD Fourth World, ITUC and Social Watch; a brief history of the persecution and exploitation of people living in poverty; details on each of the eight seminars that ATD Fourth World organised; and a list of the official MDG goals and targets.

I. ACKNOWLEDGING THE VIOLENCE OF EXTREME POVERTY

In 2012, ATD Fourth World released the findings of a three-year research project entitled *Extreme Poverty is Violence, Breaking the Silence, Searching for Peace*.¹ These findings, outlined below, have important implications for development and anti-poverty programmes.

Extreme poverty is both a cause and a consequence of multiple human rights violations

Martine Le Corre, a long-time member of ATD Fourth World with direct experience living in extreme poverty and who was a member of the research coordinating team, stated: *“People have always talked about the poor as violent people who frighten them.... This word [“violence”] was only in our vocabulary to talk about physical blows we receive and give. [But] because we’ve looked together at what was most violent in our lives, we’ve realised that the poverty we were experiencing was in fact made up of a multitude of violent acts, even though we didn’t use this word, didn’t dare use it.”*

The *Extreme Poverty is Violence* project demonstrated the scale of human rights violations experienced by people living in extreme poverty, as described in this excerpt from its executive summary:

The true dimensions of extreme poverty have been trivialised, often being described solely in terms of a lack of food, income, housing and knowledge. When placing oneself in a position of understanding and learning from the victims of such conditions, another reality emerges: acts of violence carried out in tandem with the denial of fundamental rights. Material deprivation reduces people to mere survival; insecurity causes families to break up; exploitation robs people of their potential; humiliation, exclusion and contempt reach a point at which people living in extreme poverty are not recognised as human beings.²

1. Anne-Claire Brand and Beatriz Monje Barón, *Extreme Poverty is Violence, Breaking the Silence, Searching for Peace*, Vauréal, France: International Movement ATD Fourth World, 2012.

2. *Ibid.*, Executive Summary, p. 13.

Stigmatisation and humiliation increase the persistence of poverty

The stigmatisation of impoverished groups and individuals ends up increasing the intensity and persistence of poverty. People are denied access to fundamental human rights, resources and a dignified life either through active discrimination or careless neglect. There is a vital need to guard against these processes in anti-poverty programmes and in the framing of future development objectives. As one French participant said: *“That people disrespect us by calling us names like ‘social case,’ ‘bad mother,’ ‘incapable,’ and ‘good-for-nothing’ demonstrates how they are judging us and do not know the reality we face. We experience the violence of being discriminated against, of not existing, of not being part of the same world, and of not being treated like other human beings.”*

A young man from Senegal explained: *“From the time I started school, the teacher was the one who made me suffer... He would tell me right in front of my classmates: ‘You’re dirty. Go sit in the back.’ If that’s how school is, it determines who is poor and who isn’t. In the educational system, they make more of an effort to give classes and a good education to the students who aren’t poor. They cast you aside and your future is ruined.”*

A recent research project entitled *Poverty in Global Perspective: Is Shame a Common Denominator?*,³ conducted by Professor Robert Walker from Oxford University, demonstrates that the imposition of shame on impoverished populations occurs in both developed and developing countries. It provokes a vicious circle, where people are blamed for their condition, pushed further into poverty and blamed once again.

One Peruvian mother who took part in the *Extreme Poverty is Violence* research described the pain poverty causes: *“The worst thing about living in extreme poverty is the contempt — that they treat you like you are worthless, that they look at you with disgust and fear and that they even treat you like an enemy. We and our children experience this every day, and it hurts us, humiliates us and makes us live in fear and shame.”*

On 27 June 2013, at the synthesis seminar held at UN headquarters, Prof. Walker made the following remarks:

We, academics and the policy community, have to take seriously the policy implications of the experience of this Peruvian mother. It is a debilitating experience that is probably

3. Robert Walker, Grace Bantebya Kyomuhendo, Elaine Chase, Sohail Choudhry, Erika K. Gubrium, Jo Yongmie Nicola, Ivar Lødemel, Leemamol Mathew, Amon Mwiine, Sony Pellissery and Yan Ming, “Poverty in Global Perspective: Is Shame a Common Denominator?,” *Journal of Social Policy*, available on CJO doi:10.1017/S0047279412000979.

shared by people in poverty everywhere. Certainly academic research demonstrates that it is true in countries as disparate as Norway and Uganda, Britain and Pakistan, South Korea, China and India.

It is an experience made worse by the design and implementation of policies that shame and stigmatise; policies that are now in breach of ILO Recommendation 202 on national social protection floors which obliges governments to have respect for the rights and dignity of persons covered by social security guarantees.

This link between poverty and shame is important for four reasons. First, shame hurts. It has physiological consequences and, psychologically, it is associated with depression, anxiety and suicidal ideas. To live in shame every day adds to the pain of poverty.

Secondly, shame, while internally felt, is externally imposed by those of us who are not poor: the ‘they’ referred to by the Peruvian mother that I quoted at the beginning of my intervention. We impose shame whenever we speak of ‘the poor’ as an undifferentiated group; refer glibly to people in poverty as scroungers, lazy or good for nothing; justify our relative affluence in terms of our ability, hard work and motivation; or avert our gaze by not, for example, acknowledging a person begging in the street.

Thirdly, social psychology reveals that shame is the most incapacitating of the emotions, causing people to retreat socially and to lose faith in themselves. While we might naively wish to encourage people in poverty to help themselves by shaming them —by, for example, making benefits conditional on changes in behaviour— we are, in fact, more likely to have the opposite effect. Shame undermines people’s ability to help themselves.

Finally, and for similar reasons, policies that stigmatise and are shaming, that divide the so-called ‘deserving’ from the ‘undeserving,’ are likely to be ineffective. They demoralise and reduce individual agency. On the other hand, anti-poverty programmes that promote personal dignity have the potential to overcome the debilitating psychological and social effects of poverty as well as tackling material deprivation.

People living in poverty should not additionally be blamed for feeling ashamed. The shame attached to poverty is

structural; it is our responsibility as individuals and as NGOs, companies and governments. It is for us collectively to change: to think before we speak; to ask before we act.

Treating people with dignity is a matter of social justice. It does not cost money. Treating people, recipients of benefits and services, without respect can be very expensive: perpetuating the problem that we purport to address; humiliating and alienating recipients; turning people away from assistance; weakening their resolve; and constraining their ability to act in their own interests to the benefit of us all.

Given a moment's thought, we all want to eradicate poverty, to allow people the resources needed to survive and prosper. Given a moment's thought, it matters how we set about achieving this goal. And it only takes a moment's thought. Ask yourself how you would like to be treated. Ask the people that you are trying to assist how they want to be treated. Involve us all in the process of shame-proofing policy; the framing, the structure and the delivery of policy. That way we will develop policies that work, policies that work for everyone.

Ill-adapted projects and services often push people even further into destitution

Participants in the participatory research also stressed that many anti-poverty projects were not adapted to their needs. Their knowledge and experience was simply ignored by project organisers or by better-off members of the community.

A participant from Senegal explained: *“Nowadays, they tend to minimise our ability to fight against the poverty we live in. We often see institutions and organisations come to tell us that they’re here to help us, but their strategy is just to distribute money or food to anyone. They don’t try to really understand what poverty is. They often choose to give money to the people who’ve gone to school and who are a little easier to approach, although those people don’t even know what poverty is. The money and food that they distribute often becomes a source of conflict between neighbours. They give the money or food to people who actually shouldn’t get it. At the same time, they forget about the ones who truly need it.”*⁴

In minimising the agency of people living in poverty, such projects gradually break down their ability and will to organise themselves, and undermine their self-esteem and capacity for

4. Jean Diène, in Brand and Monje Barón. *Extreme Poverty is Violence*, p 53.

self-reliance. This often leads to a deterioration of their social and economic position, and pushes them deeper into poverty. On top of this, by encouraging the elite to capture resources at a local level, projects such as the one described above strengthen the barriers faced by people in poverty. Creating conflict within communities and encouraging those better off to focus on the creation of personal wealth –to the detriment of the most impoverished– further weakens people in poverty, pushing them even further into destitution.

Research participants in Mauritius described different shortcomings in a well-intended re-housing project in their country that did not involve them from the onset and does not meet their needs. The new housing was not adapted to the size of the relocated families. It failed to meet basic needs in terms of privacy and security, which hindered good relations between neighbours. The relocation sites were usually far from current sources of income and livelihood.

A community worker recounted similar problems arising from a programme aimed at re-housing families living on a rubbish dump in Vietnam:

Seventy new identical houses have been built that are 32m² in total [...]. They were designed for a family with two or three children, although most of the families have up to seven children and many have grandparents staying with them. To save money, the houses were built in a way that every four houses share common walls and ventilation. Noises in one house can be heard as if people were sitting in the same room. You can climb up and jump into the house from the back of another house. As a result, the nice-looking houses are not quiet, and offer very little intimacy or security.

When the families complained, they were told that they did not have the right to ask for more, since they got these houses at a very cheap price. People started to say that they would like to go back and live at the garbage dump because it was better there [...]. To stop working at the garbage dump was one of the criteria for the families to be relocated. Since not all of them found another way to earn their living, some secretly went back to work at the garbage dump at night. Others raised chickens or ducks in their bedrooms and the whole family slept in the living room.

*The lack of privacy and the cramped living space created tensions among family members and neighbours. Before, they had never experienced quarrelling like this. They say that as a community, they had felt like a family before.*⁵

Fighting poverty or fighting poor people?

There is much evidence that the fight against poverty often turns into a fight against poor people. This process is fuelled by fear of poor people who are said to be a threat to security and social order as well as to hygiene and public finances, and who become scapegoats for mainstream society. Violent reactions to poverty have always coexisted alongside reactions of pity. Historian Bronislaw Geremek has demonstrated that across Europe, from the middle ages to the modern period, “few people have expressed their revolt against a policy that preferred the gallows and jails to charity.”⁶ The French sociologist Robert Castel denounced the “*bloodthirsty legislation*” of western societies against vagrants before the industrial revolution and against the “*destitute*” in the 19th century. This legislation included residence denials, death sentences, confinement, forced labour and deportation to European colonies.⁷ The process starts with the stigmatisation of impoverished individuals and communities, with the assertion by more powerful social actors that they are a threat to society, a nuisance and a burden. It continues with the adoption of discriminatory attitudes and laws that make it possible to criminalise, persecute and exploit people living in poverty.

This often occurs with the complicity of the state, in both developed and developing countries. Throughout history, people living in extreme poverty have been deported, institutionalised, incarcerated, forcibly separated from their families, sterilised and, in times of dearth, left to starve. For example, from the 1600s to the 1960s, the British Government deported more than 150,000 poor and orphaned children to North America and Australia. In another shocking example, not so long ago Sweden forcibly sterilised women that the state considered to be “inferior” or “antisocial.” This persecution is often accompanied by a parallel tendency to exploit the most marginalised for financial or material gain. One case in point is 20th century Ireland, where more than 10,000

5. *Letter to Friends Around the World*, Issue No. 82, March 2013, Forum on Overcoming Extreme Poverty, International Movement ATD Fourth World.

6. Bronislaw Geremek, *La potence et la pitié. L'Europe et les pauvres du Moyen Age à nos jours* (Gallows and Pity. Europe and Poor People from the Middle Ages to Our Times), Paris: Gallimard, 1987, p. 317.

7. Robert Castel, *Les métamorphoses de la question sociale: Une chronique du salariat*, Paris: Fayard, 1995, pp. 90-108.

“socially dysfunctional” women were confined and forced to work without pay in “Magdalene Laundries.”⁸

Whilst many governments have acknowledged the “sheer barbarity” of such behaviours and have publicly repented,⁹ some states still pursue policies that bear an eerie similarity to past persecutions of their most impoverished communities. For example, some countries encourage sterilisation with cash incentives as an anti-poverty policy, in spite of the long shadows cast over this method by the past forced sterilisations. The persecution and exploitation of people living in extreme poverty and social exclusion is a historical and ongoing breach of human rights that perpetuates poverty and hinders development. Further information on these recent historical persecutions can be found in Appendix B.

Enforced silence perpetuates poor planning and poor governance

During the *Extreme Poverty is Violence* project, it became clear that when people are trapped in extreme poverty, they often feel unable to lodge complaints through normal channels, and are thus condemned to silence. Participants attributed this to feelings of powerlessness and guilt about their condition, fear of retaliation and loss of hope for the future.

The legal and social professionals involved in the project also addressed their own silence. They concluded that when those not living in poverty remain silent about rights abuses, stigmatisation and poor planning that they witness, they themselves become complicit in perpetuating the situation.

A mother and teacher from Reunion Island¹⁰ wrote: “*I am filled with the feeling that, together, I and others have inherited a large part of violence that haunts Reunion Island and the Comoros: slavery, forced exile, indentured servitude, stigmatisation, extreme poverty and immigration [...]. There are some who refuse to bring up their childhood. The more painful an event in people’s lives, the deeper the memory of it is repressed. They prefer to remain in silence and act as if nothing had ever happened.*”¹¹

If anti-poverty and development strategies are to be successful, both of these destructive forms of silence must be broken. Governments have apologised for the cruelty of past actions only because people who endured injustice at the hands of the state managed to break the silence about the way they were

8. James M. Smith, *Ireland’s Magdalene Laundries and the Nation’s Architecture of Containment*, Notre Dame, IN: Notre Dame University Press, 2007.

9. Margot Wallström, Swedish Minister of Social Affairs (1996-1998).

10. Part of France, and located in the Indian Ocean.

11. Gilberte Moellon, in Brand and Monje Barón. *Extreme Poverty is Violence*, 2012, p 50.

treated. If they had not, it is unlikely any apology would have been offered. Even though they knew they risked hostility and contempt, people felt they had to speak out so that these forms of violence would not be repeated.

Extreme poverty represents an unacceptable waste of human potential

Extreme poverty kills every day. Many of the deaths caused by hunger and malnutrition are not due to food shortages but are the consequence of economic and social insecurity preventing people from accessing supplies. According to the Food and Agriculture Organization's latest estimates –that do not take into account people living in developed countries– 868 million people, or 12% of the world's population, were undernourished during 2010-2012. Only about 10% of deaths from hunger result from armed conflict or natural catastrophes. The other 90% are from a chronic lack of access to adequate food. This represents a great failure of the current global system.¹²

Extreme poverty is also at the root of many deaths caused by easily preventable illnesses, unsafe working practices and unsanitary living conditions. In addition, many people die because their poverty prevents them from moving to places where they will be safe from violence, crime, overaggressive policing or other threats to their safety.

A mother from Guatemala said, *"I lost three children because of extreme violence. One of my daughters was killed by a stray bullet. Another daughter died in a fight and my son was murdered. All three were 15 years old when they died. I continue to feel scared, because I still have three younger children."*

In 1990, the first UN Human Development Report opened with the following statement: *"People are the real wealth of a nation. The basic objective of development is to create an enabling environment for people to enjoy long, healthy and creative lives. This may appear to be a simple truth. But it is often forgotten in the immediate concern with the accumulation of commodities and financial wealth."*¹³

The violence of extreme poverty constitutes a massive waste of human potential, causing people to be jettisoned by the societies that exploit, stigmatise, discriminate against and ultimately abandon them.

12. Michael D. Higgins, President of Ireland, (speech, Official Opening Remarks, Hunger-Nutrition-Climate Justice Conference, Dublin, Ireland, 15 April 2013).

13. UNDP (United Development Programme), 1990, http://hdr.undp.org/sites/default/files/reports/219/hdr_1990_en_complete_nostats.pdf

Searching for peace

“So long as I can’t feed my children, I won’t be able to say that I have peace,” said a participant from Senegal.¹⁴

Despite the violence of extreme poverty, the majority of people who are subjected to it make numerous efforts to live in an atmosphere of togetherness and justice and to find paths towards meaningful peace. Some mobilise themselves so that services reach the poorest in their community. Others educate themselves to make sure that those who have also suffered police brutality are able to exercise their rights. People put their own safety at risk to speak out for their neighbours who have been subjected to the worst humiliations, or set up projects in their neighbourhoods to improve everyone’s lives.

For instance, in the Central African Republic where armed violence between religious communities worsened over the past year, ATD Fourth World’s team there has been struck by tremendous acts of solidarity and peace by people living in poverty. Neighbours loan clothing to one another so that they will not be easily recognised as Muslim or Christian by armed men. Strangers help one another cross the river to safety, putting their own lives at risk to save others. Young people volunteer their time to run Street Library cultural activities among children at the refugee camp.

However, the task of building peace must not fall uniquely on those who find themselves confronted with the violence of extreme poverty and its consequences. Institutions and states need to take the first step to establish dialogue and create the conditions to bring an end to violence. Society as a whole needs to understand, recognise and unite its efforts with who must struggle most, in order to build peace.

“Peace is not a material good. It is a group effort, or a common fight for understanding and unity. And the group effort is first and foremost the effort that each person makes. [It is] ... a personal effort and an effort that you make with others. The peace of people in poverty is an effort that can be shared.”¹⁵

Any future development framework that seeks to be sustainable must address the violence of extreme poverty and its huge waste of human potential in order to build peace and justice. In fact, working and thinking in true partnership with people living in poverty can produce new forms of knowledge that allow us to understand and change society by breaking the cycles of distrust, ignorance and exclusion.

14. Boubacar Sarr, in Brand and Monje Barón, *Extreme Poverty is Violence*, 2012, p 61.

15. Jaime Muñoz, in Brand and Monje Barón, *Extreme Poverty is Violence*, 2012, pp. 65, 66.

II. THINKING TOGETHER WITH PEOPLE TRAPPED IN EXTREME POVERTY

Extrême poverty, and the social exclusion that accompanies it, is a subject that has been explored countless times by academics, policy makers, civil society organisations and social, political and economic commentators. The choice of the Millennium Development Goals in 2000 stimulated further debate that encouraged partners to address the issue in more complex and effective ways. However, people living in extreme poverty have not had the opportunity to participate in much of this work. Nor have they been able to contribute directly to many of the studies and reports that seek to set out a more effective anti-poverty agenda post 2015.

The contempt and violence that have been imposed for centuries on people trapped in extreme poverty could cause others to believe that it would be very difficult to partner and think with them on an equal footing. Yet, Joseph Wresinski demonstrated that this is both feasible and very fruitful. Having endured extreme poverty and social exclusion in his childhood, as an adult he joined the families living in an emergency housing camp near Paris, and in 1957 founded with them an association which was to become the International Movement ATD Fourth World. “*Extreme poverty is not inevitable,*” he said. “*Human beings made it; they can unmake it,*” if they take the most impoverished people as partners and guides. Recognising the thinking and efforts of people trapped in extreme poverty is a first step toward ending the violence imposed upon them. Next, many obstacles must be overcome and some principles put in place to move from “extractive research” —conducted with a group of people who will not be directly affected by the results— towards genuinely participatory projects. Esther Duflo and Abhijit Banerjee, who founded the Poverty Action

Laboratory at MIT, Boston, underline the disregard in which the participation of people living in poverty is held: “*If the poor appear at all, it is usually as the dramatis personae of some uplifting anecdote or tragic episode, to be admired or pitied, but not as a source of knowledge, not as people to be consulted about what they think or want or do.*”¹

Recognising the thinking of people living in extreme poverty

More than thirty years ago, Wresinski convened a conference for academics and practitioners that generated a new approach to building knowledge with people trapped in extreme poverty. In his address *A Knowledge That Leads to Action*,² he emphasised that people reduced to total poverty never stop thinking about their situation and resisting it. Because of this, they have a unique understanding of both poverty and the circumstances which imposes it upon them. In their efforts to build an autonomous knowledge of the ways to free themselves from extreme poverty, they can be more often hindered than helped by researchers, who risk imposing their own goals on low-income communities, and reducing their position to that of witnesses, rather than agents, in the research process. He stressed that people living in poverty desperately need partners in projects whose goals are not only the production of research, but also liberation from the conditions that oppress them; building an autonomous knowledge according to their own path and goals is an essential part of that liberation.

In *Defeating Extreme Poverty*, a lecture he delivered at the Sorbonne University a few years later, Wresinski pointed out that accepting to have one’s knowledge challenged is a necessary and taxing demand for both academics and people outside universities. “*Scholars [should be] in the streets to let themselves be taught, corrected, ready to call into question not only their knowledge, but the foundations, the method and the meaning of their knowledge. Educated people [should be] in the streets ready to question the use made of their education. [...] That is the reversal I am proposing to you.*”³ Building an autonomous knowledge, and exchanging it in dialogue with educated people, are two necessary steps for the liberation of people living in extreme poverty.

For this reason, ATD Fourth World’s Research Institute developed a research method called the *Merging of Knowledge*, which is a participatory approach to research and training,

1. Esther Duflo, Abhijit V. Banerjee, *Repenser la pauvreté*, Editions du Seuil, January 2012, p. 10 (English edition: *Poor Economics: A Radical Rethinking of the Way to Fight Global Poverty*, New York: Public Affairs, 2011).

2. Joseph Wresinski, “A Knowledge That Leads to Action” (speech, opening address to UNESCO’s Standing Research Committee on Poverty and Exclusion, Paris, 1980). Downloadable at: <http://www.joseph-wresinski.org/A-Knowledge-That-Leads-To-Combat.html>

3. Joseph Wresinski, “Defeating Extreme Poverty,” (speech, Sorbonne University, Paris, 1 June 1983). Downloadable at: http://www.joseph-wresinski.org/IMG/pdf/Defeating_Extreme_Poverty.pdf p.30

implemented with people living in extreme poverty and academics, policy makers, and practitioners in the fields of health, social welfare, and education.⁴ This approach has been tested and proven with high-level academics and continues to be implemented in new contexts.

The Center for Social Policy - University of Massachusetts Boston (USA), which has carried out participatory research for the past decade on the root causes of poverty, has more recently begun to explore the *Merging of Knowledge* approach. The Center's director, Donna Haig Friedman, took part in the New York MDG synthesis seminar in June 2013. She explained, "*For centuries, participatory forms of learning have existed and been utilised in communities across the world, primarily by marginalised peoples. The art and craft of participatory action research is now highly evolved across the world [...]. For us, meaningful engagement of those most directly affected by extreme poverty is a matter of human rights [...]. Every human being has a right to expect and experience human dignity, self-determination and freedom of choice [...]. On a practical level, we know that solutions meant to alleviate or eradicate poverty that bypass those whose lives are most affected do not work and, indeed, do harm.*"

Extractive versus participatory research

The experience of those living in extreme poverty is increasingly acknowledged by many researchers and policy makers as a vital component in anti-poverty strategies.⁵ However, the obstacles to overcome are numerous. Many of them, Friedman points out, lie in the dominant mindset: "*There are many forces against building knowledge with those living in extreme poverty, certainly inside academia, and perhaps within international planning entities [...]. Top-down planning and expert voices are privileged over the ideas that come from those with life experience. Assumptions are made that those in extreme poverty are too beset by the daily challenges of life to take part in solution generation. The sharing of power is perhaps the most daunting challenge. Pushing back on these forces requires fortitude, courage and political will.*"

"How can someone who doesn't have enough to eat be capable of thinking about the state of the world?" This biased mindset has been used to belittle a group of mothers from a shantytown in Brazil who are also members of the NGO CIAF (Integrated

4. Fourth World–University Research Group, *The Merging of Knowledge: People in Poverty and Academics Thinking Together*, Lanham, MD: University Press of America, 2007, 490 p.

5. Robert Chambers, a research associate at the Institute of Development Studies in Sussex, UK, has been promoting for decades participatory approaches with people living in poverty in challenging ways. See his books *Rural Development: Putting the Last First* (1983), *Challenging the Professions* (1993), *Whose Reality Counts? Putting the First Last* (1997), *Participatory Workshops* (2002), *Provocations for Development* (2012).

Aid Centre for Families). By getting together to look at the Millennium Development Goals, they have been able for the first time to voice their desire for things to change in education, healthcare and quality of life. And the fact that they have been able to do so has given them a much more positive view of themselves.⁶

There are, of course, many degrees of participation, from one-shot consultation to the daily involvement of stakeholders. Policy-makers, project leaders, and researchers frequently use innumerable false forms of participation. Merely tapping low-income communities for information constitutes what can be described as “extractive research,” where the goals, methodology and findings are imposed from the outside, exactly as extractive industries sometimes impose the exploitation of natural resources without any benefit for local communities. Extractive research leaves impoverished communities with no influence— not on the analysis of the contributions they have provided, nor on the lessons and recommendations that are drawn from them. In a worst-case scenario, their experiences are reduced to illustrations of researchers’ theories, or to arguments in favour of policies that are in fact harmful to them. Extractive research is exploitative because it reinforces the power of researchers, who claim to be “experts on poverty,” but leaves disadvantaged communities disempowered and silenced.

The type of participatory research implemented in this research project was explicitly requested by the participants in the Mauritius seminar, in October 2012, who collectively stated: *“The poorest must not be forced into participation; certain procedures and conditions must be put in place. Genuine participation of the poorest families is essential before, during and after every project. This does not mean merely consulting them. Time is important. It is essential to take time before, during and after the project. From the outset, people living in poverty must participate in the conception, decision-making and implementation of the project. The project must be designed with the families and not for the families.”*

People living in extreme poverty cannot simply be inserted into standard research projects and expected to share their knowledge. Instead, a genuinely participatory research project must meet several conditions to ensure a fair and non-exploitative dialogue:

6. O. Wilson, “How can someone who doesn’t have enough to eat be capable of thinking about the state of the world?” Overcoming Extreme Poverty website: <http://overcomingpoverty.org/article/%E2%80%99Chow-can-someone-who-doesnt-have-enough-to-eat-be-capable-of-thinking-about-the-state-of-the>

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- Those in a position of power within the project must be aware that policies and programmes often fail to reach the lowest-income communities, and be willing to change the social, economic, and cultural realities that perpetuate extreme poverty and exclusion.
 - People living in poverty must be recognised as possessing a unique knowledge. They must not be defined by what they lack or need, but as active members of society who offer valuable insights gained from life experience.
 - People living in poverty must not be isolated within the project. They must have secure connections to others living in similar circumstances, and space and time to discuss and reflect as a group.
 - Each person must feel that she or he is an equal participant within the project and be able to play an active role in all aspects of it.
 - To avoid using low-income people in a tokenistic exercise, the project has to build personal skills, add meaning to people's lives, strengthen existing relationships within the community and build new relationships within and outside of the community.
 - The project must be transparent and accountable to participants. Participants have to receive feedback about the outcomes. Information should include how participants' words are being used and the impact of participants' statements.
 - Any reports or other outputs that will be produced should be shared with participants –or preferably be co-produced with them.

The above principles are based on the *Merging of Knowledge* methodology.⁷ Correctly implemented, they provide new understanding of how people experience extreme poverty and how to fight against it more effectively. Every effort was made to implement them effectively in this participatory research on the MDGs.

Taking time to build an autonomous knowledge

In each of the twelve countries that took part in the participatory research to assess the MDGs, ATD Fourth World teams organised weekly or monthly meetings with people living in

7. *Guidelines for the Merging of Knowledge and Practices* when working with people living in situations of poverty and social exclusion can be found here: <http://www.atd-fourthworld.org/Guidelines-for-the-Merging-of.html>

poverty and extreme poverty, over periods spanning from six to 24 months. These collective meetings were often prepared through prior personal visits and interviews that were transcribed and worked on by several participants. The objective was to enable all participants to build together an autonomous and collective knowledge and to voice it.

During the Madagascar seminar in February 2013, participants from a background of extreme poverty gave a vivid description of factors that had hindered their participation in the MDGs: *“People living in extreme poverty feel that they are rejected by mainstream society. They suffer from a lack of food. They’re afraid to enter offices since their clothes are not clean. They don’t dare go to health centres and so are burdened with illnesses that end in death. They lack financial resources and spend their time looking for money. Extreme poverty brings about fear, shame, and the fear of not being able to express what you mean.”*

Building trust with people in poverty so that they agree to take part in collective projects requires much energy and patience. For example, ATD Fourth World’s team in the Philippines took time to meet with families living in cramped compartments or shacks under bridges and in cemeteries: *“To get the project started, we went and visited all members of a community in a given place, home by home. Some wanted to participate, and we started with them. Others waited to see that it was fine and then joined us. We visited those who did not want to join the project as well, in order to better understand their reasons, and their life situation.”*

Before being able to discuss issues with partners on a level playing field, low-income individuals and communities who have long been humiliated and discriminated against need time to build self-confidence and trust. They need time to develop a collective understanding of their situation and to construct a sense of agency and pride to counteract the stigmatisation and isolation of extreme poverty. This process involves a transformation during which people who previously felt ashamed of living in extreme poverty are able to develop pride in taking collective action against it. Meeting with a person who offers respect is the first step: being respected by another person proves that it is possible not to be excluded. Then comes the awareness of the injustice suffered because of extreme poverty, and the awareness of not being alone in that state. Through ATD Fourth World

gatherings or other social movements, people start to feel confident speaking in public. They feel they have a cause to fight for, responsibilities to assume and other people that they can help.⁸

Meeting and dialoguing with outside partners

Once autonomous knowledge had been built, it was time to meet with outside partners in national or international seminars, to dialogue with them and to build common recommendations for the post-2015 agenda. Eight seminars were organised in Bolivia, Belgium, Burkina Faso, France, Madagascar, Mauritius, the Philippines, and UN headquarters in New York. Each of these seminars brought together 40 to 160 people, for periods spanning from one to six full days. Outside partners included: academics, NGOs, trade unions, policy makers from different ministries (education, social affairs, employment, professional training, etc.) and international bodies such as UNICEF, UNESCO, UNDP, OHCHR, the European Union, and the World Bank (see Appendix C for more information on the seminars and their outputs). Also included in these dialogues were a number of correspondents of the Forum on Overcoming Extreme Poverty.

How is a dialogue feasible among actors of such socially and economically varied backgrounds?

At one extremity, men and women living in situations of poverty have been too often objectified by pity, manipulation, indifference or ignorance. Feeling powerless, they have to submit to procedures and rules designed without their interests in mind, and to have decisions taken for them. Administrative inertia, fatigue and lack of funding for anti-poverty programmes hem them in at every turn. Rarely are they asked for their opinion, or given the opportunity to reflect on their experiences. This is why people worked collectively before the seminars, to strengthen their capacities by constructing an autonomous collective knowledge and by enabling participants to shift from feelings of shame about their condition to feelings of pride in being an actor in the fight against poverty.

At the other end of scale, representatives of institutions, policy makers, academics and professionals, despite acting in good faith, often propose solutions based only on their own analysis of the causes of poverty. They have learned how to express themselves, develop abstract concepts and take an intellectual

8. Fourth World–University Research Group, *The Merging of Knowledge: People in Poverty and Academics Thinking Together*, chapter 5, pp. 87 to 117.

approach to issues. As a result of their education and experience, they often end up thinking for others and can have a hard time creating conditions for less-educated people to express themselves. For this reason, the preparation with participants living in poverty and extreme poverty was mirrored by a parallel process with outside partners. Most often, the organisers had met them before the seminars, individually and collectively. For many seminars, preparatory work had been requested from them, and they had been informed of the demands of the *Merging of Knowledge* methodology.

Yet, the success of a dialogue between these two groups does not rely mainly on techniques, but on a certain mindset. Three main attitudes account for the persistence of extreme poverty: indifference, ignorance and contempt. Wresinski showed that the voice of people in extreme poverty has the power to provoke profound changes in the way people think and act, as well as inspire new dedication to their cause. This is because this voice reveals a depth of suffering, resistance and hope that can touch the most hardened hearts and transform the way they see the world. While sharing their voice with others may shake some listeners' world view, this act can also draw people to join them in ending extreme poverty through making personal and collective changes. The methodology of the *Merging of Knowledge* can help create a level playing field where no one frees him or herself alone, and no one frees the others, but participants free themselves together.

The commitment of outside partners can result in important systemic outcomes. Partners can sometimes manage to bring about changes in the institutions where they work, to establish a connection between the "insiders" and the "outsiders," and to enable their institutions to reach and support the worst off among people in poverty. This process has been described and analysed in different contexts, including in schools, trade unions, businesses and the media. Often, change is possible when people within an institution choose to re-examine its core principles and responsibilities.⁹

Truly participatory projects empower all participants

There is an urgent need to combine the knowledge unique to people living in extreme poverty with that of the academics, researchers, policy-makers, community workers and professionals

9. Jona Rosenfeld and Bruno Tardieu, *Artisans of Democracy: How Ordinary People, Families in Extreme Poverty, and Social Institutions Become Allies to Overcome Social Exclusion*, Lanham, MD: University Press of America, 2000.

who are committed to building development practices that will eradicate extreme poverty and social exclusion. Building such collective knowledge would allow all partners to expand their horizons and learn from each other's experiences. Ensuring that people in extreme poverty have the chance to analyse and reflect on their situation leads to better policy suggestions. Furthermore, in developing their own understanding of their situation, people living in poverty are also able to construct a sense of agency that frees them from stigmatisation and isolation.

Finally, this approach puts partners on a more equal footing. It helps people in poverty to be more self-confident and bold and shows people in power that humility and openness can create an effective synergy. It is a powerful means to empower all participants by training them to find a common language, join their efforts and work together, instead of disregarding or undermining each others' efforts by working with a silo mentality.

In February 2013 in Madagascar, a two-day seminar prepared according to this method brought together 30 people living in extreme poverty with 30 representatives of institutions: national NGOs, four Malagasy ministries, UNICEF, UNDP and the World Bank. The aim was to develop common recommendations to make anti-poverty policies more effective. At the end of the seminar, a mother living in poverty stood up and said: *"These two days were very important to us. It wasn't a leisure activity. It's important to discuss how our children, our nation and the next generations could have a better future. This meeting has really enriched us and has boosted our spirits. There was no disdain shown towards us. You treated us like human beings. We feel like citizens and equals. We know we have the capacity to develop ourselves."*

Those who had the chance to take part in one of the eight seminars of this international action-research can confirm that each of them produced similar outcomes, conveying a sense of responsibility and dignity to the participants.

III. INSIGHTS FROM THE GLOBAL DIALOGUE ON THE POST-2015 AGENDA

The global dialogue on the impact of the MDGs and on the post-2015 agenda has been fuelled by many official and unofficial meetings and reports. In a global context where poverty and extreme poverty are often confused, and where surging inequalities must be addressed, it is important to define, link and distinguish these realities, and to dispel misleading global statistics. It is evident that programmes to implement the MDGs have not reached the poorest populations, and that the current model of growth ignores the linkage between inequality, poverty and climate justice. A new model should align development targets with human rights norms and standards.

Linking and distinguishing between inequality, poverty and extreme poverty

The Guiding Principles on Extreme Poverty and Human Rights, adopted by the UN Human Rights Council in September 2012, clarify the difference between poverty and extreme poverty as set out in international human rights documents.¹ The former has been defined as “*a human condition characterised by the sustained or chronic deprivation of the resources, capabilities, choices, security and power necessary for the enjoyment of an adequate standard of living and other civil, cultural, economic, political and social rights.*”² Extreme poverty, in turn, has been defined as “*the combination of income poverty, human development poverty and social exclusion, where a prolonged lack of basic security affects several aspects of people’s lives simultaneously, severely compromising their chances of exercising or regaining their rights in the foreseeable future.*”³

Without pitting those suffering from insecurity against those suffering from extreme poverty, this definition has the

1. Adopted by consensus by the Human Rights Council in resolution 21/11 (A/HRC/21/39). On 20 December 2012, the UN General Assembly adopted a resolution on human rights and extreme poverty where it “takes note with appreciation of *The Guiding Principles on Extreme Poverty and Human Rights.*” (A/RES/67/164, paragraph 17)

2. Magdalena Sepúlveda Carmona, Special Rapporteur on Extreme Poverty and Human Rights, *Final Draft of the Guiding Principles on Extreme Poverty and Human Rights*, Human Rights Council, 18 July 2012, A/HRC/21/39, p. 4. <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G12/154/60/PDF/G1215460.pdf?OpenElement>

3. *Ibid.*, p. 4

advantage of providing criteria that identify both the condition of extreme poverty and the process that leads to it. The accumulation of basic insecurities, when it is chronic, ends up severely impairing people's capacities to exercise their rights. The latter component of this definition captures the innovative view of Amartya Sen, the 1998 Nobel Laureate in economics, that "*poverty should be understood as a deprivation of basic capabilities.*"⁴ The full definition has led the UN Human Rights Council to define extreme poverty as an outright violation of human rights, as argued by Joseph Wresinski in 1987 and by many others after him. It is necessary to distinguish between poverty and extreme poverty, not to set one against the other, but to see the connections between them.

A first reason to note the distinction is that poverty and inequality are by nature relative and must be reduced if we are to move towards a fairer society. There is now much evidence that more equal societies provide greater well-being for everyone in them, including the well off.⁵ Extreme poverty, on the other hand, as Wresinski and Sen clearly stated, has a relative and also an absolute component. The absolute component is both material and intangible: extreme poverty is the deprivation of what is materially essential to live, and also the lack of recognition by others that you are a human being entitled with human rights. Throughout the ages, a line of contempt and shame has separated the so-called "undeserving" from the "deserving" poor. In other words, extreme poverty is defined by destitution and dehumanising exclusion. This is why poverty must be reduced, whereas extreme poverty must be eradicated.⁶

A second reason to maintain that distinction is that voluntary forms of poverty can be chosen freely for a determined or indeterminate period of time. In all civilisations and at different times, the search for inner fulfilment and social justice has driven some people to opt for voluntary poverty, frugality or simplicity, in order to free themselves from over-dependence on material goods and reach higher levels of humanity and spirituality, or to act in solidarity with those who endure extreme poverty and support them in their efforts to overcome it. For them, poverty is characterised by the absence of all that is superfluous, whereas extreme poverty is the deprivation of what is essential.

A further argument for distinguishing poverty from extreme poverty is the need to attract attention to situations of extreme

4. Amartya Sen, *Development as Freedom*, Oxford, UK: Oxford University Press, 1999.

5. Richard Wilkinson and Kate Pickett, *The Spirit Level, Why Equality is Better for Everyone*, London, UK: Penguin Books, 2010.

6. A more comprehensive explanation can be found in: Xavier Godinot, *Eradicating Extreme Poverty. Democracy, Globalisation and Human Rights*, London, UK: Pluto Press, 2012, Introduction.

deprivation. Since the lowest-income members of society are not integrated into their wider communities, they are often invisible in statistical analyses and overlooked by policies. Focusing on extreme poverty is vital to understanding the intensity and the scale of inequalities within any population group.

The Guiding Principles on Extreme Poverty and Human Rights establish a strong link between poverty and inequality, stating that *“in the past, public policies have often failed to reach persons living in extreme poverty, resulting in the transmission of poverty across generations. Structural and systemic inequalities—social, political, economic and cultural—often remain unaddressed and further entrench poverty.”*⁷

In a 2013 report focusing on the right to participation of people living in poverty, the UN Special Rapporteur on Extreme Poverty and Human Rights, Magdalena Sepúlveda Carmona, writes: *“Material deprivation and disempowerment create a vicious circle: the greater the inequality, the less the participation; the less the participation, the greater the inequality.”*⁸ The fight against extreme poverty must be linked to the fight against inequalities in a refusal to accept the most blatant injustices.

Misleading illusions of global statistics

Recent evaluations of progress on the MDGs have revealed that some global statistics are very uncertain, whereas the \$1 a-day indicator of extreme poverty (which became \$1.25 in 2007 to reflect the rise in prices) and the \$2 a-day indicator of poverty are flawed for several reasons.

Target C of MDG 7 is to *“halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation.”* The 2012 MDG report published by the UN stated that *“the world has met the MDG drinking water target, five years ahead of schedule”* and that 783 million people were deemed to remain *“without access to an improved source of drinking water.”*⁹ In May 2013, the World Health Organization published a new report which raised to 2.4 billion the official number of people without access to drinking water, explaining that *“improved drinking water sources”*—defined in the UN report as sources that are not shared with animals—do not always provide safe drinking water. The WHO estimate is 306% higher than the MDG report’s estimate.

7. *Guiding Principles on Extreme Poverty and Human Rights*, Human Rights Council, p. 4.

8. Magdalena Sepúlveda Carmona, *Report of the Special Rapporteur on Extreme Poverty and Human Rights*, Human Rights Council, 11 March 2013, A/HRC/23/26, p. 4.

9. United Nations, *The Millennium Development Goals Report*, 2013, p. 56

Target D of MDG 7 aims at “*achieving a significant improvement in the lives of at least 100 million slum dwellers by 2020.*” The target was formulated in 2000 based on the estimated figure of 100 million people living in slums worldwide—which turned out three years later to be considerably underestimated.¹⁰ The UN MDG reports of 2010 and 2011 stated that 767 million people had been living in slums in 2000. This figure was reduced to 760 million people in the 2012 and 2013 UN MDG reports—a 760% difference with the estimate that was made in 2000.¹¹ It is true that the MDG target set in 2000 was met in 2013. Yet this is only because the target dramatically underestimated the real situation on the ground.

Target A of MDG 1 is to “*halve, between 1990 and 2015, the proportion of people whose income is less than \$1 a day.*” The 2013 UN MDG report stated that “*new poverty estimates by the World Bank have confirmed that the world reached the MDG target five years ahead of the 2015 deadline*” and that “*extreme poverty rates have fallen in every developing region with one country, China, leading the way.*” Are these figures more trustworthy than those on slum dwellers or on people who have access to safe drinking water? In fact, the statement that extreme poverty has decreased in every region is flawed for several reasons.

First of all, extreme poverty is a multidimensional phenomenon that cannot be encompassed in a single monetary measure, as parts of the UN system have long recognised. In 2010, UNDP created a Multidimensional Poverty Index (MPI), which identifies overlapping deprivations at the household level, including in health, schooling and living conditions. This measure was not, however, adopted across all UN departments, and the MDG reports continue to use the \$1.25 indicator. Naturally, different poverty definitions result in different numbers of poor people. The 2012 UN MDG report tells us there are still about 1.4 billion people living in absolute poverty. When the MPI is used as a measure, there are 1.65 billion people living in extreme poverty.¹²

Secondly, the \$1.25 indicator has rendered extreme poverty in developed countries completely invisible, since it was designed and calculated only for developing countries. In the UN MDG database, no measurement of extreme poverty is available for the United States, nor for countries of the

10. *Ibid.*, 2010, box p. 63

11. *Ibid.* 2010, p. 62; 2011, p. 57; 2012, p. 56; 2013, p. 50.

12. OECD, *Beyond the Millennium Development Goals: Towards an OECD contribution to the post-2015 agenda*, 2013, p. 6.

European Union, where existing poverty has been exacerbated by the economic crisis and by austerity policies. In Greece, Ireland, Portugal and Spain, it is common knowledge that many people have been impoverished and children are now going hungry.¹³ A world indicator that does not capture those situations is simply not reliable.

Thirdly, “*the mismeasure of poverty*” of \$1.25 a day is now challenged by UN high-level staff such as Jomo Kwame Sundaram, Assistant Director General at the FAO’s Economic and Social Development Department. Sundaram denounces the insufficiency of survey data, flawed survey execution, and faulty purchasing power parity conversions, contending that “*with such a flawed system shaping the world’s understanding of poverty, declarations of success or failure carry little meaning.*”¹⁴ Lakshmi Puri, Deputy Executive Director at UN Women, described the \$1.25 measure as more a starvation line than a poverty line. Civil society organisations, such as Social Watch, contend that what is being lowered is not the number of people living in extreme poverty, but the base line (see box 1).

Fourthly, some people seem to be too poor to be captured in statistics on poverty. UNICEF recently published a report saying that one in three children do not officially exist, since nearly 230 million children under age of five have not had their births officially recorded, excluding them from education, health care, etc.¹⁵ In countries that dramatically lack needed statistics, UNICEF supports household surveys that are called Multi-Indicator Cluster Surveys (MICS) or Multi-cluster Rapid Assessment Mechanisms (McRAM). Yet, most of these household surveys, carried out by the government, fail to collect data from other than “legal” residences, which automatically excludes people living in cemeteries, under bridges, in many shanty towns, squatter settlements, on dumps, etc.¹⁶ Even in countries with the best statistical systems, the number of people in extreme poverty is always underestimated. In France, in-depth local research across multiple locations has led the National Observatory of Poverty and Social Exclusion to estimate that two percent of the population, very likely its most impoverished residents, are not counted in the census.¹⁷ How many millions of people throughout the world are too poor to be captured by statistics on poverty?

13. In 2011, despite the aim to reduce poverty by lifting at least 20 million people out of the risk of poverty or social exclusion by 2020, 119.6 million people, or 24.2 % of the population in the European Union-27 were at risk of poverty or social exclusion compared with 23.6 % in 2010, recognised by the EU-SILC (Statistics on income and living conditions) which defines poverty as a combination of monetary poverty, unemployment or working poor, and material deprivations.

14. Jomo Kwame Sundaram, “The Mismeasure of Poverty,” Project Syndicate, 10 May 2013. <http://www.project-syndicate.org/commentary/the-weakness-of-global-poverty-estimates-by-jomo-kwame-sundaram#wpvzQ-0JqzraCvcGS.99>

15. UN News Centre, “One in Three Children Do Not Officially Exist,” 2013. <http://www.un.org/apps/news/story.asp?NewsID=46713&Cr=unicef&Cr1=#.UrG3GvRDsrl>

16. In Madagascar, for example, no census has been carried out since 1973, which makes all distributions estimated from household survey data extremely fragile. Most household surveys rely on the database of households registered by local authorities, which never include homeless people. In 2010, ATD Fourth World demonstrated that 70% of the 157 households living on a garbage dump in the north of the capital were not registered, which means that they had no legal existence.

17. Observatoire National de la Pauvreté et de l’Exclusion Sociale (ONPES) Rapport 2005 – 2006, France, p. 43.

Box 1: “Eradicating” Poverty: Only by Lowering the Bar

Roberto Bissio, Coordinator, Social Watch

The concern about abject poverty is not really new. To illustrate this, I would like to quote from a speech that I think is very relevant for our discussion: “Once the degree of deprivation in the developing nations is more fully grasped; once the true dimensions of poverty in the less privileged world are more realistically compared with the vast abundance in the affluent world, I cannot believe that in the face of all this the people and governments of the rich nations will turn away in cynicism and indifference.”

So spoke the then World Bank President Robert McNamara in Nairobi in 1973. In this famous speech, McNamara outlined the concept of absolute poverty and explained that the world had the resources to eradicate it before the end of the twentieth century. Of course, that century has passed, and the promise of eradicating absolute poverty is now being postponed until 2030. Yet we find the same words are being used: “It’s an historic opportunity,” “It’s ambitious, but it’s achievable.”

McNamara insisted that in order to end absolute poverty, more Official Development Assistance (ODA) was needed, as well as trade opportunities for developing countries. Of course, these countries had themselves to commit to reducing domestic poverty. But as we all know, the trade regime has not improved in favour of developing countries, and ODA has never reached the target of 0.7% of GDP of the developed countries that was promised in 1973. Yet we hear that poverty is being reduced, and that the number of people in absolute poverty is now around one billion. Sadly, what is being lowered is the base line for these measures.

In 1973, McNamara set the absolute poverty line at \$0.30 a day. Adjusted for inflation alone, that would be \$1.65 in 2013. Adjusting by share of the global Gross Domestic Product (GDP) would set the bar at more than \$2. However, the new absolute poverty line is placed at \$1.25 a day. If we keep lowering the line we will get rid of statistical poverty. But these statistics fail to show poverty in the developed world. If we accept the definition of \$1.25, then we accept that there is no poverty in Europe or in the US either. This is not true.

The experience of poverty by individuals, the suffering, humiliation and shame is the same, and is described in the same words, whether it is in the UK, or in Burkina Faso, or in my own country, Uruguay. We cannot keep defining poverty only by income, and even less by such a low income level. There is sufficient agreed-upon UN language to define poverty differently, to say that poverty is the result and a cause of human rights violations, that poverty is multi-dimensional. Some worry that a multi-dimensional definition that recognises the reality of poverty in the advanced economies will allow rich countries to use domestic poverty as an excuse to stop giving monetary aid abroad. Some countries may think that keeping the \$1.25 line is necessary if they are to continue receiving ODA. But this argument does not work. In 1973, McNamara did not believe that by talking about an absolute line, he was saying that there was no poverty in the US. At that time in the US, Lyndon Johnson's administration was beginning its domestic "War on Poverty." McNamara was instead hoping that the absolute line would mobilise and sensitise people to global poverty. What we know is that the people in rich countries that defend the social protection system are the same people that defend ODA from budget cuts and austerity policies. A multidimensional approach would encourage solidarity and enable a sincerity in the United Nations, with all countries having to report about their own situations of poverty, unemployment and social exclusion, as called for by the Social Summit in 1995. It would mean acknowledging that all countries have social problems at home, and that they all need to discuss and learn from each other on how to deal with poverty. It is important to recognise that realities are different. Some governments and countries do not have the minimum available resources and are therefore entitled to international solidarity. But let us first start with an honest definition of what poverty is, a definition that people could really understand and relate to, and feel identified with. Because that is what will drive people to come to the UN, to the multi-lateral system, and say "for once, we believe these promises," and to defeat the cynicism and hypocrisy that Robert McNamara warned of 40 years ago.

We need new ways to measure poverty and extreme poverty

For all of these reasons, we recommend that \$1.25 a day no longer be considered as a reliable global measure of extreme poverty, but simply as a measure of income, which has to be proven relevant in the countries where it is used. At the World Summit for Social Development in Copenhagen in 1995, the point was made strongly that countries should elaborate “at the national level, the measurements, criteria and indicators for determining the extent and distribution of absolute poverty. Each country should develop a precise definition and assessment of absolute poverty.”¹⁸

Today, many UN Member States are applying multidimensional measures of poverty in their national capacities, and using the UNDP Multidimensional Poverty Index (MPI) that measures deprivations experienced by households across health, education and living standards. However, this index still has two main shortcomings: it is not designed and calculated for developed countries, and it does not encompass a measurement of discrimination and social exclusion. Yet, we have seen in chapter 1 that, according to the very people who endure it: “*The worst thing about living in extreme poverty is the contempt—that they treat you like you are worthless, that they look at you with disgust and fear and that they even treat you like an enemy.*” This has led Amartya Sen to argue that “the ability to go about without shame” is a relevant basic capability which should figure in the “absolutist core” of notions of absolute poverty.¹⁹

Major improvements in the way poverty and extreme poverty are measured could be achieved by recognising “*the importance of increasing the involvement of excluded people in the development of indicators, and the need to explore the most effective means of giving a voice to the excluded*” as stated by the Social Protection Committee set up by the European Council of Ministers.²⁰ The latest report of the UN Secretary General on the MDGs calls for “*new and participatory sources of information*” that would make a better use of new technologies,²¹ using for example mobile phones for opinion surveys, or crowdsourcing.

Participatory methodologies have greatly evolved and improved over time. A fascinating experiment funded by Sweden was conducted in Bangladesh for a few years in the late 2000s, entitled “*Measuring Empowerment? Ask Them.*” It demonstrates

18. World Summit for Social Development, Programme of Action, Chap. 2 para 26 (d). Downloadable at <http://www.un-documents.net/poa-wssd.htm>

19. Amartya Sen, “Capability and Well-Being,” in A. K. Sen and M. Nussbaum (eds) *The Quality of Life*, Oxford, UK: Clarendon Press for UNU-WIDER, 1993, p. 36.

20. Social Protection Committee, *Report on Indicators in the Field of Poverty and Social Exclusion*, October 2001, Council document n° 13509/01.

21. United Nations General Assembly, Report of the Secretary General, *A life of dignity for all*, A/68/202, 26 July 2013, p. 17.

that participatory assessments of their capabilities by villagers, involving villagers trapped in extreme poverty, can generate reliable and valid statistics for what were thought to be only qualitative dimensions, and at the same time transform relationships and empower them. This work shows the transformative power of rights-based approaches privileging the realities and priorities of those who are marginalised and living in poverty, and the statistical relevance of the indicators designed with them.²² These kinds of participatory approaches need to be scaled up.

The Multidimensional Poverty Peer Network, which includes the governments of Colombia, Mexico, Chile, Philippines and Nigeria, along with the World Bank, UNDP and OECD, calls upon the UN to adopt a new multidimensional poverty index 2015+, also described as MPI 2.0. It should reflect expert views and could be formed from a “voices of the poor” type participatory exercise.²³ ATD Fourth World strongly supports this recommendation, and suggests that it be implemented with the *Merging of Knowledge* methodology that has been presented in chapter 2, in order to put people in poverty on an equal footing with academics and statisticians.

The MDGs have not reached the poorest populations

In his 2011 evaluation of the MDGs, UN Secretary General Ban Ki-moon stated, “*On the one hand, it is clear that the MDGs have made a tremendous difference [...]. However, the poorest of the poor are being left behind.*”²⁴

The achievements of the MDGs have not benefited equally all people living in poverty, and those experiencing the greatest hardships have been left behind. For instance, in Bangladesh where micro-finance has typically been showcased, non-governmental organisations have seen that nearly 20% of the poorest people targeted did not actually benefit from such development programmes.²⁵

In May 2013, Special Procedures mandate-holders of the UN Human Rights Council contended: “*One of the weaknesses of the MDG framework has been its blindness to the issue of inequality and to the most marginalised members of societies. Its focus on aggregate figures and overall progress failed to account for growing social and economic disparities and incentivised States to prioritise aggregate progress and the ‘low-hanging fruit’ rather than giving special attention to the most vulnerable groups.*”²⁶

22. Dee Jupp with Soheli Ibn Ali, and contribution from Carlos Barahona, SIDA (Swedish International Cooperation Agency), *Measuring Empowerment? Ask them. Quantifying qualitative outcomes from people's own analysis*, Studies in Evaluation, 2010. <http://www.oecd.org/countries/bangladesh/46146440.pdf>

23. <http://www.ophi.org.uk/multidimensional-poverty-measurement-in-the-post-2015-development-context>

24. In address given by Secretary-General Ban Ki-moon to the UN Economic and Social Council in Geneva, 7 July 2011.

25. Ingo Ritz, GCAP coordinator, “Towards a sustainable development that leaves no one behind,” (speech: ATD Fourth World seminar, Brussels, Belgium, 22 January 2013).

26. Statement by 17 Special Procedures mandate-holders of the Human Rights Council, Geneva, 21 May 2013.

As for the European strategy to combat poverty by 2020, Philippe Maystadt, former Minister of Finance in Belgium and former President of the European Development Bank, stated at ATD Fourth World's January 2013 seminar in Brussels: *"A recent report shows clearly that certain Member States try to reach their goals by providing work to those who have been unemployed for only a short period of time. Those who have been unemployed for a longer period of time, or those who are no longer entitled to their unemployment benefits risk being left behind."*

This is why ATD Fourth World recommends that the poorest 20% of people in every population—be it at a national, regional or municipal level—should be taken as a benchmark, whatever the definition of poverty. For any given campaign, policy or action, the impact on the bottom 20% must be seen as a reference to evaluate its efficacy. In other words, development targets will be considered to have been achieved only if they are met for all relevant income and social groups, including the most vulnerable.

Growth that ignores the connection between inequality, poverty and environmental sustainability

The prevalent model of economic growth, which has enabled many people in countries such as China or South Korea to move out of poverty, is no longer sustainable and displays a number of shortcomings that makes it impossible to eradicate extreme poverty without major changes.

ILO Director-General Guy Ryder has warned that current policies to address the global economic crisis are failing to stop rising unemployment in advanced economies and stalling growth in emerging and developing countries: *"The ILO estimates that there are over 200 million people unemployed worldwide, 74 million of whom are youth. Some 470 million new jobs will be needed between 2015 and 2030 just to keep up with the growth of the world's working age population. In addition, some 870 million women and men world wide are not earning enough to lift themselves above the \$2 a day poverty line."*²⁷

According to Philippe Maystadt, *"We need a global approach that changes the process of economic growth. [...] The financialisation [of the economy], which has been happening for twenty years now, has a real influence on the increase in inequalities and in poverty. Instead of being the servant of the economy, finance*

27. Speech, International Monetary and Financial Committee and Development Committee of the International Monetary Fund, Washington D.C., 20 April 2013.

has become very dominant in our globalised economy. The European 2020 strategy aiming at intelligent growth needs to be complemented by better regulations of finance and by coordinating certain aspects of the tax system.”²⁸

In its discussion forum “*From unrelenting growth to purposeful development,*” the Inter-Parliamentary Union meeting in Quito, Ecuador (22 –27 March 2013), affirmed that “*Growth alone is not the answer to the social, economic and environmental challenges of our time. [...] A different approach that focuses on well-being in all its dimensions is required if we are to evolve as a global community able to fulfil core human values of peace, solidarity, and harmony with nature[...]. The perennial cycle of increasing consumption and production that is at the heart of the current economic model is no longer sustainable.*”

In June 2013, the members of the UN Secretary-General’s High-Level Panel (HLP) of Eminent Persons on the Post-2015 Development Agenda recognised that “*the MDGs fell short by not integrating the economic, social, and environmental aspects of sustainable development[...]. The result was that environment and development were never properly brought together.*”²⁹ People and families in extreme poverty frequently experience the devastating consequences of a polluted environment, including lack of clean water and sanitation, and usually live in places prone to floods, landslides, and other natural disasters, or work in extremely precarious conditions. The continuous loss of forests at an alarming rate, caused by “development,” is contrary to Goal 7 of the MDGs, “ensure environmental sustainability.” It takes its greatest toll on indigenous groups and rural poor for whom forests serve as “safety nets” since they contribute to poverty reduction and sustainable livelihoods. They provide food, wood, medicines and other products used in the households of millions of the world’s poorest people, or they are sold in traditional or informal sector markets.

The issue of land grabs

Land grabbing is the contentious issue of the buying or leasing of large pieces of land in developing countries, by domestic and transnational companies, governments, and individuals. Initially hailed by investors and some developing countries as a new pathway towards agricultural development, this practice is now criticised by a number of civil society, governmental,

28. Contribution to the seminar organised by ATD Fourth World in Brussels, 22 January 2013. (Translated from French by ATD Fourth World.)

29. Executive Summary, Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda.

and multinational actors who argue that it often has negative impacts on local communities. The practice was prompted by the food price crisis in 2007-2008, which created food security fears within the developed world and new-found economic opportunities for agricultural investors. This in turn caused a dramatic spike in large-scale agricultural investments in the Global South, primarily by foreign sources, for the purposes of food and biofuel production.

Correspondents of the Forum on Overcoming Extreme Poverty gave an example of monoculture projects that have been set up in the southeast of Nicaragua, involving the African palm tree. In terms of natural resources, this reserve of palm trees is one of the richest, but its people are among the poorest in the country, with high levels of illiteracy, teenage pregnancy and child malnutrition. The plantations are the property of rich foreign or local landowners, who bought the land at low prices from local farmers, taking advantage of their poverty and the lack of stability of a population that is accustomed to migrations. This situation has created several problems. Families who have sold their property have to resettle in areas that are increasingly deprived of public infrastructures, without roads, schools or health centres. Those who remain are compelled to change their way of life. They no longer have land to cultivate food crops, and have instead become agricultural workers employed by the same company that bought their land, dependent upon the salaries this company pays them. The Río Foundation, with the help of international cooperation agencies and various groups, has started to break down this vicious circle of poverty and environmental destruction, because they cannot accept that “money prevails over everything else, and that human beings are just production factors for big business.”³⁰

30. Saul O. and Teresa M., “Romper el círculo de la pobreza y la destrucción ambiental,” Overcoming Extreme Poverty website, <http://mundosinmiseria.org/articulo/romper-el-ci%C3%81rculo-de-la-pobreza-y-la-destruccio%C3%81n-ambiental>

31. OECD, *Beyond the Millennium Development Goals: Towards an OECD contribution to the post-2015 agenda*, 2013, p. 14.

Promoting peace building and state building

Failure to address violence, conflict and political instability in the post-2015 framework would mean ignoring a major obstacle to development. Today, 40 countries and 1.5 billion people are affected by these scourges.³¹ These countries face high levels of poverty and inequality, low levels of economic development and, often, poor governance. More than 40 countries and institutions signed a New Deal for Engagement in Fragile States at the 2012 Busan Forum on Aid Effectiveness. These

countries' different priorities are reflected in five peace-building and state-building goals: 1) legitimate and inclusive politics, 2) security, 3) justice, 4) economic foundations, and 5) revenues and services. Some of these countries, such as the Central African Republic, Guatemala, Haiti and Madagascar, were involved in the seminars ATD Fourth World organised to assess the MDGs. Many families in these countries endure very harsh situations and long for freedom from terror and want, testifying to the relevance of these goals.

However, because aid is often not effective, and donors — whether countries or institutions— do not fulfil their commitments, 18 fragile and post-conflict affected states have decided to come together into the G7+ group, whose secretariat is based at the Ministry of Finance in Timor-Leste. Their goal is to support each other and to share knowledge and good practices. They demand country leadership and ownership with regard to development funds and have adopted the motto: “Nothing about us, without us.”

A new model for growth that aligns development targets with human rights norms and standards

Many developing countries in sub-Saharan Africa and elsewhere were not comfortable with the MDGs. The main reason was that, though their UN representatives endorsed them formally, the goals were driven by donors, and the countries themselves were not involved in their design. The process that is being implemented at the international level to define sustainable development goals should avoid this flaw. However, as shown in the preceding chapters, if extreme poverty is to be truly eradicated this time, the agenda needs to be built on core values that are widely shared and acknowledged in international conventions and treaties, namely on human rights norms and standards. Such a development agenda would design cross-cutting goals, aiming to progressively eliminate disparities within the most marginalised groups, and between them and the general population, as well as between countries, in order to achieve more inclusive forms of development.

The Guiding Principles on Extreme Poverty and Human Rights, adopted by the UN Human Rights Council in September 2012, are very relevant in this regard. They provide global policy guidelines that can help policy-makers ensure that public

policies, including poverty eradication efforts, reach the poorest members of society, respect and uphold their rights, and take into account the significant social, cultural, economic and structural obstacles to human rights enjoyment. They also spell out the main rights that are the most important to people living in extreme poverty —such as physical integrity, access to legal identification, access to justice, an adequate standard of living, adequate food and nutrition, water, housing, health, work, education and social security— and the specific actions that should be taken to ensure the enjoyment of these rights by everyone. They thus provide useful recommendations for the development of effective strategies in these areas.

IV. DEVELOPMENT *WITH* PEOPLE LIVING IN POVERTY, NOT AGAINST THEM

Throughout the action-research, participants provided concrete examples of development programmes—including anti-poverty programmes—that are counter-productive and do not improve the situation of people living in poverty. On the other hand, they also cited good practices. Both paved the way for the post-2015 development agenda.

Development against people living in poverty?

In many parts of the world, people living in extreme poverty live in informal settlements. *“We are being demolished,”* said research participants whose dwellings are being destroyed as part of an urban development programme in Metropolitan Manila. No relocation has ever been proposed to them over the years. Then wrecking crews are sent to tear down the makeshift houses several times a week; and every time the families rebuild them. One inhabitant said: *“They come to chase us away, but they have never asked us why we are here.”* People continue living there because of the proximity to their main sources of livelihood, access to services, including schooling for their children, and close ties with their neighbours.

Similar processes were reported in Madagascar and Guatemala. Compelled to find alternative solutions by themselves, the people who are evicted seek shelter in shanty towns that are in turn destroyed because they are considered illegal. They are effectively criminalised as a result of extreme poverty. At the research seminar in Brussels, on 22 January 2013, the Filipino participants summarised those experiences: *“Many of the development projects end up displacing thousands of families. These projects aim to rehabilitate railways or develop a business, a shopping centre or something else. But their primary goal is never the well-being or the better being of the affected people. This is what has to change first.”*

Just as unbridled economic development displaces or criminalises many people in poverty, increasing environmental damage also puts them at high risk. In Haiti, for example, continuing soil erosion means that the precarious hillside homes of many of our research participants are more and more vulnerable to natural disasters. They noted, “*We have hurricanes, especially in 2008, when four of them hit the country within a few weeks*” and stressed that people living in poverty suffer the harshest consequences of these and other catastrophes. The High-Level Panel on the Post-2015 Development Agenda noted what has become widely recognised: “*The stresses of unsustainable production and consumption patterns have become clear[...]. Losses from natural disasters—including drought, floods, and storms—have increased at an alarming rate. People living in poverty will suffer first and worst from climate change.*”¹

Haiti: when international aid ignores the poor

On 12 January 2010, the Haiti earthquake killed 230,000 people and left 1.5 million homeless. When the participatory research project presented in this report began in 2011, some participants were still living in tented camps erected right after the catastrophe. The international aid promised after the earthquake sparked among Haitians the enormous hope that reconstruction would be an opportunity to rebuild a fairer and more prosperous country. Yet, as expressed through the “Voice for the Voiceless” forum,² they knew that humanitarian aid programmes could bypass them. They hoped for a real partnership that would make use of their knowledge and courage, and support their own efforts to rebuild.

Three years after, the disillusionment is deep. In the reconstruction process, which started very slowly, the government and local communities were bypassed by foreign donors who thought they could avoid the risk of corruption by reconstructing Haiti without the experience and knowledge of its inhabitants.³ In fact, these foreign donors did not learn to draw on local intelligence because they were convinced their standardised approach was the most effective. This bypassing of Haitians was not only deeply humiliating but also counterproductive and nonsensical. Four thousand NGOs—rather than the government—led projects in the country after the earthquake. Millions of dollars were spent without any coordinated programme that would guarantee sustainable outcomes. The result is a huge failure that has left the

1. Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda, Executive Summary, p. 2, 30 May 2013.

2. Launched by Michèle Montas, then Senior Adviser to the Special Representative of the UN to Haiti.

3. <http://overcomingpoverty.org/article/what-do-you-have-to-say-to-us>

country largely unreconstructed and relying on its own weakened and feeble resources. A mother from Haiti had this to say at the seminar in La Paz, December 2012: *“Sometimes, we get up and we have nothing to give our children to eat. My husband goes out to look for work. In November, a builder gave him work for three days. Since then, nothing! Sometimes we go three days without being able to put a pot on the fire because we have nothing to cook. Sometimes I can’t wash the clothes because we don’t have any soap.”*

Haiti is an example of the challenges donors and foreign NGOs face when the state is very weak and nearly absent, namely: to learn how to empower national and local authorities, local NGOs and inhabitants, instead of dominating or bypassing them as has frequently been the case for decades. Haiti was the first country where a slave rebellion led to the creation of a black-led republic in 1804. In exchange for diplomatic recognition, France demanded compensation for its loss of men and a colony. Haiti was forced to accept to pay an “independence debt” for 30 years, with a final remittance only in 1945. Throughout its history, the republic has been subject to external geopolitical influences that have hindered its capacity to govern itself. After decades of harsh dictatorship, good governance remains a very deep aspiration of the Haitian people. So far, the international community has done more to hinder than to support this aspiration.

Unemployment, informal work and junk jobs

Today’s economy functions at a high human cost: destructive and humiliating working conditions on the one hand, and soaring unemployment and feelings of uselessness, especially among young people, on the other.

Unemployment, underemployment and low wages plague the lives of people in poverty in countries around the world. A participant from Poland explained: *“When you lose your job, it may make you lose your housing, but getting back to work doesn’t guarantee getting out of homelessness. I’m an example: I have work, but I’m still homeless.”* In Poland, a large part of the workforce are fired and later rehired in a cycle of cheap fixed-term contracts. Workers with these “junk contracts” are usually low-paid, easily replaceable and without social protection rights. In developing countries, many find insecure, informal employment as waste pickers, street vendors, water carriers, shoe-shiners, domestic workers, day labourers and in other unregulated fields. Those in

vulnerable employment, comprising unpaid family workers and self-employed workers, accounted for an estimated 58% of all adults of productive age in the developing world in 2011.⁴

Whether in formal or informal jobs, many are exploited. Their situation is all the more insecure when they do not have an identity document. A participant from Madagascar stated: *“Before I had an identity card, I was scared to enter an office [...]. I worked as a street vendor then, and my prices were low because I was scared. With my identity card, I’m not scared any more; I’m more confident.”*

Though they often live at mere survival level, people living in poverty generate a huge amount of wealth through the informal jobs they create throughout the world. Unfortunately, this work goes unrecognised and unprotected. Some acquire on-the-job professional skills that could be officially recognised if appropriate procedures were put in place, and thus lead to a higher level of income. Many self-employed workers could also progress toward decent work if more training and investment opportunities were available.

“I would like jobs that don’t humiliate us,” said a mother from Bolivia. Participants from Guatemala reconfirmed a well-known fact: workers from poor backgrounds often have no contract and their employers ignore labour laws. Domestic workers, most often women, are likely to be exploited, insulted, humiliated, and even sexually abused. In Latin America, many women spoke about gender violence and how it denied them the autonomy to improve their lives, especially in terms of work and education. A delegate who participated in the New York seminar reported on his conversation with a woman from a very poor background in Bangladesh. To his question, *“What does poverty mean for you in concrete terms?”* she responded: *“I’m not poor. I can work. So, I can get money. I only need a decent job.”*⁵

Some participants testified to good practices that helped improve their working conditions. In La Paz, a representative of the National Federation of Domestic Workers explained how decades of struggle led to the Convention concerning Decent Work for Domestic Workers (n° 189), adopted by the ILO in June 2011, which set standards for states and employers.⁶ It is estimated that 53 million people are employed as domestic workers throughout the world, plus an estimated 15 million children, mainly in Latin America and Asia. Most of them are without legal protection.⁷

4. UN, The MDG Report 2012, p. 10.

5. Reported by Lenen Rahaman, Executive Director of the NGO Mati, Bangladesh (*Letter to Friends Around the World*, Issue No. 85, December 2013, <http://overcomingpoverty.org/article/leaving-no-one-behind>)

6. The Convention became a binding international instrument in 5 September 2013, when eight Member States ratified it.

7. ILO, *Domestic Workers across the World: Global and regional statistics and the extent of legal protection*, 9 January 2013.

Box 2: Video session to train domestic workers on their labour rights

As part of the *Participate* Initiative,⁸ in which ATD Fourth World collaborated as a member of its Participatory Research Group, a five-day participatory video workshop was organised in April 2013 in La Paz, Bolivia. Workshop participants included a member of the Bolivian Federation of Domestic Workers and six members of ATD Fourth World from Peru, Guatemala and Bolivia. As part of the workshop, a session was held with ATD Fourth World members living in extreme poverty in the “La Casa de la Amistad” (the ‘House of Friendship’) in El Alto. The aim of the session was to provide participants with the opportunity to use participatory video as a means to present an issue and to create a tool for discussion. Participants chose the issue of discrimination faced by domestic workers, common to all the participants. The script and the scenario were written by ATD Fourth World grass-roots members who also assisted in the filming and acted the parts of the employer, Alicia the maid, Alicia’s mother (Doña Rita), and a civil servant.

SCENE 1: The employer blames Alicia for not doing her job quickly enough. That day, Alicia is supposed to make the beds, dust the house, do the laundry and cook lunch. Although it is a holiday, the employer refuses to give Alicia permission to go out, even though she has not had a day off for an entire month.

SCENE 2: Alicia goes to see her mother and explains that she could not come the month before, because the boss refused to pay her, arguing that she did not do a good job: “*I don’t want to work there. It’s too much work without any rest, on my feet all day. My feet ache. Everyday I have to sweep, dust, do the cooking. I’m tired, I don’t want to work there any more.*” Alicia’s mother wants to go to the Employment Ministry to denounce this lady who is taking advantage of her daughter.

SCENE 3: Doña Rita is visiting Doña Irma, a friend of hers whose daughter faces the same problems. Doña Irma confirms: “*They didn’t pay my daughter either. They accused her of being a thief, so as not to have to pay her... We could*

8. *Participate* is an initiative convened by the Institute of Development Studies and Beyond 2015 that brings together organisations committed to participatory research. Its aim is to provide evidence on the reality of poverty at ground level, bringing the perspectives of people in extreme poverty into the post-2015 debate. *Participate* is funded by the UK government.

go to the Employment Ministry. They will inform us about the laws. We can make a complaint, and they will tell us whether our daughters are entitled to holidays.”

SCENE 4: Doña Rita and Doña Irma go to the Ministry, where a civil servant explains that Alicia should have a contract stating the hours and days that she should work, the days off she will receive and the extra bonus for holiday work. A verbal agreement does not carry weight. However, the civil servant does agree to send a citation. Doña Rita and Doña Irma suggest: *“It would be good if the Ministry could run information workshops in schools, so that we could learn about our rights as workers.”*

The purpose of the video described in box 2 is to create debate about how the rights of domestic workers are violated (too many hours of work, no minimum wages, no holidays or days off), as well as presenting a possible solution. The participants explained: *“We want to discuss with the authorities this experience that most of us have had. We don’t want our children to go through the same thing. People must be trained on their rights, their responsibilities and obligations. Without a contract including all of this information, people can’t work well. Authorities have to take action and provide more support in places where people don’t know about workers’ rights.”*

In Belgium and in Madagascar, participants in the action-research explained how the creation of a cooperative which hires and trains people living in extreme poverty enabled them to access decent work, changing their lives. In Sierra Leone, the NGO Village Care Initiatives has brought together farmers, fishermen and local traders from four villages. Now they have considerable links with each other: they carry out joint planning, share seeds, provide advice to one another, and coordinate resources for community food banks and development projects. The group’s membership increased when the benefits of the training and group work became obvious to the community.⁹

9. J. Shed, “Communities Can Lift Themselves Out of Poverty,” *Overcoming Extreme Poverty* website, <http://overcomingpoverty.org/articlecommunities-can-lift-themselves-out-of-poverty>

Healthcare and social protection systems

Healthcare is a major issue worldwide, despite important differences between developing and developed countries. Among the many barriers to healthcare access, participants

in the research project focused on some specific issues that confront people living in poverty: high costs of medicines and treatments, lack of health insurance coverage, shortages of doctors and other health professionals, difficulties with transport to distant health facilities, especially in rural and remote areas, and the inappropriate attitude of healthcare staff towards them.

According to the International Labour Organization (ILO), only 20% of the world's population have adequate social security coverage, while more than half lack any kind of social security coverage at all,¹⁰ other than relying on family members or mutual help in the neighbourhood. For people living in extreme poverty, these support networks are often not sufficient when they are faced with serious health problems. Research participants from Belgium said that medicines are too expensive, since they must pay for them upfront, even though they are later reimbursed. In 2010, the Social Barometer of the Brussels Health and Social Observatory found that 40% of the poorest households had postponed or renounced medical care for financial reasons.

Many countries have put in place financial aid schemes as part of their anti-poverty strategies. Most conditional cash transfer programmes (CCT) comprise a healthcare component. The conditions include up-to-date vaccinations, and regular visits to a health care facility by pregnant women, among others. However, because CCTs often aim to improve a particular problem area within a specific target group, they represent only one component of a social protection system.¹¹ For example, research participants from Brazil, where millions of families receive funds from the social welfare programme *Bolsa Familia*,¹² explained: *"It's an aid, not a solution to our problems. Certainly to have a job would be better than to depend on aid."*

On the other hand, people in Madagascar who took part in a two-year participatory unconditional cash transfer programme that involved 150 families living on a rubbish dump, noted that it helped them eat three times a day. They could access drinking water, be clean and have clean clothes, register and pay for health insurance after being able to obtain birth certificates, and upgrade their houses from cardboard or plastic to bricks and metal sheets. Aside from these improvements directly related to their health, they underlined other positive outcomes that include: being able to save for future projects, buying small

10. "International Labour Standards on Social Security," <http://www.ilo.org/global/standards/subjects-covered-by-international-labour-standards/social-security/lang--en/index.htm>

11. See WHO Briefing Note for Policy-Makers "Conditional cash transfers: what's in it for health?" http://www.who.int/health_financing/documents/pb_e_08_1-cct.pdf

12. ILO Social Security Department, "Bolsa Familia in Brazil: Context, concept and impacts," Geneva, March 2009, http://www.ilo.org/public/libdoc/jobcrisis/download/109B09_28_engl.pdf]

livestock and learning how to raise it, looking for decent work rather than remaining rubbish pickers, and fulfilling their “traditional obligations.” It cannot be stressed enough that in this very deprived area, unconditional cash transfers have been a powerful tool to promote productive investments in the informal sector, and have been more effective than micro-credit. This is in line with the experience of micro-donation programmes in Bangladesh for the “ultra-poor.”¹³ Implemented in the right conditions, first of all by taking the necessary means to leave no one behind, unconditional cash transfers can be an efficient tool in fighting multidimensional poverty.

In the MDG evaluation seminar, participants from Madagascar quoted official figures that indicated that over 76% of the population live in poverty in their country, of which 20% live in extreme poverty. Around 2.5 million children do not have a birth certificate. Participants also said that people living in extreme poverty have no social protection, explaining that this can lead to an early death. Participants from Madagascar, including delegates of families living in extreme poverty, delegates from NGOs, and representatives from the Ministry of Social Affairs, UNICEF and the World Bank, collectively requested:

- An intermediary social protection plan based on the existing project of a national policy of social protection, the design and validation of which should involve legitimate representatives of people living in extreme poverty;
- An implementation plan, including responsibilities, deadlines, monitoring and evaluation, based on the respect and implementation of fundamental human rights, especially the rights to education, health and employment;
- The creation of a national commission aimed at simplifying administrative procedures which incorporate users’ involvement.

Their demands, combined with those participants from other countries, are in line with the implementation of ILO recommendation n° 202 concerning national floors for social protection, while being very careful not to jeopardise the existing spirit of solidarity among family members, or of mutual help in the neighbourhood. Basic social security guarantees should be developed with national political support for bottom-up approaches, taking into account the culture and traditions of each country.

13. Bangladesh Rural Advancement Committee, “BRAC Targeting Ultra Poor Programme,” tup.brac.net/

The inappropriate attitude of healthcare professionals also represents a barrier to healthcare access. In Bolivia, although healthcare is free for children under five, many families from a background of extreme poverty do not use the available services, relying instead on traditional healers who do not humiliate them. For adults and children older than five, these healers are also cheaper. Women participants in the La Paz seminar recounted being mistreated by doctors and other healthcare staff: *“They treat us like animals. We endured insulting remarks such as, ‘Why did you give birth to so many children, like a rabbit?’”* Doctors told them: *“You pig, you are dirty, you must wash yourself,”* ignoring the fact that they have no water at home. One mother said: *“I would rather die at home than be treated like this in health centres.”* Participants from Bolivia insisted that healthcare staff should be better trained not only on the technical side, but also on the human side of healthcare. They should be familiarised with the circumstances of people living in poverty, trained to treat all patients with respect and educated to use a language patients can understand. They should be open to the use of traditional medicines as a complement to modern medicine.

In Haiti, Community Health Workers known as ASCPs (*Agents de Santé Communautaires Polyvalents*) organise group sessions in isolated neighbourhoods to inform people about disease prevention programmes, closely interacting with those most in need. *“When you’re an ASCP, you live in the neighbourhood, so you know about the community’s problems. That’s really important. I do house visits twice a month. I walk around the area, looking for families, so I can find out what problems they have.”* This sort of outreach is critical to the success of community health programmes.

Housing and sanitation

It is estimated that 1.1 billion people, 15% of the global population, still have no sanitation facilities. Due to rapid urbanisation and demographic growth, the number of urban residents living in informal settlements, estimated at 863 million, continues to grow.¹⁴ A research participant from Haiti described the hazardous environment of his neighbourhood: *“There is rubbish and refuse everywhere. We lack toilets. Water is contaminated,*

14. UN MDG Report, 2013, p. 49-50.

and the children bathe in this water. They are often sick, have influenza, skin infections, diarrhoea.”

Participants in the seminar in Mauritius stated that *“housing is a fundamental right that must be the state’s responsibility”* and observed that at present *“social housing is often built using low-cost material [...]. Re-housing schemes for poor families relocate families far from everything. They should be integrated into the life of villages and towns.”* At the same time, they are adamant that housing alone is insufficient: *“All human rights must be implemented”* to enable the full and effective inclusion of people living in poverty. For instance, after losing their houses, impoverished families planned to relocate to an unused piece of land nearby but they were opposed by the current inhabitants of the village. Discrimination against people living in poverty may be exerted by people in the community, not only by people in a position of authority.

Like participants from Mauritius, those from Belgium also emphasised how bad housing conditions jeopardize family unity: *“We risk having our kids taken into care if we live in a hovel.”* Participants from Poland said that in their country the amount of affordable housing available for rent is very limited: *“There is no offer of cheap housing. Shipping containers are used as social housing.”* Some of them have to spend 80% of their income on housing and maintenance costs. Facing such a financial burden whilst they have unstable jobs under insecure employment contracts, they were constantly at risk of being unable to pay their rent, and thus in fear of becoming homeless and falling into an irreversible downwards spiral.

Good practices were mentioned, such as eco-slums in Brazil, where NGOs work with slum dwellers in fighting environmental injustice whilst finding innovative solutions for food production, rain water harvesting, agroforestry, waste water treatment, environmental education, and the production of home-made solar water heaters. These improvements are all brought about through collective work using accessible materials and mobilising human resources in the community.

Investments that fail to reach people in extreme poverty

Women finishing a professional training scheme in Mauritius stated that *“starting a small business is impossible. Help from the government doesn’t reach the poorest.”* It is

common knowledge that throughout the world, many public or private projects fail to reach people in the most extreme poverty, even when the projects are meant to fight poverty. There are many reasons for that, including graft and corruption. Yet, one of the main reasons lies in the ways investment objectives and target groups are designed.

The Millennium Declaration and the adoption of the MDGs in 2000 resulted in an increase in the amount of Official Development Assistance (ODA) by donor countries during the following years. However, the 2008 Reality of Aid Report contended that “less than 30% of all new aid money, disbursed since 2000, was actually available to poverty reduction priorities. Almost two thirds of new aid disbursed since 2000 have gone to donor foreign policy interests in Iraq, Afghanistan and Pakistan.”¹⁵

In May 2011, the World Bank Independent Evaluation Group published a report assessing the ability of its private sector lending arm, the International Finance Corporation (IFC), to reach the most vulnerable groups through its projects and investments. The evaluation made it clear that the primary focus of IFC during ten years of activity (2000 – 2010) was the pace of economic growth, rather than a pattern of growth that could have supported the most vulnerable: only “13% of the projects had objectives with an explicit focus on poor people.” The rate is even lower for advisory services.¹⁶

At a time when ODA is declining, governments and donors are searching for new partnerships with the private sector and civil society. National development plans focusing on reducing inequalities and eradicating extreme poverty are needed. They should be guided by multi-stakeholder dialogues in which civil society organisations are full participants, including trade unions and people living in poverty.¹⁷

Private and public funding should be invested to create decent jobs while meeting people’s essential needs, which in fact is among states’ obligations under human rights treaties. Providing legal identities, good quality education and healthcare services, social housing, drinking water and sanitation for all could help create millions of decent jobs. Support given to small agricultural producers and workers in the informal economy, who make up the largest group of people living in poverty, would at the same time increase food security and stimulate economic

15. *Reality of Aid Report, 2008*, p. 206, downloadable at: <http://www.realityofaid.org>. It is a biennial report on aid and development cooperation issues written by authors from NGOs worldwide, whose research draws on knowledge and expertise from aid agencies, academia, community-based organisations and governments.

16. World Bank Independent Evaluation Group, *Assessing IFC’s Poverty Focus and Results*; 13 May 2011. Downloadable at World Bank website.

17. See the OECD Principles for Public Governance of Public-Private Partnerships, and other recommendations in the Reality of Aid 2012 Report, downloadable at: <http://www.realityofaid.org>.

development. The social and solidarity economy (social enterprises, cooperatives, women's self-help groups, fair-trade networks, alternative finance systems, etc.) should be supported and expanded. Labour laws must be implemented and improved and the number of labour protection inspectors increased. Street vendors must be given appropriate places for their trade, without being constantly harassed by police. Appropriate procedures should be established in every country so that professional skills gained on the job can be officially recognised.

There is growing awareness in western and in emerging countries that, in order to avoid catastrophic climate change, a socio-economic transition is much needed, moving from an agricultural and industrial model based upon the depletion of natural resources to a more earth-friendly model. This will require a complete transformation of the dominant economic model. Activities that seriously damage the environment and public health are expected to be down-sized, which will force many workers to change jobs. This ecological transition could be key to tackling unemployment, if it places human well-being at its core. Public and private funding should support this transition, and create millions of decent jobs through measures to improve energy efficiency, public transportation, renewable power production, waste management and recycling etc. In this foreseeable transformation, workers without qualification will run a still higher risk of being sidelined without investment in improved and expanded education, work and training programmes that leave no one behind.

Gender equality

Gender equality is the main objective of MDG 3 —“Promote gender equality and empower women”— and is embedded in other MDGs as well. It has significant implications for nearly every issue addressed in this report. In addition, it was chosen by ATD Fourth World members in Bolivia to be addressed in depth over several years, and later at the La Paz seminar, which brought together participants from five Caribbean and Latin American countries.

The principle of gender equality is enshrined in the Bolivian constitution, and thus there is a legal basis for action. However, women still endure gender-based discrimination even though the situation is improving. They start working at an early age

to support the household, which affects their availability for schooling. They suffer poor treatment in schools, in the street and at work, especially as domestic workers, and some may suffer hidden violence at home. Many women expressed their desire to meet with others in order to overcome fear and to learn about their rights. This way, they would gain self-confidence and dare voice their concerns and defend themselves.

The lack of communication within families was also identified as preventing gender equality, since boys and men are educated not to voice their feelings and to always appear to be “strong.” This can sometimes result in frustrations and anger being expressed through violence. A participant in the La Paz seminar noted that the analysis they brought to this question suggests that ‘empowerment of women’ is a too simplistic and narrow goal: “[...] *The group gave thoughtful consideration to the tragedy of domestic violence. One woman summed up their conclusions by speaking about the enormous stress of living in extreme poverty. She said, ‘We all have these feelings of despair and anger. But as girls and women, when life is too hard, we can cry sometimes. Our sons cannot. We teach them not to express their feelings by crying. So what can they do with their despair? As they grow up, some of them may turn to drink when they are very upset. And as they drink, some of them may become violent. How can we give our sons the chance to express their feelings in other ways?’ Another person listening to this wondered, ‘Is she just giving an excuse for violence against women?’ But to me the most important part of what she said had nothing to do with excusing anyone’s act of violence. It is an approach for preventing violence that I had never heard said in that way before.*”¹⁸

Children of both genders should be empowered to express their positive and negative feelings in appropriate ways. A good way to encourage change is to promote more communication and dialogue between parents, who will then display a new model of behaviour to their children. The media can play an important part in this domain. In the seminar in La Paz, a participant said that “*education in school should fight sexist prejudices and help prevent domestic violence against women,*” to which a participant from Brazil added: “*This should start from childhood, between brothers and sisters, for equal rights between men and women to become reality.*”

18. Diana Skelton, “From ‘Empowerment of Women’ to People-Centered Development,” *Together in Dignity* collective blog, 21 November 2013.

Also in the La Paz seminar, participants noted: *“In many places, no birth certificate will be given if the birth does not take place in a maternity ward. But many women living in extreme poverty dread entering hospitals and clinics where they are spoken to with stunning disrespect. At the same time, when fathers try to accompany the mothers into a maternity ward, they are often told, ‘The room is too small; you should wait outside.’”* Male and female participants insisted that it is important for the father to be present at childbirth, because he can see the pain his wife goes through, support her during this time and afterwards, and become more involved in family life and in his children’s education.

The same participant who understood a new approach to preventing domestic violence continued: *“Mothers in these situations ask that their male partners be empowered and allowed to stay with them. They point out not only that fathers can defend them from being treated badly in the hospital, but that a father who has the chance to be present for his baby’s birth will be given strength and inspiration for the challenges ahead in protecting and providing for the family. [...] While gender inequality exists in both rich and low-income communities, we must recognise that the crushing realities of extreme poverty have been created not by poor men, but by the economic oppression and discrimination of society as a whole. Women living in extreme poverty often remind us of the ways these realities affect their brothers and sons, as well as their sisters and daughters. While gender affects many aspects of life, they tell us that fighting poverty is not a zero-sum game where empowering women will be enough to effect change. What they call for is empowerment for their whole families: in maternity wards; in access to schools where both girls and boys deserve teachers who respect them and believe in their hidden potential; or in the labour market where both women and men need to be protected from exploitation as much as they need equality.”¹⁹*

The contribution of migrants

Migration did not feature prominently in the original framework of the MDGs. Early Millennium Project Interim Reports briefly mentioned migration, mainly for its potentially negative impact on development. ATD Fourth World’s participatory research called attention to some aspects of international migration.

19. *Ibid.*

Participants highlighted the efforts made by nationals and migrants —often from very different countries and cultures— to try to live together in peace. This can sometimes be difficult because of competition between migrants and nationals to access housing and employment, as well as the challenge to overcome cultural differences. Research participants also denounced inadequate and unfair immigration and asylum policies. For instance, in some European Union countries, asylum seekers are retained in detention centres while their applications are being examined, sometimes over several years. They are deprived of freedom of movement during this time. Furthermore, the deplorable living conditions in the detention centres are in blatant violation of human dignity and the well-being of migrants.

Among the participants in the seminar in Brussels, 20-22 January 2013, were African refugees seeking asylum in Belgium. They brought to the fore the fact that more than 90% of the undocumented migrants who did not obtain visas in Belgium are university graduates in their home countries: *“Leaving these skills, these talents unemployed and aimlessly wandering on European streets is a foolish waste of human potential. In other words, European authorities should urgently think of reinvesting in them; otherwise we will have to speak of sustainable development that leaves behind asylum seekers and illegal migrants.”*²⁰

It is increasingly recognised that a global partnership for development needs to take into account the need to liberalise the movement of people and the importance of transferring skills and knowledge between countries of destination and origin.²¹ Countries are studying approaches that allow well-managed legal migration, for example, in the form of circular migration and mobility partnerships. Such cooperation is also aimed at ensuring the orderly return and resettlement of migrants based on an agreement between countries of destination and origin of migrants.

The rights of refugees and displaced people, as set out in the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families²² should be implemented and upheld. More than a billion people rely on international and domestic migration to improve the income, health and education of their family, to escape poverty and conflict, and to adapt to environmental and economic shocks. The post-2015 agenda should include clear

20. Contribution to the seminar organised by ATD Fourth World in Brussels, 22 January 2013.

21. International Organization for Migration (IOM), Research Series No. 20 http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/serial_publications/mrs20.pdf

22. See text of the Convention in <http://www2.ohchr.org/english/bodies/cmw/cmw.htm>.

benchmarks for governments in terms of the fair treatment of refugees that comply with human rights norms.

Governments have adopted many texts clarifying the rights that should be enjoyed by all people. The UN Guiding Principles on Extreme Poverty and Human Rights set forth recommendations for action that are specifically relevant to people living in extreme poverty, and cover all of the fields broached in this chapter: the right to work and rights at work, the right to social protection, the right to an adequate standard of living, the right to adequate food and nutrition, rights to water and sanitation, the right to adequate housing, security of tenure and prohibition of forced eviction, etc. Based on widespread consultation with governments, human rights experts, and civil society, including people living in extreme poverty, these Guiding Principles are proof that workable approaches exist.

V. EDUCATION AND TRAINING FOR ALL, BASED ON COOPERATION AMONG STUDENTS, TEACHERS, PARENTS AND COMMUNITIES

Mixed results on education-related targets

Achievements related to the MDGs and the Education for All (EFA) goals set in Dakar, Senegal, in 2000 have shown a mixed picture, according to official progress reports. While the number of primary-school-age children out of school fell from 108 million to 61 million between 1999 and 2004, this progress has stagnated at around 60 million since then. Globally, the goal closest to being achieved in 2015 is gender parity (MDG Goal 3 - Target 3A and EFA Goal 5), although 17 countries still have fewer than nine girls for every 10 boys in primary school.¹

Progress towards early childhood care and education (EFA Goal 1) has been very slow, despite its indisputable importance for early child development and preparation for primary school. More than half the world's children do not receive pre-primary education because the majority of pre-schools cost too much for those who need them the most and because pre-schools are non-existent in many of the most deprived areas. The drive to get more children into school is losing momentum. On current trends, the goal of universal primary education (MDG Goal 2 - Target 2A and EFA Goal 2) by 2015 will not be reached, according to the 2012 EFA Global Monitoring Report, *Youth and skills: Putting education to work*.²

Although enrolment rates for primary school have increased, the quality of education has not improved (EFA Goal 6). Of the 650 million children of primary school age, 40% fail to attain minimum learning skills or leave school before reaching the fourth grade. One fifth of those categorised as “youth” —200 million young people aged 15 to 24— do not complete secondary school and lack necessary life skills (EFA Goal 3). Children from marginalised households are more likely to enter late and

1. UNESCO Institute of Statistics (UIS) Gender Parity Index, <http://www.uis.unesco.org>.

2. EFA Global Monitoring Report 2012, p.38-135, <http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/efareport/reports/2012-skills>.

to drop out early, whether they live in low-income or middle-income countries.³ They tend to be from poor and rural households, and to have significantly lower primary attendance rates. As for adult illiteracy, the world will miss the target of halving it between 1990 and 2015 (EFA Goal 4), as 775 million adults still could not read or write in 2010.

Education from the perspective of people living in extreme poverty

ATD Fourth World's participative research project highlighted the multiple and overlapping obstacles that pose a challenge to the education of children very impoverished families. Inadequate housing, precarious jobs, irregular income, poor health and lack of identity documents combine to put education in jeopardy.

Typical of these multiple obstacles is the situation of families in informal settlements, who live in constant fear of being evicted. The evictions rarely take place at times that allow the children to finish the school year. If ever relocation is proposed, the designated sites are generally very far outside the city. Parents have to struggle to find jobs and make a living in the new setting, and to find schools willing to enrol their children. All this makes learning and school attendance even more challenging, especially when the children are adjusting to a new environment, finding ways of being accepted by new classmates and making new friends.

The majority of families in situations of extreme poverty attach high value to education. *"When you ask parents what they want for their children—even in war zones and disaster areas—they seek the same thing first: education. Parents want their children in school."*⁴ Struggling against all odds to send their children to school, they contribute to the achievement of the MDGs to which both states and the international community are committed.

The efforts of families in extreme poverty to ensure that their children have education and learning opportunities are rarely noticed, recognised and supported. A mother from Bolivia said: *"My children need books and school supplies. I go out to sell fruit juice in order to buy these supplies. When I come home, my children ask me, 'Did you sell anything?' If I've managed to sell, they give me a hug. I show them affection too.*

3. UIS Global Education Digest, *Opportunities Lost: The Impact of Grade Repetition and Early School Leaving*, p.9-57, <http://www.uis.unesco.org/Education/Pages/global-education-digest.aspx>.

4. UN Secretary-General Ban Ki-moon in *Global Education First Initiative (GEFI)*, underscoring the key role of education in the achievement of the MDGs. See GEFI brochure p.2, <http://www.globaleducationfirst.org>

I tell them that they have to study, and that I go out to sell for that reason. 'We won't lack food or anything, so study well.'" A grandmother from the Philippines said: *"I'm concerned about the future of our grandchildren when we, the grandparents, will be gone. I want to give guidance to the children, who are sometimes scorned at school. It isn't easy for a child to express herself or to study hard due to the mockery of a classmate or even of the teacher, because of where you live. Even though we live in the cemetery, we have the same dreams as everyone else of becoming a teacher, doctor, lawyer, etc."*

Box 3: "To go school, we filled up our stomachs with our parents' courage"

I come from a family of four children. Our father and mother cannot see. I wouldn't say that my dad's occupation was begging, but he did beg. Every morning, he'd leave the house with us. He went to his place on the bridge and we headed to our school. At noon, he came to the school, gave us something to eat for lunch and took off again. At school, I was valued by the teacher. When I came home having learned something new, I couldn't wait to tell my mom. It was she who taught me how to count [...]. We often had nothing to eat, but nonetheless, we went to school. We filled up our stomach with our parents' courage. It would have been impossible otherwise. Their efforts and encouragement helped me persevere in primary school and get my certificate. Thanks to a scholarship, I went to high school and learned sewing, and I obtained a professional qualification.

*Fatimata K., at the seminar "The poorest people are partners in education truly for everyone,"
Burkina Faso, 25 February-1 March 2013*

Parents in one neighbourhood in Haiti help one another to take their children to and from school. This solidarity has been maintained despite hardship, especially after the earthquake in 2010. Young people are also involved: *"We young people have organised an activity to support children after school. We've opened a space where they can come with exercise books and do their homework. We have them repeat their lessons. We have*

them read and write. This has brought good results: even if not all the children passed their exam, quite a few did."

The following key issues and challenges were highlighted by the participatory action-research project.

Overcoming barriers to equitable access to learning

Discrimination and stigmatisation of disadvantaged students and their parents

In different research seminars,⁵ participants shared similar experiences of children and their families being blamed for their condition and discriminated against by teachers, school officials and other parents. Children from low-income backgrounds are subject to bullying by school mates, which weakens their self-esteem. A young girl from the Philippines observed: *"My classmates hid my pencils and laughed at me because I'm not able to read. They shouldn't tease me. They should teach me how to read, instead!"* Participants from France reported that discrimination and bullying at school also occur in their country.

Low expectations for children from a background of poverty make them less confident that they will be able to learn. Parents from Mauritius explained: *"Children don't dare say what they have to say because the teachers judge them, even though they have the capacity to learn and make an effort. Teachers often say to the children, 'You're a donkey, you don't understand anything. What do you come to school for, to warm the benches?' We think teachers should have compassion for the children and ensure they learn at school."* A participant from Senegal looked back at his experience: *"It was very tough when I was a schoolboy. The teacher told me: 'Your mum can't even afford a bag for you!' And the other pupils laughed and made fun of me. I was just a child. I felt so ashamed and often got angry. That's the start of violence."* Participants at the La Paz seminar quoted similar unfair treatments based on school performance: *"They ask only the best students to read aloud, to raise the flag or to dance. Those a bit lower don't get the teachers' attention, are not taught well, and feel bad. I tell the teachers that they should get the weaker students to participate, they should lift them up, treat the students equally."*

5. Seminars in Thabor, Mauritius, 1-4 October 2012; La Paz, Bolivia, 2-9 December 2012; and Ouagadougou, Burkina Faso, 25 February-1 March 2013.

Parents felt humiliated because they were not taken seriously when they enquired about the children's schooling, or not listened to when they reported mistreatment of their children. A mother from Bolivia was scorned by the director and superintendent of the school: *"Your son will be the same as his drunken father! Why don't you find him a woman and marry him off?"* The mother added, *"My son left for Brazil to work and has never returned."*

Complaint mechanisms to address such issues are not well known and accessible to students and parents. In a number of cases, project participants who dared to go see teachers regarding their children were even asked to keep silent or were threatened with negative consequences on their child's report card.

Conflict of values between education systems and low-income communities

A key barrier to learning was highlighted by participants in the West African regional research seminar held in Burkina Faso in February 2013. One participant explained: *"In May, I take my children out of school to help on the farm. I do it because we must be able to eat in order to send the children to school the following year."* A lack of mutual understanding can lead to a conflict between acquiring an education and meeting the more immediate needs of families living in extreme poverty.

The barriers posed by the disconnection between education systems and the realities of people living in poverty go beyond problems of school schedules and other practical issues. Populations whose lifestyles are based around small-scale agriculture and traditional ideals of community solidarity find little place for their values in an education system that appreciates modernity, individual success and urban living. Many participants felt that there was a damaging division between the day-to-day realities of their family and community life and the education provided by the school. One of them described the negative impact that this disjuncture can have on the way formal education is viewed in communities: *"If success means working in an office or going into politics, I can say that amongst the poor, there are not many who succeed. This is the reason why many poor families are discouraged from supporting their child at school."* In addition, other participants felt

that formal education systems saw nothing of value in their traditional lifestyles and that these negative judgements were passed on to their children. This often left children and young people feeling alienated and detached from their communities, but unable to progress into secondary education because of the other barriers listed in this chapter.

Hidden costs of “free education”

Education is meant to be free, but families have to buy uniforms, pay registration fees, purchase school supplies and make various contributions to the school’s maintenance. Textbooks are expensive and often change editions, making it impossible to buy them second-hand. A mother from Peru said: *“The parents’ association or the school board always asks us to pay for photocopies of files and other materials. The children also have to bring supplies and wear uniforms; otherwise they can’t enter the school.”* A research participant in Haiti recounted: *“When I was in school in the countryside, my mother couldn’t find money to buy school materials. I was sent home every time I didn’t have the required book. In the end, I left school without learning anything. When we arrived in Port-au-Prince, I was enrolled again, but I couldn’t attend for the same reasons as before.”*

A father from Belgium observed that indirect costs of education are a key issue in countries of the North as well: *“Not being able to face these extra expenses makes children and parents feel ashamed, and sometimes the parents invent excuses [to hide] not being able to pay for certain things.”* These indirect costs create a heavy financial burden on families in poverty, when they already have to pay the school cafeteria or give money to each child to buy lunch and pay for transportation. The Guiding Principles on Extreme Poverty and Human Rights call on states to ensure that primary education is truly free,⁶ considering that the right to education is at risk when these direct and indirect costs of education become prohibitive for people living in poverty.

Lack of legal identity documents

Without birth certificates, children cannot enrol in school or take entrance or final examinations. People living in extreme poverty face difficulties in registering their children when they do not give birth at a hospital, and have to obtain their birth certificates later on. The paperwork is expensive

6. *Guiding Principles on Extreme Poverty and Human Rights*, paragraph 58.

because, in addition to the fees, procedures often require that people return to their village or town of birth and apply for the documents there. Sometimes they must also pay for witnesses to travel with them to vouch for the date of birth. A research participant from Burkina Faso said: *“It took me months to get my birth certificate. Without it, I can’t work; I can’t even move. I’m scared.”* Participants from Madagascar powerfully expressed the importance of this: *“Your birth certificate is the first diploma in life.”*

Growing tendency to privatise education and to weaken public schools

In many countries, investments in education are insufficient in rural and indigenous areas or marginalised areas of cities. School infrastructures are inadequate and there are too many students per class. In some places, teachers do not follow the schedules and fail to appear in class every day. *“The quality of high school education is low because teacher training is inadequate; they are also not given opportunities to update their knowledge. Low pay and frustrating working conditions de-motivate the student teachers and turn away those interested in the profession.”* This view from parents participating in the research in Haiti reflects assessments made by project participants in other countries.

Research participants noticed that privatisation of education is rampant and often parallels a decline in public education. When state and local governments fail to provide adequate funding and staffing to fulfil the public school remit, parents are proposed private tuition or tutorial schools to help boost their children’s chances of success. As learning conditions in public schools are not optimal, private schools or tutoring are presented as the solution. A mother from Bolivia testified: *“Poor mothers prefer doing without new clothes or giving up home repairs to be able to send their children to private schools. They see that in public schools, the staff is being laid off, teachers and students arrive late and there is no supervision.”*

People who cannot afford private schooling are excluded from quality education —a serious case of unequal rights. The trend contributes to entrenching the idea that education is a commodity, compromising the efforts towards equity in education deployed by the international community, national governments and civil society.

Improving learning outcomes and achieving quality education for all

Early childhood care and pre-school education (ECCE) is a key issue that merits special attention. It is essential to the emotional, linguistic and cognitive development of children, and to preparing them to enter school ready to learn. And yet, children from the most disadvantaged backgrounds are the least able to attend these programmes, especially because of costs. Research participants stressed that education systems should prioritise early childhood development and see to it that programmes are accessible to the children most in need.

The issue of ECCE is fundamentally linked to respecting the integrity of families living in poverty. Parents want early childhood care and pre-school education services that include them and protect their families. Participants in the research project from France and Belgium particularly stressed the damaging effect that the over-zealous separation of children from their parents can have on early childhood development. The provision of inclusive ECCE programmes that respect the important role parents have to play is one way of keeping families together. Such programmes should not only focus on formal education, but also address children's social skills and their psychological well-being. Staff should also work with their parents to address issues facing the whole family, such as lack of decent housing or healthcare.

School drop-out rate is another major concern for parents. Apart from the lack of income mentioned in previous chapters, a key reason why young people leave school is that they see that many others who finish their studies remain without work. A father from Haiti explained, *"This was de-motivating for the youth, who said to themselves: 'School hasn't gotten them anywhere. What's the point of wasting my time at school?'"* Families are adamant that vocational training should be part of school programmes, preparing their children to find a job later on. Failing that, children should be able to go on learning a trade after finishing high-school. One research participant in Burkina Faso explained that school curricula do not necessarily match job opportunities and the country's needs: *"Children who go to school don't want to farm the land any longer, but there aren't enough offices to give everybody a job. So what are we going to do?"*

In other words, research participants expect education systems to take responsibility for equipping children and youth with a balanced mix of academic knowledge, life skills and vocational competences that will allow them to make a living in today's rapidly changing world. This expectation from the ground up concurs with the outcomes of two consultations on education co-organised regionally by UNESCO and UNICEF in Africa and Asia-Pacific.⁷ These forums called for a shift of focus from access to education to *equitable learning*, which goes beyond literacy and numeracy to “include cognitive and non-cognitive skills, psychosocial skills and critical thinking” that are helpful in the transition from school to work in a globalising world.

The language of instruction was discussed during the action-research in countries in which two or more languages are spoken. At the seminars in Mauritius and Bolivia, families from low-income backgrounds voiced their concerns on this issue. A parent from Bolivia said: “If our children are taught to read and write only in Quechua or Aymara, and never learn Spanish, this will marginalise them even more.” The fact is that throughout successive changes of language policies in education over the last decades in the countries concerned, the debates about the choice of language of instruction have not involved all segments of society, let alone people and families in situations of poverty. Furthermore, education experts and policy-makers have not explained the complex issue to the public—even if only to clarify concepts such as minority and majority languages, official and national languages, first language and mother tongue, language of instruction, etc.— so that parents could have an informed understanding of the issue.

It is understandable and well founded to fear that being taught only in one's mother tongue without learning a good command of a country's dominant language would restrict one's opportunities for employment and social mobility. UNESCO felt the matter serious enough to merit a report clarifying its position in the debate. It published guidelines and principles⁸ to set out the distinct importance of: mother tongue instruction at the beginning of formal education; multilingual education to preserve cultural identities and promote mobility and dialogue; and foreign language learning as part of an inter-cultural education aiming at the promotion

7. Consultations on Education in Addis-Ababa, Ethiopia, 28 February, and Bangkok, Thailand, 28 February.-1 March 2013.

8. UNESCO, *Education in a multilingual world*, Paris: UNESCO, 35 pages, 2003. English, Arabic, Chinese, French, Spanish, Indonesian, Khmer, Lao and Vietnamese language versions: <http://unesdoc.unesco.org/imag-es/0012/001297/129728e.pdf>

of understanding among communities and among nations. As a way to address the concerns raised by parents, national and local education authorities would do better to ensure that any mother tongue policy put in place is inclusive and does not discriminate against children from disadvantaged backgrounds. Some countries face real difficulties in providing schooling in each mother tongue owing to the multiplicity of languages. However, to the greatest extent possible, they must resolve challenges by, for example: developing appropriate terminology for education purposes (e.g. technical subjects, mathematics, etc.) in the mother tongues; producing educational materials in said languages; and providing appropriate training to teachers.

Families living in poverty concluded that they needed more time and information to understand in detail the question of education in mother tongues and its implications, before determining their position and contributing further on this issue.

Fostering a learning environment based on partnership and cooperation

Education is a critical formative process that should impart a sense of solidarity and cooperation that would allow children to develop into the peace builders of tomorrow. Participants in the action-research consistently observed and deplored the way that schools often exacerbate already existing competitiveness between students, fuelling attitudes of discrimination and exclusion.

At the La Paz seminar, research participants from Bolivia, Guatemala and Peru offered a definition of “the educational community” that includes teachers, students and parents, based on the premise that parents are partners in children’s educational outcomes. Regrettably, the latter’s involvement is in reality reduced to mere reception of information, especially for the most impoverished families who have limited opportunities to participate in the discussions. When they do dare to speak, their ideas are not taken into consideration. Participants at the seminar in Mauritius likewise emphasised the importance of developing a cooperative approach to education, in which students, parents and teachers collaborate for the success of the school programme.

On the other hand, at the seminar in Ouagadougou, participants made it a point to acknowledge that education professionals in Burkina Faso have the attitude that “*school matters to the whole community, and the community matters to the whole school,*” even though this vision is often difficult to implement. However, “*as a result of a continuous dialogue between the family, the community and the school,*” they share the view that the criterion for success is that no one be left behind. Such an educational success “*reflects fundamental values including human dignity, the sense of humility, mutual respect and solidarity, and being aware of one’s worth and usefulness to one’s family, the community and society as a whole.*”⁹

Examples of good practice aimed at achieving education and training for all

Involving the community and countering the tendency towards the privatisation of education

Around the world, many individual initiatives are trying to build closer links between communities and the schools serving them, whilst counteracting the privatisation of education. One example is the *Keur Fatou Kaba* school, a correspondent to the Forum on Overcoming Extreme Poverty. Located in Guediawaye, a suburb of Dakar, Senegal, the project started in 1997 as a pre-school that welcomed young children, allowing their mothers to work and earn the family’s living. Without external resources, it has relied solely on local solidarity and the commitments of its directors and teachers. In 2002, it developed into a school named *Keur Fatou Kaba*. The school has received no financial support from the state, but it is accredited by the national education system and counts in the national statistics.¹⁰

Progress against the hidden costs of education

In Guatemala, as a result of an action by a coalition of ATD Fourth World members, other NGOs and well-known public figures, the new President signed in September 2008 a decree declaring free education, prohibiting state schools from charging extra-curricular fees to parents and removing the obligation for pupils to wear school uniforms. Both of these factors had been parts of the hidden cost of schooling in Guatemala, preventing children from impoverished families from finishing

9. ATD Fourth World seminar in Ouagadougou, Burkina Faso, 25 February–1 March 2013

10. For more about this project, see: <http://fatoukaba.org/>

their education. The contribution made by people living in poverty was very important in building the coalition's position and persuading policy-makers of the need for this legislation.

Including the family in early childhood care and pre-school education

In Grande Ravine, Port-au-Prince, Haiti, the *Bébés bienvenus* (“Welcome Babies”) programme has been run by ATD Fourth World, in partnership with other local organisations, since 2000. This centre for development and well-being is aimed at infants from birth to age three. The programme teaches social, language and other cognitive skills. ATD Fourth World members also run a pre-school that takes children up to the age of 6. Both of these ECCE programmes pay particular attention to making sure that parents and other family members can fully participate in them. This includes monthly meetings with parents, participation in a parents' committee, visits by teachers to children's families at the end of the school day, and the participation of parents and other family members in facilitating *Bébés bienvenus* sessions. Both programmes have also found ways of breaking down common barriers facing families living in poverty, by working with local partners to assure access to affordable health care, helping parents to acquire identity papers for their children and ensuring that pupils finishing the pre-school programme are registered in a local primary school.

VI. ADDRESSING DISCRIMINATION AND FOSTERING PARTNERSHIP WITH PEOPLE LIVING IN POVERTY

The High Level Panel on the Post-2015 Agenda contended that, if we are to build a world that would end extreme poverty and promote sustainable development, *“business-as-usual is not an option.”*¹ Governments at all levels, multilateral institutions, businesses and civil society organisations should set a new course and commit *“to leave no one behind, [...] to transform their thinking and their practice, to solve current problems with new ways of working.”*² The goals to end extreme poverty and promote sustainable development are achievable by building concretely, at all levels, the partnerships for which people living in extreme poverty are calling for. Since they suffer the most from stigmatisation and discrimination, and cultural, economical and political exclusion, they are in the best position to point out the nature and depth of the changes that are needed. The best way to change the rules of the game is to bring to the table those who have been excluded from the game for a long time.

Stigmatisation was a recurrent theme during the action-research project. As discussed in Chapter 1, the stigmatisation of people living in extreme poverty increases the intensity and persistence of their impoverishment. However, the MDGs fail to address this underlying cause. Indeed, with a target only to halve extreme poverty by 2015, they have made it easier to leave stigmatised groups behind.

Fighting discrimination: three main ways

The Guiding Principles on Extreme Poverty and Human Rights adopted by the United Nations identify three main ways to fight discrimination: through modifying laws and

1. HLP Report, A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development, May 2013, p. 8. See http://www.un.org/sg/management/pdf/HLP_P2015_Report.pdf

2. *Ibid.*, p. 1.

regulations, through changing socio-cultural patterns, and through taking positive measures in key areas.³

A first channel is to modify laws and regulations to ensure the equal protection under the law of people experiencing poverty. At the New York seminar in June 2013, participants from France spoke forcefully about discrimination: *“France is a country where there are a lot of rights: the right to a minimum wage, to housing, to education etc. But the laws that enable us to exercise these rights are not always applied. [...] The discrimination or humiliation that weighs down on the poor keeps us in poverty. If you live in an underprivileged neighbourhood, it is hard to find a job. If you live on the streets, it is nearly impossible to find a job. Employers discriminate against you on the basis of where you live. [...] We are told: ‘If you suffer from discrimination, you must make a complaint.’ Our experience is that it is impossible to make a complaint for discrimination on the grounds of poverty. If you are insulted or abused in the street because you are black, Jewish or disabled, you can make a complaint because there is a law that exists, and the police will listen to you. But if you are insulted and abused in the streets because you are begging, you cannot make a complaint because there is no law against that. People’s opinions of the poor are so harsh that in our countries extreme poverty hides itself.”*

Listing ways to fight discrimination, they said: *“We would like French law to recognise discrimination on the grounds of poverty. [...] We should educate children not to discriminate.”* Collective action must be taken to defend individuals or families whose fundamental rights are violated. For example, in contrast to current French laws on discrimination, Canadian law states that people who deliberately discriminate against others because of their social origin can be taken to court.

Secondly, states and other actors must take all appropriate measures to modify socio-cultural patterns, with a view to eliminating prejudices and stereotypes. Discrimination is often ignored or denied by public opinion. Stereotypes must be named and deconstructed. In order to counter discrimination against people experiencing poverty, educational and training programmes must be put in place, not only at school, but also for public officials, the media and all professionals working with impoverished communities and individuals. People experiencing poverty must be empowered to resist and denounce the stereotypes that harm them.

3. Magdalena Sepúlveda Carmona, *Final Draft of the Guiding Principles on Extreme Poverty and Human Rights*, Human Rights Council, 18 July 2012, A/HRC/21/39, paragraphs 18 to 22.

As a third channel, positive measures must be taken in sensitive areas such as employment, education, housing and health to ensure the equal treatment of persons living in poverty or extreme poverty. In France, ATD Fourth World is currently running an advocacy campaign that involves long-lasting actions in these three fields with many other partners, including trade unions and other civil society organisations.⁴

For effective and sustainable development, more participation is required

Most countries are faced with a significant loss of trust in governments and institutions. It is not simply the nature of policies themselves, or their outcomes, that determine levels of trust. Equally important is the way policies are designed and implemented, and the levels of compliance with broader principles of behaviour such as integrity, fairness, reliability and inclusiveness. More participation is needed to build more cohesive societies and more effective development projects.

Former president of the World Bank Group, Robert B. Zoellick, stated in 2011 that, according to a recent review of the Bank's Fund, *"projects performed better when Civil Society Organisations (CSOs) were involved. Outside studies have shown that when CSOs participate in the design, monitoring, evaluation and management of public services, budgets are better used, services are more responsive, and there is less corruption."*⁵

In her report on the right to participation of people living in poverty, the UN Special Rapporteur Magdalena Sepúlveda insisted: *"Participation is not merely a means to an end (e.g. poverty reduction). [...] It is a fundamental right to which individuals are inherently entitled by virtue of their humanity. [...] Participation provides an opportunity for people living in poverty to be active agents of their own destiny; thus, it is fundamentally important to reclaiming dignity."*⁶

During the Mauritius seminar, research participants drafted the following recommendations on participation, based on their experience:

Participation is a right, in the context of freedom of expression where people do not fear reprisals. A pre-condition for participation is an interactive information campaign where the authorities

4. ATD Fourth World's Research Institute and its French national team, and the Inter Service Migrants - Centre d'Observation et de Recherche sur l'Urbain et ses Mutations, *Discrimination et pauvreté: livre blanc*, October 2013.

5. Robert B. Zoellick, *The Middle East and North Africa: A new social contract for development*, Peterson Institute for International Economics, April 6, 2011, p. 9.

6. UN Human Rights Council, *Report of the Special Rapporteur on Extreme Poverty and Human Rights, A/HRC/23/36*, March 2013, p. 6.

and promoters explain their intentions before any project is accepted. There are necessary conditions and procedures:

Time is important. It is essential to take time before, during and after the project to ensure genuine participation, and not simple consultation.

- *From the outset, the project should involve people living in extreme poverty in the decision-making process —design, implementation and evaluation.*
- *The project must be designed with people living in extreme poverty, not for them. The project must not be created without them.*
- *People living in extreme poverty must be guarantors of the project. The NGO's role is to support the successful realisation of the project, to help get people together and unite them around a position based on the strengths of their community, without judgement, without trying to control or exclude them.*
- *Relevant individuals (NGO representatives, professionals and local residents) should be assigned the role of implementing this participation, building up trust with those most concerned and making their expectations known.*
- *Low-income people must choose their representatives. The representatives must report back and take everyone's opinion into consideration.*
- *Regular evaluations are necessary with all interested parties: families, civil society and authorities, in order to ensure that no one is left behind, that deadlines are met and objectives are achieved, especially in terms of the impact on the community.*

These recommendations were complemented by people from 10 other countries attending the international seminar in Pierrelaye, France, in January 2013. Regarding the role of the state, participants insisted that “*people have the right to participate in all decisions that affect their lives. The State must protect these rights through an appropriate legal framework. People living in poverty should have access to all the information they need about the project, in the language most familiar to them. It is necessary to create national councils against poverty and exclusion.*” One participant suggested that these national councils should not be linked to ministries of social affairs, but to the office of the Prime Minister (or its nearest equivalent), since poverty is multidimensional and requires action in education, housing,

employment, health, social protection and a host of other government departments.

Regarding the role of NGOs and of representatives for people living in extreme poverty, participants agreed: *“More NGOs need to be created in which people living in poverty are full members, and which defend their rights and promote their participation. These NGOs should be close to the people and fully engaged for the long term. Representatives of people living in poverty must never speak on their own and must prepare for testimonies or negotiations beforehand with others. They must not abuse their position. A written agreement should be reached, with the consensus of everyone, in order to avoid conflicts and violence.”*

What the research participants called for is completely in line with the Guiding Principles on Extreme Poverty and Human Rights which recall that *“States must ensure the active, free, informed and meaningful participation of persons living in poverty at all stages of the design, implementation, monitoring and evaluation of decisions and policies affecting them.”*⁷

The participants’ proposals are also in line with commitments expressed in the World Summit for Social Development Programme of Action which stated: *“People living in poverty and vulnerable groups must be empowered through organisation and participation in all aspects of political, economic and social life, in particular in the planning and implementation of policies that affect them, thus enabling them to become genuine partners in development.”*⁸

Participants made detailed suggestions about the conditions required to make this effective. They insisted that a major aim of participation is to avoid violence: both violence against people in poverty on whom projects that do not meet their essential needs are often imposed, and violence within communities that can be prevented by negotiating compromises that make it possible to live together in peace. Participation is a way to build and maintain peace.

Overcoming barriers to participation at local and national levels

Previous chapters describe some of the problems faced by development projects when people living in extreme poverty have not been encouraged to participate in their design. Participants in this research were convinced they had something to bring to development projects. However, as one participant from Burkina

7. UN Human Rights Council, *The Guiding Principles on Extreme Poverty and Human Rights* (A/HRC/21/39), July 2012, p. 9.

8. World Summit for Social Development, Copenhagen, 6 - 12 March 1995, paragraph 24.

Faso noted, they were often labelled as ignorant due to social prejudice, and prevented from taking part: *“Those who say that old people are not intelligent because they haven’t been to school —those people know nothing. No one is born knowing how to write. I am just an elderly man here, and we don’t look at bits of paper before we speak. But we speak with our own intelligence.”*

Other major barriers to participation were identified. Some are practical: potential participants are spread over a very wide area, or have little time to devote to any other activity besides earning enough money to feed their families. Others pointed to illiteracy or a lack of identity papers as factors that prevent them from participating in the civil and political life of their country. One participant from Madagascar explained how internalising years of stigmatisation and discrimination could be a barrier to participation: *“Extreme poverty engenders fear, a shame in people, and doubts that stop them from expressing themselves when they should.”* Short-term projects often fail to engage with communities suffering from this level of social exclusion. Equally problematic are programmes that penalise those who fail to participate, losing community support and making people’s lives even harder.

To foster participation, people living in poverty and people in power must be empowered in different ways, but both parties must learn how to listen, and to talk, think and work together. After making recommendations in the fields of education, professional training and social protection, participants in the Madagascar seminar worked out the following recommendations to foster citizenship and civic responsibility:

We do not have sufficient knowledge of our rights that are violated. We need:

- *Education and awareness-raising on citizens’ rights and responsibilities.*
- *Better disclosure of laws on birth certificates and other relevant laws.*
- *Strengthened public services.*
- *The establishment of complaints procedures and of decentralised advisory services on how to claim our rights.*
- *Ways of demanding accountability and transparency.*
- *A shift in responsibilities to people living in poverty in the development of their living areas.*

Overcoming institutional barriers to participation

Many institutional barriers to participation must be overcome to meet this ongoing request of people living in poverty. Pascal Canfin, the French Minister for Development, stated in January 2014 that: “*It is not embedded in the state’s culture to involve the most deprived people in the design of development aid policies. We must work on that —this is for me a real concern.*”⁹ How many states throughout the world have a culture facilitating the participation of the most vulnerable people?

During a conference¹⁰ organised by ATD Fourth World in September 2012, one of the conference presentations showed how the modernisation of a fish market in East Africa, funded by a donor country, had further impoverished the poorest informal workers in the community, who had been in no way associated with the design and implementation processes.¹¹ The new layout of the market left them more excluded, without any means to make a living.

One of the conference speakers, Jean-Michel Sévérino,¹² a member of the High-Level Panel on the Post-2015 Development Agenda, pointed out some of the reasons why this occurs so often. For many years, donors have invested in large infrastructure projects—in Africa and elsewhere—with, in his words, a rather “*naive approach*” regarding their social impact and a kind of “*voluntary blindness*,” impoverishing entire population groups without seeing it. This blindness has several causes. The first one is cultural: most bilateral and multilateral development institutions are accustomed to defining their goals and desired impact in terms of averages. Reductions in poverty figures may therefore be obtained by improving the living conditions of the many, while impoverishing the poorest. This often results in increased inequality and a relegation of entire sections of the community to extreme poverty, which often goes unnoticed.

A second reason for the “*voluntary blindness*” of many large development institutions is that taking the poorest into account is more complicated and rarely a goal for projects. Performance incentives are frequently those of a bank; members of staff are rewarded for big loans, quick disbursement, fast results, and visibility. This diverts resources from the small, local civil society organisations which have the best expertise for ensuring genuine participation. Organising valid social impact assessments would require time, money, and specialised professionals who

9. Pascal Canfin, “Notre défi: inventer un développement social et soutenable,” *Revue Projet*, 9 January 2014, <http://www.revue-projet.com/articles/2014-01-canfin-notre-defi-inventer-un-developpement-social-et-soutenable/> (Excerpt translated by ATD Fourth World).

10. Workshop “Towards a development that leaves no one behind,” Pierrelaye, France, 14 September 2012.

11. A complete description of the process and its impact on those most crushed by extreme poverty can be found in the book *Des pailles dans le sable* (Straws in the Sand) by Niek Tweehuysen and Jean-Michel Defromont, Editions Quart Monde, 2011.

12. Jean-Michel Sévérino is a former Vice President of the World Bank and a former Director General of the French Agency for Development (AFD- Agence française de développement.)

are able to take the most excluded into account and enter into dialogue with them. Among consultants, very few are trained in this approach.

A third reason is that donors are reluctant to address redistribution issues that are political in origin and could go against the sovereignty of recipient countries. Sévérino concluded: *“For these many reasons, it is very complicated for these public institutions to bear the voice of the poorest in the projects that are designed [...]. There is a long way to go.”*¹³ In fact, staff in these countries are not given the right incentives for addressing extreme poverty.

Yet, former World Bank Group President Zoellick has stated: *“A modernised multilateralism needs to recognise that investments in civil society and social accountability will be as important to development [...] as investments in infrastructure, firms, factories or farms.”*¹⁴ The current World Bank Group President Jim Yong Kim states that the Bank’s *“first goal is to end extreme poverty by 2030 [...] which will require extraordinary effort [...]. The job will become tougher and tougher, because those remaining in poverty will be the hardest to reach [...]. If we are to succeed, we have to change the way we work together.”*¹⁵

A first step could be to implement the recommendations from the Mauritius seminar: in every development project, experienced individuals (professionals, NGO representatives or local residents) should be appointed by project directors to ensure participation on the ground by building links and trust with people living in poverty, and conveying their expectations to project leaders and funders. A second step, for bilateral and multilateral institutions, would be to redesign staff performance appraisals so that they reward the involvement of different stakeholders, and particularly people experiencing poverty.

Good practices in participation

Many of the participants in this action-research project were able to draw on examples of good practice in participation that they had experienced. They emphasised the necessity of taking time to get to know the community, win its trust and make sure that the project reaches its most excluded and impoverished members. This requires reaching out to people in extreme poverty. One example from the Philippines shows the commitment this requires: *“In order to start the livelihood project we had in mind, we went to all of the members of one*

13. Contribution to the conference “Towards a development that leaves no one behind,” Pierrelaye, France, 14 September 2012.

14. Robert B. Zoellick, World Bank Group President, *The Middle East and North Africa: A new social contract for development*, Peterson Institute for International Economics, 6 April 2011, p. 9.

15. Jim Yong Kim, World Bank Group President, (speech, “Within Our Grasp: A World Free of Poverty,” Washington, DC, Georgetown University, 2 April 2013).

community, house by house. Some wanted to take part, so we started with them. Others waited to see whether it was a good project and then started to join. We also went back to the ones who didn't want to join, in order to better understand their reasons for not joining, and their living situation." The team who ran the project not only took the time to talk to all those involved, but also to get to know and learn from those who did not want to participate directly.

A good consultation framework for a relocation programme was summed up by study group members during a national workshop in Manila: *"First, they should just meet with us, and announce that we can't stay here, but without imposing a project. They should give us time to think and come up with our own proposal. During this time we should contact NGOs or other citizens that we trust who can inform us about our rights, about the options, and help us organise. Then when we come together again, after a few months, we should meet in the middle, not just us having to follow: they present their project, we present ours. And we discuss them. The presence of an NGO made a difference in the past; we're sure that made us stronger."*¹⁶

In Bangladesh, where the illiteracy rate is 55% among people age 14 and older, most parents experiencing extreme poverty are convinced that education is the best way out of their situation. The NGO Mati-Bangladesh is promoting "self-defined development" in a village where 70% of the almost 300 households experience poverty or extreme poverty. To be admitted into the first-year class in public schools, children need pre-school education to pass the entry exam. After running a participatory research with the villagers, Mati-Bangladesh built in partnership with them a small community centre in the middle of the village. It serves as a meeting place, with one room for a school and another for sewing classes for village women. Every year, 40 children aged 4 to 6 attend the pre-school, in two shifts of 20. The teacher is a literate woman from the community. As the school is in the centre of the village, mothers can sit in its courtyard and see what is going on. They often discuss what they want from the school and its teacher, and perceive it as a great step forward to ensure literacy for their children.¹⁷

People who have been scorned by society and discriminated against for long periods of time need groups where they can find friendly support, and where everyone can feel free to

16. In position paper "Ensure genuine participation from families living in informal settlements during relocation processes" for the Workshop "Partners in development: Listening to the voices of families living in extreme poverty," Manila, 23 October 2013.

17. Reported by Lenen Rahaman, Executive Director, Mati-Bangladesh, during the MDG seminar in New York, 26 June 2013.

express their opinions, joys and problems. They need places where they will be encouraged to voice their concerns without being judged, where they will realise that others face the same difficulties or are even worse off. There, they can rid themselves of the shame and guilt linked to poverty and extreme poverty. They are able to gain self-confidence and pride and build a collective approach on how to resist extreme poverty and claim their rights. The process that enables them to move from shame to pride has been described and analysed in depth by people experiencing poverty, together with academics.¹⁸

A group based on these principles of trust and friendship was created in the favelas of Rio de Janeiro, Brazil, to take part in this participatory research project on the MDGs. Tatiane, a participant, expressed the following: *“At the beginning, we need to go down a path that starts in a great darkness. Some will give up, but others will stay. We may be far away in the dark, away from everything —like an indigenous village— but we all have rights. And then we go on walking and we find the light. When we meet and talk, we can be a ray of light.”* Groups with this approach often make the first step that empowers stigmatised people and gives them the strength to participate in more difficult contexts.

Political will is also vital if genuine participation is to be effective. Participants from Belgium talked about the partnerships created over a long period between anti-poverty civil society organisations and the Belgian government. Legislative assemblies and institutions provided spaces for people living in extreme poverty to speak about the conditions they faced. This helped their communities to feel recognised within the country, and also improved legislation to address poverty. Very importantly, those representing people living in extreme poverty during the process constantly fed information back to their communities, making sure that the issues that really mattered to them were being addressed, and reinforcing trust in one another.

Participation as a process of learning and regeneration for people and institutions

Genuine participation has no fixed formula or method. It takes a variety of forms, depending on the level —local, national, or international— and context in which it takes place. Whatever the circumstances, time and commitment are key.

18. Fourth World-University Research Group, *The Merging of Knowledge: People in Poverty and Academics Thinking Together*, chapter 1.

The participation of people experiencing poverty is a learning process for the individuals, the civil society organisations and the institutions who engage in it.¹⁹ Lessons drawn from experience demonstrate that institutions who agree to give space and listen to people experiencing poverty and exclusion “*seem to have found a way to regenerate some of the highest values of their profession or mission.*” They become more equitable and better able to learn as an institution. They discover their own capacity to regenerate themselves and their “*inherent, often untapped, institutional generosity.*”²⁰ By doing this, they gain legitimacy and credibility in the eyes of their constituencies and partners. Building or rebuilding the broken links between institutions and people experiencing poverty helps root policies in reality and improves governance at all levels. This is one more reason why the participation of people experiencing poverty should be fostered in all relevant policy-making and planning processes.

19. European Anti Poverty Network. *Small Steps, Big Changes. Building Participation of People Experiencing Poverty*, January 2009, downloadable at <http://www.eapn.eu>

20. Jona M. Rosenfeld and Bruno Tardieu. *Artisans of Democracy: How ordinary people, families in extreme poverty and social institutions become allies to overcome social exclusion*, University Press of America, Lanham, 2000, p. 244.

VII. CONCLUSION: RECOMMENDATIONS FOR THE POST-2015 AGENDA

Building primarily on the findings of our own work across four continents with people living in extreme poverty and their partners, as well as on the Guiding Principles on Extreme Poverty and Human Rights and on the different reports on the post-2015 agenda, we propose the following framework of recommendations.

In a finite world the current economic model, based on plundering the planet's resources, is no longer sustainable. A different world is required, where each and every person can live in dignity and harmony with others and with the environment. Central to this is eradicating extreme poverty, which is a harsh form of violence inflicted on those who endure it, an unacceptable waste of human resources and a violation of human rights. The world we want must be human-rights based, meaning that it must promote all rights for all, as human rights are universal, inalienable and indivisible. It must be concerned about the state of the planet. We should pursue goals that are based on our common humanity and —given that no developed country has succeeded in eradicating extreme poverty or addressing climate change— these goals must be for developing and developed countries alike. Developed and developing countries must pool their efforts and knowledge in order to fight poverty and climate change and build peace and sustainable development together.

In constantly changing societies, the eradication of extreme poverty must take place in conjunction with the fight against inequalities and the indispensable transition to a more environmentally-friendly economy. It requires long-term action towards three objectives:

- Those living in extreme poverty must be permanently freed from it.

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- Those who are on the brink of destitution must be helped to avoid falling any further.
 - Everyone must be protected from extreme poverty.¹

One of the MDGs' main shortcomings has been their focus on global targets and indicators, and the complete absence of implementation guidelines and accountability mechanisms. Building on this experience, the post-2015 agenda must shift its focus from expected outcomes—that seldom occur on the projected timeline—to implementation processes and accountability mechanisms that are consistent with the goals and rapidly put in place. This is why the guidelines below indicate a goal and a process at the same time.

1. Leave no one behind

In the face of growing disparities experienced in many countries since 2000 in spite of MDG 1, it is critical that governments continue to work towards eradicating extreme poverty and discrimination, so that everyone can enjoy their human rights.

On the ground:

- ***Reach out to the most impoverished population groups.*** This requires the political will and human investment to constantly reach out to those deepest in poverty. Administrations must strive to make their services accessible to them. Governments should work with businesses and civil society organisations to provide professional training and employment opportunities. All civil society organisations should assess to what extent they are open to people living in poverty and remove the barriers that hinder their inclusion.
- ***Eliminate stigmatisation and discrimination*** based on poverty, social and ethnic origin, gender, or economic status ***and promote accountability in institutions and mindsets.*** To this effect, project participants made a series of recommendations to raise awareness about human rights and disseminate information regarding complaint procedures for victims of rights abuse. Media, health, education and other professionals and state officials should receive awareness-raising training aimed at challenging taboos and stereotypes, improving their contacts with communities and giving them the means to understand

1. Joseph Wresinski, *Chronic Poverty and Lack of Basic Security: The Wresinski Report of the Economic and Social Council of France*, Paris: Fourth World Publications, 1994, p. 6.

local native languages. Civil society organisations should explicitly address stigma and discrimination as part of their work, in partnership with those experiencing it daily.

- ***Foster participatory development and service provision.*** To ensure that the most low-income communities are able to benefit from their country's development, they need to feel ownership of local projects and services. The underlying aims of projects must be clearly explained to all those who will be involved in them. Development workers and service providers should build long-term, equitable relationships with impoverished and isolated communities, and ensure they can genuinely participate in the planning, implementation and evaluation of projects and services.

At a national and international level:

- ***States and international institutions must take measures to ensure the equal protection under the law of people experiencing poverty.*** Laws and regulations must be modified accordingly. Socio-cultural patterns must be challenged with a view to eliminating negative prejudices and stereotypes. Positive measures must be taken in sensitive areas such as employment, education, housing, and health, to ensure equal access of persons living in poverty or extreme poverty.

- ***The poorest 20% in every population should be taken as a benchmark,*** be it at a national, regional or municipal level. For any given campaign, policy or action, the impact on the poorest 20% must be seen as a reference to evaluate their effectiveness. In other words, development targets will be considered to have been achieved only if they are met for all relevant income and social groups, including the most vulnerable.

- ***Specific area surveys should be regularly implemented to measure the proportion of people who are not captured in national census and household surveys*** (for example homeless people, people unregistered with local authorities, etc.), and are therefore unrepresented in nearly all official statistics.

2. Introduce people living in poverty as new partners in building knowledge on development

Humanity's collective creativity and knowledge have so far been deprived of the full contribution of people living in

extreme poverty. If their intelligence is missing at the outset of a project, later attempts at partnership will almost inevitably leave them behind. Any institution or policy that targets the general public will fail at reaching everyone unless it creates the conditions for people living in poverty to be a driving force in shaping its approach. Producing knowledge through a process such as the *Merging of Knowledge* approach² is required to shape good governance that is capable of pooling the courage, the intelligence and the commitments of all.

On the ground:

- ***Create cooperation and new forms of shared knowledge between people living in poverty and mainstream society.*** This implies creating spaces where those living in poverty and in extreme poverty can freely develop their thinking over the long term, and merge their knowledge with other community stakeholders.
- ***Join forces with academics, professionals and policy-makers*** to increase their involvement on a regular basis in processes of pooling knowledge with people living in poverty, and promote recognition of these processes within universities, institutions and civil society organisations.
- ***Re-examine the indicators linked to extreme poverty. \$1.25 a day should no longer be considered as a reliable global measure of extreme poverty,*** but simply as a measure of income, which must be proven relevant in the countries where it is used. As requested by the Multidimensional Poverty Peer Network, the UN should adopt a new multidimensional poverty index 2015+, also described as MPI 2.0. It should reflect expert views and the views of people living in poverty as well. ATD Fourth World strongly supports this recommendation and suggests that it be implemented with the *Merging of Knowledge* methodology presented in chapter 2, in order to put people in poverty on an equal footing with academics and statisticians.
- ***Create participatory indicators and reporting mechanisms in all fields of development, in cooperation with impoverished communities.*** The multiplication of indicators in all fields of development may result in strengthening the power of bureaucracy and silencing people experiencing poverty. Data collection must no longer be a top-down exercise, using only outcome indicators. Participatory indicators are needed to assess processes

2. See chapter 2 in this document.

and measure the proportion of targeted populations who are appropriately informed of their entitlements. These elements, as well as the populations' degree of participation, their satisfaction level and their suggestions for improvement, can be measured by making better use of internet tools for opinion polls and focus groups.

At national and international levels:

- ***Improve and expand qualitative, and not only quantitative, knowledge and indicators*** while working with people living in poverty on notions such as development, discrimination, empowerment and participation. Monitoring and evaluation must take advantage of new innovations in citizen reporting, rather than relying on flawed top-down statistics.
- ***Create cooperation and new forms of shared knowledge between developed and developing countries.*** Haiti is a compelling example of the human cost of the failure to cooperate and build practical knowledge together at national and international levels.

3. Promote an economy that respects people and the environment

In a world with limited natural resources and rapidly growing inequalities, a profound economic transformation is needed, particularly in production and consumption models, to reduce inequality, to eradicate extreme poverty and to stop the over-exploitation of natural resources.

On the ground:

- ***Invest private and public funds to create decent jobs that meet people's essential needs*** (*an obligation, in fact, of all states under existing human rights treaties*). Providing legal identities, good quality education and healthcare services, social housing, drinking water and sanitation for all could help create millions of decent jobs. Likewise, the transition towards a green economy should be used to create decent jobs and make them accessible to people trapped in poverty. Support to small agricultural producers and workers in the informal economy, who make up the largest group of people living in poverty, would at the same time increase food security and stimulate economic development. The social and solidarity economy (social enterprises, cooperatives,

women's self-help groups, fair-trade networks, alternative finance systems, etc.) should be supported and expanded. Labour laws must be implemented and improved and labour protection inspectors multiplied. The scandal of modern-day slavery must be ended.³ Street vendors must be given appropriate places for their trade, without being constantly moved on by police. Appropriate procedures should be established in every country so that professional skills gained on the job can be officially recognised.

At national and international levels:

- ***Implement ILO Recommendation n° 202***, concerning national safety nets, referred to as social protection floors (SPFs). This will ensure that all individuals, including the most vulnerable, receive a basic level of social protection, enabling them to better cope with unemployment, underemployment and shocks in formal and informal labour markets. Social protection floors must be adapted to each country and not jeopardise traditional means of mutual assistance and solidarity. Their design, monitoring and implementation mechanisms must include the participation of trade unions, civil society and those living in extreme poverty, as underlined in the common statement issued by ATD Fourth World, the International Trade Union Confederation (ITUC), and Social Watch (Appendix A).
- ***Create new sources of funding to finance SPFs and development.*** At national and international levels ***a new tax system should be built that fosters social and environmental justice.*** It is necessary to better regulate global finance and apply taxes on financial transactions. A Global Fund should support the establishment of SPFs where available resources are not sufficient. There is an urgent need for developed countries to keep their promises and reverse the current contraction of official development assistance. Stakeholders must follow through on commitments to crack down on illicit capital flows, return stolen assets and stem tax avoidance and evasion.
- ***Align development targets and their implementation with human rights norms and standards*** in keeping with the UN Guiding Principles on Extreme Poverty and Human Rights, to create an environment conducive to eradicating extreme poverty and implementing human rights for all. The rights of people living in poverty are too often dented by requirements

3. See Appendix B.

stemming from other laws to which governments give precedence, or by the influence of more powerful members of society. The scourge of human trafficking, an unacceptable dimension of migration, must be ended.

- ***Develop greater policy coherence at the international level***, within and among development, financial and trade organisations (IMF, World Bank, WTO, EU, etc.). This could be achieved by explicitly linking their policies and programmes to internationally agreed human rights principles and standards. Much work has to be done at intergovernmental and governmental levels in matters relating to bilateral and multilateral trade, investment, taxation, finance, environmental protection and development cooperation.

4. Achieve education and training for all, based on cooperation among all stakeholders

High quality, accessible education and training are essential in ensuring sustainable development. A future agenda must overcome barriers to equitable access to learning, improve learning outcomes, and foster a learning environment that ensures that every child completes secondary education with the skills—including technical and vocational—needed for work.

On the ground:

- ***Remove hidden barriers to decent education***. Measures should be introduced to end the discrimination and stigmatisation faced by impoverished students and their parents. Teacher and school staff training should incorporate awareness of the effects of extreme poverty so that they can provide the students with adequate support thanks to a better understanding of social exclusion. The indirect costs of education must be acknowledged as barriers that prevent very poor children from attending school, and grants and scholarships must be provided to allow their families to cover these costs.

- ***Build cooperative forms of education in partnership with communities***, recognising that parents, regardless of their social status, are partners in children's educational success. Emphasis should be placed on extending and complementing the education provided by parents, families and the community instead of belittling the values they impart to their children.

• **Ensure high quality education with improved results for people in poverty.** Local education programmes should put resources into reaching early in life those children whose families live in extreme poverty and social exclusion. Education professionals must ensure that learners develop their fullest potential, emphasising not just enrolment and attendance figures but quality education designed to equip them with academic knowledge as well as critical thinking and interpersonal and communication skills. This in turn requires investment in quality training for education professionals. Informal pathways to education and training should be recognised and supported by local educational institutions and programmes.

At national and international levels:

• **Focus on policy coherence and accountability to ensure access for all.** Good governance measures and concerted action beyond the education sector should be implemented to address the multiple and intersecting issues that influence progress in education, including identity documents, health service provision, migrations and displacements, urban planning and housing, livelihoods and employment. Accountability and arbitration mechanisms should be created to deal with cases of stigmatisation and discrimination.

• **Reflect community needs in education policies.** School curricula should put emphasis on providing the learners with knowledge and skills that will help them improve their living conditions and those of their families and the community, taking into account cultural contexts and rural/urban realities.

• **Improve quality, equitability and learning outcomes.** National education policies should increase the human and financial resources invested in Early Childhood Care and Education programmes with the aim of reaching the most excluded and impoverished communities. Goals measuring education should not only focus on quantitative data. *Quality Education for All*⁴ should be ensured by creating tools to measure the qualitative experiences and outcomes of education programmes for people living in poverty. National education organisations and international institutions should recognise alternative pathways to quality education as a legitimate source of learning, and train educators for this purpose through adequate policies, programmes and financing mechanisms.

4. See UNESCO's Education for All movement: <http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/education-for-all/>.

5. Promote peace and sustainability through participatory good governance

The motto of the G7+ group, which brings together heads of state of 18 fragile and post-conflict countries that face very harsh situations, is: *“Nothing about us without us.”* This motto perfectly reflects the thinking of the people experiencing extreme poverty who participated in this action-research to assess the impact of the MDGs.

“Lack of participation in decision-making and in civil, social and cultural life is recognised by the international community as a defining feature and cause of poverty, rather than just its consequence,” stated the UN Special Rapporteur on Extreme Poverty and Human Rights.⁵ That lack of participation is also a form of violence inflicted on those on whom policies and programmes are imposed, particularly when those policies have harmful consequences. Ensuring the genuine participation in all forms of governance, especially at the international level, of the so called “least developed countries” and of people living in extreme poverty and social exclusion, whatever their country, is key to ending extreme poverty. People living in poverty do not want to be the beneficiaries of programmes designed by others. Rather, they aspire to play an active role in a model of globalisation that is not dictated by a race for profits, but based on human dignity and designed to promote a fair distribution of the earth’s resources and the sharing of all human knowledge.

On the ground, and in link with the first set of recommendations, “Leave no one behind”:

- ***Ensure that participation in governance is more than a consultation exercise.*** As with fragile states, people in extreme poverty must be involved in the decision-making processes for planning, implementing and evaluating the programmes and projects that affect them. Information on all aims of a project must be available to people, and clear feedback on the results of their participation is vital. Experienced individuals must be employed by project directors to implement participation on the ground, by building links and trust with people living in poverty and conveying their expectations to project leaders and funders.
- ***Ensure that communities take part willingly.*** Participation cannot be imposed on people. Time must be taken to listen to the community —not just to community “leaders” who may be

5. Magdalena Sepulveda Carmona. *Report of the Special Rapporteur on extreme poverty and human rights on the right to participation of people living in poverty*, A/HRC/23/36, UN General Assembly, 11 March 2013, p. 5, paragraph 14.

self appointed— and to allow its members to prepare for meetings and choose their own spokespersons. Participation should be encouraged through community solidarity and collaboration, never by imposing humiliating conditions on people or penalising non-compliance.

- ***Help communities to form their own support organisations and build links with the wider society.*** Participatory programmes should seek to empower communities, encouraging them to self organise and protect their fundamental rights. From this base they can reach out to engage with wider society and support their representatives in participatory governance processes.

- ***Recognise the important role civil society organisations can play in building participatory governance.*** CSOs purporting to speak for the most impoverished groups must ensure that people in extreme poverty have a genuine role in decision-making, implementation and evaluation, and be recognised as the ultimate guarantors of any participatory project. CSOs in which impoverished communities have chosen freely to participate, and that provide space for people living in poverty to speak with their own voices and take part in decision-making processes, should be recognised by local authorities as key stakeholders in governance processes.

At national and international levels:

- ***Support fragile and post-conflict affected states in the implementation of peace building and state building goals.*** This is the first indispensable step in enabling them to implement the five recommendations put forth here.

- ***Ensure that national and international structures encourage participatory governance.*** The incentives for staff in international and national development institutions should be modified to render their processes more conducive to implementing participatory approaches. It should be recognised that genuinely participatory civil society organisations, with which people living in extreme poverty choose to associate, have a legitimate role as stakeholders. As such, they should be able to comment on and contribute to discussions on governance.

- ***Develop participatory mechanisms at all levels,*** in line with the provisions set out in the UN Guiding Principles on Extreme Poverty and Human Rights: “States must ensure the active, free,

informed and meaningful participation of persons living in poverty at all stages of the design, implementation, monitoring and evaluation of decisions and policies affecting them [...]. Particular care should be taken to fully include the poorest and most socially excluded persons." This effort should include developing a spirit of solidarity between people living in extreme poverty and society at large, through public awareness campaigns, school programmes and creating spaces for exchange.

- ***Ensure transparency at all levels of governance***, so that the reason decisions are taken and the effects of participation are clear for all to see, whilst ***creating accountability mechanisms at national and international levels***. Independent ombudspersons, judicial processes and peer-review systems between countries can all help ensure that participatory governance is not just tokenistic.

APPENDIX A

COMMON STATEMENT ISSUED BY ATD FOURTH WORLD, ITUC AND SOCIAL WATCH

June 2013



Leave No One Behind: The agenda of the United Nations should respect Nature and listen to the people

“The worst thing about living in extreme poverty is the contempt—that they treat you like you are worthless, that they look at you with disgust and fear, and that they even treat you like an enemy.”

“We experience the violence of being discriminated against, of not existing, not being part of the same world, not being treated like other human beings.”¹

Time and again, poverty is associated with violence against the people who suffer from it. Poverty is frequently a consequence of human rights violations and also a symptom of them. The first quote is from a person living in poverty in Peru; the second from a person in France. The feelings expressed are essentially the same, even when the countries in which they live may be officially classified under very different economic standards.

To leave no one behind means beginning all projects and creating all policy frameworks with the full participation of people living in extreme poverty who know what it is to live and survive and overcome poverty.

The United Nations has always embodied the hopes of people living in poverty, exploitation and oppression. The UN was established upon the idea of freeing people from fear and from want. In 2000 the Millennium Declaration reaffirmed the need to recognise the inherent dignity of every human being and established its task of realising this goal.

The world has enough resources to meet these promises. Over the last two decades international trade has multiplied five-fold. Global income has more than doubled, now averaging more than 30 dollars per day for each of the seven billion people that inhabit the planet.

1. Comments from participants in seminars with grassroots activists and people living in poverty, quoted in Brendan Coyne, Xavier Godinot, Quyen Tran and Thierry Viard, *Towards Sustainable Development that Leaves No One Behind*, Working Paper, ATD Fourth World, June 2013.

This wealth is more than enough to provide a dignified life for all, but it is very unevenly distributed. Both in developed and developing countries, the share for workers of the growing economic pie has diminished. Many people that have jobs do not earn enough to lift themselves and their families out of poverty. Before 2008, the progress made on key social indicators such as infant and maternal mortality or primary education had been slowing in spite of economic prosperity. Now it is at risk of regressing. In the last five years “austerity” has become the fashionable economic policy. Thus, in too many countries, governments and international institutions have responded to the global financial and economic crisis, which has already resulted in millions more unemployed workers around the world, by enforcing cuts in social protection and essential public services.

At the same time, irresponsible consumption and production patterns have surpassed the capacity of nature to regenerate itself. Both the global meteorological disasters caused by climate change and the financial crisis affect the poor more than the wealthy. Inequalities exacerbate other injustices, disrupt societies, undermine people’s confidence in their authorities and render the economy inefficient.

No single country is capable of dealing with the simultaneous threats of climate disasters, societies distorted by poverty and inequalities and economies that are not able to generate jobs, especially for the younger generations. New solutions must therefore to be found for old and new problems. The United Nations has started discussions, among governments, within and between the different international organisations to try to forge a new consensus.

The concentration of wealth in a few hands is, in itself, part of the problem. The International Monetary Fund (IMF) now recognises that: “Recent work has shown that prolonged periods of steadily rising output are associated with more equality in income distribution. In other words, more equal societies are more likely to achieve lasting growth.”² We are afraid that, as we have seen happening in too many countries, money talks louder than the hundreds of organisations that speak on behalf of people living in poverty.

Some key words seem to have acquired new meanings. “Partnership,” for example, is used mainly to describe associations between governments and big corporations, and the phrase “enabling environment,” which once meant an international economy supportive of the development efforts of poor countries, now is used to promote regulations favourable to big business.

In Mauritius, a woman finishing a professional training scheme told us that “starting a small business was impossible. Help from the government doesn’t reach the poorest.” The enabling environment for that woman is not the same as for a transnational corporation. While we know very well that small and medium-sized businesses

2. Christine Lagarde, IMF Managing Director, (speech, Bretton Woods Committee Annual Meeting, Washington DC, 15 May 2013). Downloadable at: www.imf.org/external/np/speeches/2013/051513.htm

are employment creators, it is also clear that without strong unions and fair and progressive taxation, unrestricted corporations lead to economic growth without poverty reduction.

Our three organisations are very different in their origins and constituencies. ATD Fourth World works with people living in poverty and makes a unique contribution by creating the conditions needed for these people and policy-makers to have dialogue and innovate together. The ITUC is a global confederation of national unions, representing 175 million workers from 155 countries. Social Watch is a network of national coalitions of civil society organisations that monitor how governments are meeting their international commitments on poverty eradication and social and gender justice.

And yet, from our different experiences we have reached common conclusions about some key components of a new development agenda for the United Nations.

We agree with the many UN resolutions stating that poverty has multiple dimensions and cannot be understood or measured solely by income. Poverty should not be statistically reduced by just lowering the bar. The \$1.25 a day poverty line is completely inappropriate, as it implies that there is no poverty in developed economic societies in Europe or North America. This is absolutely not true. On the other hand, the existence of poverty in rich countries should not be an excuse for those countries to ignore their international commitments to support development in a variety of ways, including meeting their promised ODA targets.

Human Rights are one of the pillars of the United Nations. Any development agenda has to be rooted in the legally binding human rights obligations that governments have committed to. The foundation of the right to development needs to be grounded on social, economic and cultural rights, women's rights, the right to work and rights at work. All of these are inalienable and indivisible. People should not be put in a situation where they must choose one or the other. No framework can claim to be based on Human Rights if it does not provide efficient monitoring mechanisms of complaint and remedies in case of violations. The Guiding Principles on Human Rights and Extreme Poverty, adopted by the Human Rights Council and noted with appreciation by the UN General Assembly in 2012, clearly spell out the Human Rights obligations of corporations and of international organisations, as well as the duty of governments to oversee the extraterritorial impacts of their policies and of the activities of industrial and financial corporations abroad. Countries should not abuse their status as donors or creditors to impose conditionalities or policies that imply violations of human rights or avoidable regressions in the exercise of economic, social and cultural rights. When trade and investment agreements and regulations conflict with human rights they should be recalled.

Ensuring full employment and decent work for all and a universal social protection floor is an efficient mechanism for eradicating poverty, reducing inequalities, including gender inequality, and promoting a genuinely sustainable economy. This goes hand in hand with ensuring that vulnerable people live in dignity and that all people can access social services.

Planetary boundaries need to be respected and the burden of adjustment must be shared equitably by all, taking into account the contributions responsible for creating the problem (“he who pollutes should pay the cost of cleaning”) and the common but differentiated responsibilities of all countries.

This quote from a Brazilian participant in the evaluation of the Millennium Development Goals has a lesson for all of us, including the United Nations: *“If you are fighting for the same goal, then what happens? You’ll use your wisdom and the others will use theirs. Because your knowledge is their knowledge. One learns from the other, one helping the other.”*

In developing a future framework relevant for global development, we need to listen and learn, to ensure we leave no one behind and apply the core human values of dignity and solidarity.

We, three organisations, therefore commit to working for the global development agenda, up to and beyond 2015:

- to ensure no one is left behind, and implement the UN Guiding Principles on Extreme Poverty and Human Rights, as adopted by the UN Human Rights Council;
- to prioritise promoting the international framework of human rights as the basis of development;
- to support full employment and decent work for all, including the implementation of social protection floors at national level in all countries and advocate for an international mechanism to fund and support their establishment where available resources are not sufficient.

We commit to strengthening the design, monitoring and implementation mechanisms that include the participation of trade unions, civil society and those living in extreme poverty.

APPENDIX B

THE HISTORICAL PERSECUTION AND EXPLOITATION OF PEOPLE LIVING IN POVERTY

The pursuit, exploitation and persecution of people throughout the ages up until the present day is a well established fact, yet invisible in school history books. It is a history of extreme violence inflicted on people who did not have the means to resist it; a shameful history for the countries who implemented it, most often with the complicity of many citizens and the support of the state. In recent years, some states have publicly repented their actions. Many have not.

State-sponsored sterilisations

In 1997, the Swedish Minister of Social Affairs, Margot Wallström, denounced the “*sheer barbarity*” of compulsory sterilisations in her country. For decades sterilisation was imposed almost exclusively on women from poor backgrounds who were said to be “*inferior*” or “*antisocial*.” Wallström also denounced “*the law of silence that prevailed up to now*” regretting that “*the Swedish social democracy bears a part of a collective fault that concerns all of us*.”¹

Maria Nordin is one of the rare victims who dared testify publicly, at age 72, that she was sterilised when she was 17. She lived then in a large and poor rural family. “*When I started school, I was very shy. I had sight problems, but could by no means pay for a pair of spectacles. As I could not see what was written on the blackboard, they sent me into a specialised school.*” She dropped out of school when she was 17 after signing a document asking for her own ovariectomy. “*I knew what it was for. We spoke about it amongst us girls. I cried, but there was only one way to get out of that prison: it was to sign.*”

Source: Articles by *Le Monde*,
27 August 1997 and 1 February 1999

Though such a situation may seem outrageous, it is only the tip of the iceberg. The worldwide and long-lasting scandal —that is, the compulsory sterilisation of thousands of poor people in at least

1. Xavier Godinot, “Violences dans l’angle mort,” *Revue Quart Monde* n° 162, 1997, <http://www.editionsquart-monde.org/rqm/document.php?id=654>

20 countries throughout the world— is now well documented. The United States was the first country to concertedly undertake compulsory sterilisation programmes for the purpose of eugenics, through legislation enacted from 1907 until 1983.²

Eugenics, the idea of *Lebensunwertes Leben* (life unworthy of life) or “racial purity,” is often viewed, first and foremost, as part of the political programme of the National Socialist dictatorship in Germany, which included racial murder, euthanasia and coerced sterilisations. However, before Adolf Hitler’s rise to power and long after the fall of the Third Reich, eugenicist ideas permeated many democratic countries. In fact, these concepts were embraced by a vast political spectrum that saw in them a “modern” solution to social problems. As one historian of the subject put it, “[*all around the world eugenics*] allowed modernizing elites to represent their prescriptive claims about social order as objective statements irrevocably grounded in the laws of nature, [promoting] a biologizing vision of society in which the reproductive rights of individuals were subordinated to the rights of an abstract organic collectivity.”³ Populations living in extreme poverty have repeatedly found themselves on the losing end of such a vision.

In the mid 20th century, most Northern European countries undertook sterilisation programmes. In Sweden, two thirds of the pupils in special schools endured forced sterilisation between 1935 and 1975. The number of sterilisations reached its peak in 1948, one year before the introduction of family benefits, in order to avoid these girls becoming a burden for the social security system. “*It was perceived as an intervention benefiting all people, since it enabled the elimination of illnesses and poverty,*” explained historian Maija Runcis.⁴

Meanwhile, in the Americas, Puerto Rican mothers endured the highest rate ever of forced sterilisations in the 1960s,⁵ and were identified as ideal test subjects for early forms of the birth control pill which were given to them without their knowledge.⁶

In Peru, President Alberto Fujimori was accused of genocide and a crime against humanity as a result of a sterilisation programme put in place between 1990 and 2000, essentially directed at indigenous people in deprived areas. Each month, Fujimori was informed by his minister of health of the number of sterilisations that had been carried out. This programme was financed by USAID, the Nippon Foundation, and later, the United Nations Population Fund, and is thought to have resulted in the sterilisation of over 300,000 women.⁷

There are also historical examples of “voluntary” sterilisation programmes that were applied to families living in poverty. Although presented as voluntary, their application often involved a degree of compulsion. In 1970’s India, especially during the period known as

2. Rachel Iredale, “Eugenics and Its Relevance to Contemporary Health Care,” *Nursing Ethics*, May 2000, Volume 7, Issue 3. Angela Y. Davis, *Women, Race and Class*, Vintage, 1983.

3. Frank Dikötter, “Race Culture: Recent Perspectives on the History of Eugenics,” *The American Historical Review*, Vol. 103, No. 2, April 1998.

4. Xavier Godinot, “Violences dans l’angle mort,” *Revue Quart Monde* n° 162, 1997.

5. Harriet B. Presser, “The Role of Sterilisation in Controlling Puerto Rican Fertility,” *Population Studies* 23 (3), November 1969.

6. Annette B. Ramirez de Arellano and Conrad Seipp, *Colonialism, Catholicism, and Contraception: A History of Birth Control in Puerto Rico*, Chapel Hill, NC: The University of North Carolina Press, 2011.

7. “Mass sterilisation scandal shocks Peru,” BBC, 24 July 2002, <http://bbc.in/1eFYs69>. Françoise Barthélemy, “Stérilisations forcées des Indiennes du Pérou,” *Le Monde diplomatique*, May 2004, <http://www.monde-diplomatique.fr/2004/05/BARTHELEMY/11190>.

“the Emergency” (June 1975 - March 1977), propaganda and monetary incentives became widely used to coerce people to become sterilised. Women, and particularly women living in poverty, were targeted much more than men. As the pressure to reach sterilisation targets intensified, various Indian states deployed “sterilisation camps,” negative incentives and, at the height of “the Emergency,” compulsory sterilisation for parents of large families. All of these measures increased the risk for people living in extreme poverty to be subjected to forced sterilisations.⁸

People living in extreme poverty have thus been dogged throughout the 20th century by doctrines obsessed with excising “unhealthy” elements—defined as such because of their position in society—from the social body. Sterilisation has only been the most extreme tool used to effect this excision—states and institutions that have shied away from drastic measures have found other means to isolate and exclude the poorest.

Deportations, incarcerations and forcible removals

On 16 November 2009, the Prime Minister of Australia, Kevin Rudd, apologised on behalf of the government of Australia for the abuse and exploitation suffered by thousands of poor children deported from Britain to Australia from the 19th century onwards.⁹ Overall, it is estimated that over a period of 350 years roughly 150,000 children were dispatched from mainland Britain to its imperial periphery. These poor or orphaned children, commonly known as “home children,” were sent to help alleviate the chronic shortage of labour in British settler colonies. “Home children” were first deployed to the Americas, then to Australia. The earliest recorded forced migration of children to the Virginia Colony was in 1618. The process did not end until the late 1960s. Australia’s Roman Catholic Church publicly apologised in 2001 to British and Maltese child migrants who suffered various forms of abuse including rape, whippings and slave labour in religious institutions.¹⁰

On 19 February 2013, Irish Taoiseach (Prime Minister) Enda Kenny, officially issued a full state apology to the women of the Magdalene Laundries, who from the 18th to the late 20th centuries were confined in slave labour laundries. He described the laundries as “*the nation’s shame*.” It is estimated that since their inception in Ireland, over 10,000 women with alleged “social dysfunction” had been incarcerated in Magdalene asylums. Incarcerations began with prostitutes and extended to unmarried mothers, women with learning disabilities and abused girls.¹¹

On 11 April 2013, Swiss Federal Counsellor and Justice Minister, Simonetta Sommaruga, organised a commemorative ceremony with 700 victims of coercive measures in social assistance to “*remember*

8. Davidson Gwatkin, “Political Will and Family Planning: The Implications of India’s Emergency Experience,” *Population and Development Review*, Vol. 5, No 1, March 1979.

9. Emma Rodgers, “Australia says sorry for ‘great evil,’” Australian Broadcasting Corporation, 16 November 2009. <http://www.abc.net.au/news/2009-11-16/australia-says-sorry-for-great-evil/1143798>.

10. “The Welfare of Former British Child Migrants—Background,” The Select Committee on Health Third Report, Session 1997-1998, UK Parliament. Barbie Dutter. “British child migrants get apology for abuse,” The Daily Telegraph, 23 March 2001. <http://bit.ly/1d3lnai>.

11. Henry McDonald, “Ireland apologises for ‘slave labour’ at Magdalene Laundries,” The Guardian, 19 February 2013. <http://www.theguardian.com/world/2013/feb/19/ireland-apologises-slave-labour-magdalene-laundries>.

the historical injustice." She asked for forgiveness and decided to create a compensation scheme. Some of the victims were children from poor backgrounds who were forcibly removed from their families and placed on farms where they were exploited, ill-treated physically and mentally, sexually abused, sterilised against their will, despised and humiliated. Others were unmarried mothers compelled to abort or to give up their children for adoption. "We cannot keep on turning away our eyes, which we have done much too long [...]. Nothing is more dangerous for a society," said the minister, who requested more historical and juridical work be done on the subject.¹²

Mariella Mehr, a Swiss national of Jenische origin,¹³ decided in 1973 to tell her story to a journalist, in hope of finding the children who were taken from her by force. "It took me 20 years to decide to speak to journalists. Things happened to me that I never spoke of. I could not; I would vomit." Her mother, then herself, then her children were taken by force and separated from their family. She was beaten, locked up in a psychiatric asylum, raped, and forced to submit to electrical shocks, before being sent to prison. Her testimony prompted the journalist, who trusted her, to start an inquiry that shed light on attempts at cultural genocide inflicted on Swiss nomads.¹⁴

In these cases, impoverished and marginalised groups and individuals were not only removed from the public sphere, but were also abused, dehumanised, brutalised and exploited at the hands of state and institutional actors. Initial social exclusion was spurred on by punitive legislation and actions on the part of the state, encouraging ever more barbarous treatment within the institutions set up to deal with "undesirable" social elements. A vicious spiral can be observed, wherein people living in poverty went from being viewed merely as "unideal citizens" to becoming exiles and inmates dehumanised by those in positions of power.

Reducing state costs and exploitation

Modern states, with more or less developed welfare systems, have often sought to reduce the costs that marginalised and impoverished communities and individuals, especially at times of economic pressure. Ways of saving state finances have often involved the confinement of vulnerable people in institutions with little regard paid to their well-being.

In 1929, in response to the global financial crisis, the UK Labour Government of Ramsay MacDonald began setting up a series of labour camps for the long-term unemployed. The aim of these

12. "Le Conseil fédéral demande pardon aux victimes des mesures de coercition à des fins d'assistance," Communiqués, DFJP, *Confédération suisse*. 11 March 2013. <http://bit.ly/1baqpUE>.

13. The Jenische are a nomadic community native to Switzerland, comprised of roughly 30,000 individuals.

14. Xavier Godinot, "Exclusion: de l'aveuglement à la clairvoyance," *Revue Futuribles* No. 242, May 1999.

camps was to familiarise the participants with workplace discipline, in a process referred to as “hardening.” Dubbed “Instructional Centres,” enrolment was voluntary, and initially appealed to unemployed young men from economically depressed areas. However, living conditions were sparse, militaristic levels of discipline were enforced, and camps paid more attention to “reconditioning” the “soft” body of unemployed male workers than teaching skills and encouraging labour mobility. By 1939, at least 200,000 impoverished young men had passed through one of 29 such camps, undergoing draconian working regimes.¹⁵

In more extreme circumstances, states have shown a callous indifference to vulnerable groups, leading to avoidable deaths. In France, in the early 1940s, thousands of patients incarcerated in psychiatric hospitals died from hunger or cold. The patients perished due to inability to access sources of food other than the insufficient rations they received from the authorities. This occurred despite the concerns of some of the doctors and medical staff caring for them. Described as “soft extermination” by some authors, this demonstrates the value of the lives of marginalised people when those in power decide they have more important priorities.¹⁶

States, as well as powerful groups and individuals, have repeatedly exploited impoverished and excluded people for financial gain. Many of the deportees and detainees previously described were employed as forced labour for states and institutions. One further case to consider is that of the “Duplessis Orphans” in Canada. Most of these children were “orphaned” through forced separation from their unwed mothers. For financial, rather than medical reasons, they were labelled as mentally deficient and hospitalised by the government of Quebec. Their incarceration allowed the Province of Quebec to claim a higher level of central government funding, as federal subsidies for hospitals were more generous than those provided for orphanages. Beginning in the 1940s and continuing into the 1960s, the “orphans” were detained in psychiatric institutions where they endured harsh treatment, sexual abuse, were subjected to a variety of drug testing and used in medical experiments that led to the death of many who underwent such tortures. Released at the age of majority, they were traumatised, unskilled and ill-adapted to adult life – a living example of the capacity of state actors to destroy the lives of people living in poverty, for their own financial gain.¹⁷

Modern-day slavery

Perhaps the most profound contemporary evidence concerning the exploitation of people living in extreme poverty and social exclusion is the existence of modern-day slavery. In December 2012, the UN Special Rapporteur on Contemporary Forms of Slavery, Ms.

15. John Field, “Able Bodies: Work camps and the training of the unemployed in Britain before 1939,” Conference Paper, The Significance of the Historical Perspective in Adult Education Research, University of Cambridge, Institute of Continuing Education, 6 July 2009.

16. Xavier Godinot, “Violences dans l’angle mort,” *Revue Quart Monde* n° 162, 1997.

17. “A wrongdoing that has lasted for forty years: the ‘Enfants de Duplessis,’” Comments and Reflections by the Quebec Ombudsman, https://www.protecteurducitoyen.qc.ca/fileadmin/medias/pdf/rapports_annuels/1996-97/en/sect1.pdf. Rose Dufour, *Naître rien: Des orphelins de Duplessis, de la crèche à l’asile*, Sainte-Foy: Éditions MultiMondes, 2002.

Gulnara Shahinian, warned: “*Madagascar’s experience has shown the extent to which men, women and children suffering from extreme poverty ended up living in conditions of contemporary forms of slavery such as domestic servitude; child slavery in mines and quarries; bonded labour; and servile marriages.*” The lack of commitment from the authorities to tackle extreme poverty and the impunity of officials has left large sections of society completely abandoned. Children suffer from chronic hunger, which affects their development. Those children carrying heavy loads as a result of their work in mines, quarries, brick-making factories and the provision of water for private and commercial use suffer immensely. They experience stunted growth due to pressure on their spinal cords and endure a great amount of physical pain. The Special Rapporteur was informed of systemic caste discrimination. In a country where over 70% of the population are poor and over 50% are extremely poor, the descendants of former slaves are nonetheless one of the most vulnerable sections of the population, suffering from social, economic and political discrimination.¹⁸

The contemporary forms of slavery identified by the Special Rapporteur do not only exist in Madagascar. Slavery is illegal in every country in the world. Yet, there are an estimated 27 million people worldwide who experience some form of slavery.¹⁹ These forms have been identified as serfdom, forced labour, debt-bondage (also known as bonded labour), exploited migrant labour, the trafficking of persons (especially women and children), forced prostitution (including child prostitution and sex slavery), forced marriage, and child labour and child servitude.²⁰ Poverty and social exclusion underpin many of these forms of slavery —indeed the majority of those who are vanquished by slavery are the poorest, most vulnerable and marginalised social groups in society. The economic situation of people living in extreme poverty makes them particularly vulnerable to falling into debt bondage, the most prevalent form of contemporary slavery. Furthermore, their inability to protect themselves from the onslaught of more-privileged or better-organised members of society also makes them vulnerable to other forms of slavery such as forced labour or forced prostitution. Feelings of fear, ignorance of their fundamental rights and the need to survive prevent these fragile populations from speaking out. Meanwhile public administration turns a blind eye to the enslavement of the most impoverished. The aspirations of people living in poverty are also cruelly exploited by the modern slave economy. There are parents who voluntarily enrol their children in unpaid domestic servitude, because they are led to believe that their children will receive an education in exchange for their work.²¹

18. Gulnara Shahinian, “Report by the Special Rapporteur on contemporary forms of slavery, including its causes and consequences,” mission in Madagascar (10-19 December 2012), Human Rights Council, 24th session, 24 July 2013.

19. Kevin Bales, *Disposable People: New Slavery in the Global Economy*, Los Angeles, CA: University of California Press, 1999. Susan Llewelyn Leach, “Slavery is not dead, just less recognizable,” *Christian Science Monitor*, 1 September 2004, <http://www.csmonitor.com/2004/0901/p16s01-wogi.html>

20. Denis Weissbrodt and Anti-Slavery International, “Abolishing Slavery and its Contemporary Forms,” Report to Office of the High Commissioner for Human Rights, UN, 2002.

21. Mike Quaye and Aidan McQuade, “Discussion Paper: Poverty, Development and the Elimination of Slavery,” Anti-Slavery International, October 2007.

Slavery is enormously profitable in both developed and developing countries. In 2005, the ILO calculated that the profits made from trafficked forced labour alone were worth \$32 billion annually, of which \$15 billion was generated by forced trafficked labour in industrialised countries.²² These figures reflect the startling fact that contemporary slavery is one of the largest criminal industries in the world today, with networks of corruption and patronage providing state and institutional actors with motives to look the other way. The effect of this blatant form of exploitation of people living in extreme poverty is that they are locked in a vicious cycle that not only allows them no way out of poverty, but requires them to remain impoverished, powerless and excluded, all for the profit of others.

22. Patrick Belser, "Forced Labour and Human Trafficking: Estimating the Profits," ILO Working Paper, 2005.

APPENDIX C

THE MDGs EVALUATED BY PEOPLE LIVING IN POVERTY AND EXTREME POVERTY: INTERNATIONAL AND REGIONAL SEMINARS

Throughout 2012 and 2013, the UN Development Group carried out worldwide consultations aimed at evaluating the Millennium Development Goals (MDGs). It was vital to take the voices of people in extreme poverty into account. With this objective, ATD Fourth World organised a series of eight seminars across the globe involving policy-makers, professionals, academics, people who struggle daily with extreme poverty, NGOs in which these people can freely express themselves, as well as correspondents of the Forum on Overcoming Extreme Poverty. The participatory evaluation project involved more than 2,000 people from twelve countries. A majority of the participants (1,600) were people living in situations of poverty or extreme poverty.

An overview of the dates, locations, participants and some details regarding the topics of these seminars are provided below.

1-4 October 2012 - National Seminar, Balfour, Beau Bassin, Mauritius

Organisers:

ATD Fourth World and the Social Studies Department of the Cardinal Jean Margéot Institute, funded by the GML Joseph Lagesse Foundation.

Objectives:

- To build a series of common proposals on education, housing and participation in the context of national development policies, using the *Merging of Knowledge* methodology.
- To conclude a research-action project carried out over two years.

Venues and languages:

Beau Bassin, Mauritius. French and Mauritian Creole.

Participants:

The seminar brought together 40 people, including those with experience of poverty, academics, policy-makers and professionals from NGOs and the private sector: the Ministry of Education and Human

Resources, the Ministry for Social Security and Well-being, representatives from the Ombudsperson for Children's Office, the UN Development Programme (UNDP), the UN Coordination Office, the Hong Kong and Shanghai Banking Corporation (HSBC) Ltd., as well as Prof. Cyril Dalais, a consultant on early childhood.

The following NGOs and foundations also attended one session of the seminar: Caritas-Solitude, Fondation pour l'Enfance Terre de Paix, GML Joseph Lagesse Foundation, Mouvement d'Aide à la maternité, National Empowerment Foundation, Nou Nouvo Baz, Solidarité-Unité-Développement, and Tiers-Monde Famille humanitaire.

Publications:

- Report "Fighting against poverty, a *Merging of Knowledge and Practices*' programme among people living in poverty and extreme poverty, social workers, professionals and academics," December 2012, 56 pages.
- *Challenge 2015*, Newsletter 2, January 2013.¹
- Video: "Rethinking with the Poorest the Fight Against Extreme Poverty" (27 minutes), in French and Mauritian Creole. Two clips on education (9 minutes) and participation (8 minutes) were excerpted from it.

Follow-up to this seminar:

On 19 December, a delegation of participants presented the President of the Republic of Mauritius, Rajkeswur Purryag, with a dossier of their proposals.

2-9 December 2012 - Regional Seminar in Latin America and the Caribbean, La Paz, Bolivia

Organisers:

ATD Fourth World-Bolivia with the support of the UN Development Programme (UNDP) in Bolivia.

Objectives:

- To allow each group to present their conclusions and proposals drawn up after a thoroughly participative process in meetings based on dialogue and reflection in their respective countries.
- To prepare a joint in-depth analysis on the MDGs concerning maternal health, quality of life, access to education, decent work and the factor of gender equality in these areas.

Venues and languages:

The event was held at the Freedom Workshop and Conference Centre in the city of La Paz. Translation was available in five languages: French, Haitian Creole, Portuguese, Quechua and Spanish. On 7 December 2012, a public ceremony was held at the headquarters of the Vice-President of the Plurinational State of Bolivia.

1. *Challenge 2015 Newsletter* is a regular newsletter with updates on the evaluation project of the Millennium Development Goals organised by ATD Fourth World.

Participants:

There were 60 participants, including people living in poverty and extreme poverty, university students and representatives from institutions with a commitment to upholding dignity and human rights from Bolivia, Brazil, Guatemala, Haiti and Peru:

- Bolivia: UNDP Bolivia, Services Centre for Families and Development (CESEFADE), Permanent Assembly for Human Rights of Bolivia, Wisllita Canteen-Pampahasi;
- Brazil: Organisation Brazil for Dignity, Raizes em Movimento, Organisation Verdejar;
- Guatemala: Office of the High Commissioner for Human Rights Guatemala;
- Haiti: Health Centre - Haut Martissant.

Publications:

- *Challenge 2015*, Newsletter 3, April 2013.
- Nine videos produced by ATD Fourth World-Bolivia with UNDP, all in Spanish: “Decent Food” (3,5’); “Opportunities of Decent Work” (3,24’); “Improving Mother and Child Mortality” (3,29’); “Access to Healthcare Services” (4,04’); “Towards a Quality Education” (4,13’); “Access to Education” (3,08’); “Voices about Dignity” (19,46’); “Voices about Health” (21,02’); “Voices about Teaching” (25,01’).

20-22 January 2013 - Regional Seminar, Brussels, Belgium:***Towards a Sustainable Development that Leaves No One Behind******Organisers:***

ATD Fourth World with support from Beyond 2015, CCFD - Terre solidaire, CONCORD and the Foundation for the Progress of Humankind. Hosted by the Committee of the Regions of the European Union.

Objectives:

- To show that social exclusion and extreme poverty exist in both rich and poor countries.
- To give people living in poverty the opportunity to present proposals on “*the world we want*” and engage in a dialogue on the post-2015 agenda with European authorities.

Venues and languages:

Opening session held at the Generation Europe Youth Hostel on 20 January; first working day held on the “Bouche-à-oreille” premises on 21 January; seminar hosted by the European Committee of the Regions on and on 22 January. Translation was available in five languages: Dutch, English, French, Polish and Spanish.

Participants:

Around 130 people including:

- People living in poverty. Groups from Belgium: Fourth World People's Universities (Dutch and French speaking); Kauwenberg Centrum, *Luttes, Solidarités, Travail* and *Le Pivot*. These associations belong to the network of partner associations working on the "General Report on Poverty" in Belgium. Some residents from the Red Cross Asylum Seekers' Centre in Natoye, near Namur, were also present. Other participants came from six other countries: France, Poland, Spain, Haiti, Mauritius and the Philippines.
- Participants from institutions and civil society, including civil servants (for example from DG DEVCO²), members of the European Parliament, the European Economic and Social Committee; representatives from local and national authorities (the Walloon Parliament and the Combat Poverty, Insecurity and Social Exclusion Service in Belgium); academics; and civil society organisations including: CANGO - China Association for NGO Cooperation, CIRE - Coordination et initiatives pour réfugiés et étrangers, Entraide et Fraternité, ITUC - International Trade Union Confederation and Social Watch.
- Philippe Maystadt, former Minister of Finance of Belgium and former President of the European Development Bank.

Publications:

- Challenge 2015, Newsletter 5, June 2013.
- Video clip: "How Can Those Who Have Lived in Extreme Poverty Influence Decision-making?" (5' 17")

24-26 January 2013 - International Seminar, Pierrelaye, France**Organisers:**

ATD Fourth World.

Objectives:

To work on two cross-cutting themes: discrimination and participation, using the *Merging of Knowledge* methodology and texts written during the seminars in La Paz and Mauritius.

Venues and languages:

The seminar was held at ATD Fourth World's headquarters in Pierrelaye, France. Translation was available in three languages: English, French and Filipino.

Participants:

45 people including: 10 people with experience of poverty and extreme poverty from Belgium, France, Mauritius and the Philippines; representatives of civil society organisations: the Panos network³ (République démocratique du Congo), International Trade Union Confederation (ITUC/CSI), Le Pivot asbl (Belgium), Participate,⁴

2. DG DEVCO: Directorate-General for Development and Cooperation-Europe Aid, European Commission.

3. Network of independent NGOs working to foster public debate and media pluralism.

4. The *Participate* initiative provides high quality evidence on the reality of poverty at ground level, bringing the perspectives of people in extreme poverty into the post-2015 debate. *Participate* is co-convened by the Institute of Development Studies and *Beyond 2015*.

Social Watch, Tushirikiane Africa (Kenya),⁵ Terre de Paix (Mauritius); academics and representatives of international institutions: Center for Social Policy - University of Massachusetts Boston (USA), Magdalena Sepúlveda Carmona, UN Special Rapporteur on Extreme Poverty and Human Rights, and Donald L. Lee, formerly Head of Social Perspective on Development Branch with the UN's Department for Economic and Social Affairs.

Publications:

The outcomes of the seminar contributed to Magdalena Sepúlveda Carmona's report focusing on the right to participation of people living in poverty. (See report A/HRC/23/36 on Office of the High Commissioner for Human Rights website).

14-15 February 2013 - Regional Seminar, Antananarivo, Madagascar

Organisers:

ATD Fourth World in cooperation with the World Bank's Madagascar Country Office.

Objectives:

To develop proposals on the themes of education and vocational training, employment, social protection and citizenship.

Venues and languages:

A pre-seminar took place on 8-9 February 2013 at ATD Fourth World's country office. The seminar itself was held at the World Bank office in Antananarivo on 14-15 February. Translation was available in three languages: English, French and Malagasy.

Participants:

54 participants in the pre-seminar, including 39 people living in extreme poverty. The seminar was attended by 53 participants, including 18 living in poverty. Representatives of official and local institutions: the Ministry of Education, the Ministry of Technical Teaching and Professional Training (METFP), the Ministry of Youth and Leisure, the Ministry of Population and Social Affairs, CDA (Development Council of Andohotapenaka); representatives of international institutions: the French Agency for Development (AFD) Madagascar, the French Embassy, World Bank, UNDP and UNICEF; representatives of CSOs: AFAFI (mutuelle santé), Aide et Action, ASA, Interaide, CP MCE, Friedrich Ebert Foundation, Graines de Bitume, MMM - Travailler et Apprendre Ensemble, TSIRY; and one private company: Groupe TELMA.

Publication:

Video "New Technologies of Information and Communication for All in Madagascar" (7', English and French), used during the seminar to show how people living on a rubbish dump could access new information and communication technologies (ICT).

5. Tushirikiane Africa is a correspondent of the Forum on Overcoming Extreme Poverty.

25 February-2 March 2013 - Regional Seminar, Ouagadougou, Burkina Faso: *People living in extreme poverty – Partners for genuinely inclusive education*

Organisers:

ATD Fourth World with the support of UNICEF-Burkina Faso.

Objectives:

- To build a dialogue among pupils, parents, teachers and the community on educational success for people living in poverty.
- To deliver proposals in order to reconcile traditional know-how and experience with modern knowledge, and to achieve educational success for all.
- To allow people living in poverty to discover for themselves that they carry a wealth of knowledge relevant to the topic and to put them in a situation where they can share this knowledge with other stakeholders in the campaign for education for all.
- To allow our institutional partners, particularly UNICEF and the national authorities, to develop a deeper understanding of the educational choices facing impoverished populations.
- To identify possible actions and commitments in which all participants can be involved after this action-research project, and to start thinking about pilot projects that could respond to the aspirations of all education stakeholders, including parents and the wider community.

Venues and languages:

The seminar was held from 25 February to 2 March 2013, in Ouagadougou. On 22 March, a public ceremony for the presentation of the work of the seminar took place in the morning under the patronage of Dr. Alain Dominique Zoubga, Minister for Social Action and National Solidarity. This was followed by a visit to the museum of Manéga and a moment to pay homage at the African Commemorative Stone in Honor of Victims of Extreme Poverty in Manéga. Translation was available in four languages: French, Moore, Sango and Wolof.

Participants:

60 participants including: people with an experience of extreme poverty, from Burkina Faso, Central African Republic, Mali and Senegal; officials from the education system and teachers and educators in formal and non-formal education: Solidar Switzerland, Cadre de concertation des ONG et associations actives en éducation de base – Burkina Faso’s NGO coalition on basic education; representatives from institutions: Ministry for Social Action and National Solidarity, the Organisation of African Unity, UNICEF; Maître Titinga Frédéric Pacéré, Burkinabé solicitor and writer; and representatives from the academic community: J-PAL Poverty Action Lab, Ouagadougou University, and Oxford University.

Publications:

- *Challenge 2015*, Newsletter 4, May 2013
- “Understanding ‘Education for All’ in Contexts of Extreme Poverty: Experiences from Burkina Faso,” by Guillaume Charvon (ATD Fourth World-Burkina Faso) and Elaine Chase (University of Oxford-UK), Chapter 2 in *Education, Poverty, Malnutrition and Famine*, Imprint: Bloomsbury Academic, 19 June 2014, Extent: 208.
- Video “Sharing Knowledge at Tanghin” (12’, French and Moore), showing a cultural project in a very deprived neighbourhood of Burkina Faso.
- Video “*Education, our stomachs were full of our parents’ courage*” about a young woman’s persistence in pursuing an education (6’, French with English subtitle), www.unheard-voices.org
- Video “The GESTU project in Senegal” (8’, French) showing a community-based soap production activity by women.
- *Mogaré*⁶ group artwork symbolising the bringing together of participants’ knowledge.

**25-27 June 2013 - International Seminar, United Nations, New York:
*Knowledge Drawn from Experience – Building the Post-2015
Agenda with People Living in Extreme Poverty***

Organisers:

ATD Fourth World with the support of the French Permanent Mission to the United Nations, the International Organisation of French-speaking countries, the UN Non-Governmental Liaison Service (NGLS), the International Trade Union Confederation (ITUC), New York Office of the Friedrich Ebert Foundation, Social Watch and Participate.

Objectives:

To present the results of the MDGs evaluation conducted by ATD Fourth World and to create a space for dialogue between people living in extreme poverty, key stakeholders at the United Nations, academics and professionals.

Venues and languages:

First day at Salvation Army Building, New York; second day at the UN Headquarters. A ceremony was held at the office of the International Organisation of Francophonie on 27 June. Translation was available in four languages: English, French, Malagasy and Spanish.

Participants:

175 people took part in the seminar at UN Headquarters, including: 50 people from ATD Fourth World in Africa, Europe, the Indian Ocean, Latin America, and North America; from other associations: Mati-Bangladesh,⁷ and Luttes, Solidarités, Travail – Belgium; representatives

6. Mogaré is an ancestral vegetable dyeing technique for cotton, which uses natural pigments such as leaves, bark, fruit, wood ash and clay. It highlights traditional symbols.

7. This association is a correspondent of the Forum on Overcoming Extreme Poverty.

of UN institutions and diplomatic missions: Special Advisor of the Secretary-General on Post-2015 Development Planning, Assistant Secretary-General for Human Rights, UNDP, UNICEF, Ambassadors of Benin, France, Peru and the Philippines; academics from the Center for Social Policy - University of Massachusetts Boston and Oxford University; and representatives of civil society organisations: Friedrich Ebert Foundation, ITUC, Participate, and Social Watch.

Publications:

- A 30-page Working Paper “Toward Sustainable Development that Leaves No One Behind: the Challenge of the Post-2015 Agenda,” June 2013 (English, French and Spanish).
- Video: “Our Daily Fight against Poverty” (8’ and 20’ versions in English, French and Spanish) <http://vimeo.com/70123833>.
- Video “Discrimination and Participation” with interviews from Bolivia, France and Mauritius (7’, English, French and Spanish) <http://vimeo.com/75508962>.
- Video “Education for All” with interviews from Mauritius, Burkina Faso and the United States. (7’, English, French and Spanish) <http://vimeo.com/75565550>.
- Video “Decent Work and Social Protection for All” based on the experience of families living on a rubbish dump in Madagascar. (7’30, English, French and Spanish) <http://vimeo.com/75569519>.

23 October 2013 - National Workshop in Manila, Philippines:

Partners in Development – Listening to the Voices of Families Living in Extreme Poverty

Organisers:

ATD Fourth World-Philippines and UNICEF-Philippines, in partnership with the Philippine Council for the Welfare of Children (CWC).

Objectives:

- To present and strengthen the findings of the ATD Fourth World participatory action-research on poverty-related issues (housing, education, social protection and participation) in selected informal settlements in Metro Manila
- To create a venue for sharing views, practices and policy proposals that address the issue of poverty among stakeholders (government representatives, NGOs, academics and people with experience of poverty)
- To identify remaining barriers, policy gaps and areas for action towards poverty and disparity reduction and sustainable development for all.

Venue and languages:

The workshop took place in Museo Pambata, Manila. Translation was available in English and Filipino.

Participants:

90 people, including people living in poverty in Metro Manila; professionals in the field of education, social work and housing; representatives of CSOs, NGOs, academics, and civil servants from Philippine national government agencies: Department of Education, Department of Social Welfare and Development, Department of Interior and Local Government, National Housing Authority, National Anti-Poverty Commission, and Local Government Units (cities).

Publications:

- “Partners in Development: Listening to the Voices of Families Living in Extreme Poverty,” Report of the participatory action-research on housing and education conducted by ATD Fourth World - Philippines. (Pending in April 2014).
- Video “Millennium Development Goals: Evaluation by Those who Live in Poverty,” filmed in Manila” (6’ English, French, Spanish and Filipino), web doc *Unheard Voices*: <http://www.unheard-voices.org/objectifs-du-millenaire-pour-le-developpement-a-partir-de-lexperience-des-plus-pauvres-manille/?lang=en>
- Video recounting the process and findings of this action-research. (Pending in early 2014).

Webdoc *Unheard Voices: from Extreme Poverty to Social Change* <http://www.unheard-voices.org/?lang=en>

FINANCIAL SUPPORT FOR THE MDG EVALUATION AND SEMINARS:

- French Agency for Development
- Charles Léopold Mayer Foundation for the the Progress of Humankind

Other public funding:

- French Ministry of Social Affairs and Health
- UNICEF
- UNDP
- UNESCO
- World Bank

Other civil society funding:

- CCFD - Terre solidaire
- Fondation Air France
- GML Joseph Lagesse Foundation
- Oxford Institute of Social Policy

APPENDIX D

THE MDGs EVALUATED BY PEOPLE LIVING IN POVERTY AND EXTREME POVERTY: PARTICIPANTS IN THE INTERNATIONAL AND REGIONAL SEMINARS

1-4 October 2012 - National Seminar, Balfour, Beau Bassin, Mauritius

- Participants representing people living in poverty

Ms. Angela Begue, Ms. Shameema Bibi Zuleikha Boyroo, Ms. Léonia 'Tilly' Evenor and Mr. Joseph Larcher 'Rikarl' Pierre Louis from ATD Fourth World Mauritius; Ms. Vydwantee Soomara, from GML Fondation Joseph Lagesse; Ms. Daphné Hélène, from Nou Nouvo Baz; Ms. Mélanie Merle, from Solidarité-Unité-Développement; and Ms. Maksanah Farook, from Tiers-Monde Famille humanitaire.

- Participants representing civil society organisations

Ms. Nadine Ramday, ATD Fourth World Mauritius; Ms. Amita Boolauky, Arya Sabha Mauritius Association; Ms. Christiane Pasnin, Caritas Solitude; Ms. Violetta Poon Wai Wam and Mr. Nicholas Florine, GML Fondation Joseph Lagesse; Ms. Roseline Marie, Mouvement d'Aide à la maternité; Ms. Salma Leonide, Tiers-Monde Famille humanitaire; Ms. Nathalie Gendre and Ms. Amelie Rajaorison, International Movement ATD Fourth World.

- Academics, professionals, representatives of public services and business sector

Prof. Cyril Dalais, former early childhood education consultant with UNICEF; Mr. Alain Muneean and Mr. Shyam Rheeda, Fondation pour l'Enfance Terre de Paix; Ms. Kadress C. Pillay, National Empowerment Foundation; Mr. Menon Munien, Ministry of Education and Human Resources; Mr. Thakoorparsad Bhoyroo, Ministry of Social Security - National Solidarity & Reform Institutions; Mr. Ismael A. Bawamia, the Ombudsperson for Children's Office; Mr. Venceslous Asonganyi, UN Development Programme; Ms. Doorgawantee Ram-Gopal, UN Coordination Office; and Mr. Yan Hookoomsing, Hongkong and Shanghai Banking Corporation Ltd.

- Seminar facilitation committee

Mr. Jonathan Ravat, Institut Cardinal Jean Margéot; Ms. Maggy Tournaille, Ms. Martine Lecorre and Mr. Xavier Godinot, International

Movement ATD Fourth World; Ms. Jacqueline Madelon and Ms. Roseline Chung, ATD Fourth World Mauritius.

2-9 December 2012 - Regional Seminar in Latin America and the Caribbean, La Paz, Bolivia

• Participants representing action-research groups

Bolivia: Ms. Diva Bellido, Mr. Víctor Hugo Bacarreza, Mr. Juan Carlos Baltazar, Mr. Víctor Calla, Ms. Celia Chirinos, Ms. Marcelina Gúzman, Ms. Ángela Martha Mendoza Huarachi, Ms. Luisa Mita Antonio, Ms. Nora Perez, Ms. Emma Poma Janco, Ms. Gumercinda Quispe, Ms. Rocio Lizzeth Rosales Zambrana, Mr. Diego Sánchez, Ms. Clara Suárez, Ms. Agustina Torrez, Ms. Martha Torrico.

Brazil: Mr. Alan Brum Pinheiro, Ms. Vera Campeão, Mr. Luiz Cícero Nicácio da Silva, Mr. Lauro Sidney de Freitas Ottoni, Ms. Mariana Guerra Ferreira, Ms. Maria Neli Do Couto.

Guatemala: Ms. Linda Aura Karina García Arenas, Mr. Álvaro Iniesta Pérez, Ms. Nicolasa López Cruz, Mr. Carlos Alberto de la Torre Martínez, Mr. Cesar Augusto Torres García.

Peru: Ms. María Alvares Yucra, Mr. Wilfredo Arredondo Rivas, Ms. Karely Paredes Ochoa, Ms. Gabi Patricia Tito Villena, Mr. Félix Tunqui Puella.

• Other participants

Ms. Melva Laime, Simón Bolívar School of Teacher Training, Bolivia; Dr. Javier Espíndola, former WHO expert in the Latin America and Caribbean region; Ms. Eliana Pimentel, Deputy Minister of Employment, Coordination of Employment Policies, Bolivia; Ms. Lidia Quispe, National Federation of Domestic Workers (FENETRAHOB), Bolivia; Mr. Ernesto Pérez and Ms. Daniela Sánchez López, Human Development Report, UNDP - Bolivia; Ms. Mary Isabel Torres Bacarreza, Sovereignty and National Dignity, SODINAL, Bolivia; and Mr. José Luis Rivero Zegarra, Bolivian Centre for Research and Action in Education, CEBIAE.

• Seminar facilitators

Ms. Cristina Choquehuanca, Mr. Freddy Chuquimia, Mr. Matt Davies, Mr. Christophe Gérardet, Ms. Sandra Ochoa, Ms. Miriam Perez, Ms. Patricia Pérez, Ms. Mercedes Valdivia, Mr. Marcelo Vargas.

Coordination committee

Ms. Diana Skelton, Deputy Director, International Movement ATD Fourth World; Mr. Jacques Ogier, Mr. Marco Ugarte and Mr. Xavier Godinot, International Movement ATD Fourth World.

20-22 January 2013, Regional seminar, Brussels, Belgium:
Towards a Sustainable Development that Leaves No One Behind

• Participants in the action-research groups

Belgium:

ATD Fourth World People's University – French speaking section:
Mr. Didier Clerbois, Ms. Nathalie Collard, Ms. Elsa Dauchet de Calignon, Ms. Rose-Marie Legrand, Ms. Angèle Pens, and Ms Catherine Romanczak.

ATD Fourth World People's University – Dutch-speaking section:
Mr. Pierre Deleu, Ms. Marie-Luce Digeon, Ms. Katia Mercelis Delisse, Ms. Mireille Vlassenbroeck.

Le Pivot asbl: Mr. Henri Clark, Ms. Marie-Françoise Corrette, Ms. Mireille Debure, Ms. Odette Falque, Ms. Angélique Brun, Ms. Gwendoline Moisse.

Luttes, Solidarités, Travail asbl: Ms. Chantal Cornet, Ms. Andrée Defaux, Mr. Raphael Fanuel, Mr. Alain Jeukens, Mr. Luc Lefebvre, Ms Delphine Noel, Mr. Luigi Pellinelli, Mr. Jean-François Pietquin, Ms. Aurore Sarolea.

Centre of asylum seekers Red Cross – Natoye, Belgium: Mr. Abdoul-Kader Abdoulaye, Mr. Michel Bonnejonne, Mr. Mishka Meayanga Akamba.

Kauwenberg Centrum: Ms. Annemarie Decroock, Mr. Herman Goemans.

Spain: Ms. Eva Alvarez, Mr. Hector Diaz and Mr. Javier Menjon from ATD Cuarto Mundo.

France: Ms. Laurence Bischoff, Ms. Françoise Coré, Ms. Laurence Hamel d'Harcourt, Mr. Franck Lenfant, Mr. René Locqueneux and Mr. Bert Luyts from ATD Fourth World People's University.

Haiti: Mr. Saint-Jean Lhérisaint, ATD Quart Monde - Haiti.

Mauritius: Ms. Shameena Bibi Zuleikha Boyroo, Ms. Daphné Hélène, Ms. Jacqueline Madelon and Mr. Shyam Rheeda from ATD Fourth World - Mauritius.

Philippines: Ms. Catherine Calaguas, Ms. Cathy Doce and Ms. Anne-Sylvie Laurent from ATD Fourth World; Ms. Marilou Magat from Navotas C3 community.

Poland: Ms. Volha Baranchuk, Ms. Sylwia Dworaczek, Ms. Agnieszka Galazkiewicz, Ms. Monika Kalinowska, Mr. Robert Nowak and Ms. Elzbieta Szymczak from ATD Czwarty Swiat.

• Other participants

Mr. Helge Arends, European Commission – DG DEVCO A1; Mr. Angelo Baglio, European Commission – Head of Unit, Relations with Civil Society and Coordination; Mr. Rafal Bakalarczyk, EAPN Poland; Mr. Dominique Béchet, Regional coordinator for Europe, ATD Fourth World; Ms. Judite Berkemeier, European Economic and Social Committee; Ms. Alessia Biocco, EU's Committee of the Regions;

Mr. Roberto Bissio, Coordinator, Social Watch; Ms. Mercedès Bresso, First Vice-President, EU's Committee of the Regions, Mr. Marc Bringer, ATD Fourth World Representative to the EU; Ms. Elaine Chase, Oxford Institute of Social Policy – Department of Social Policy and Intervention; Mr. Pascal Chirhalwirwa, Panos Network – Central African Republic; Mr. Olivier Consolo, CONCORD Director; Ms. Françoise De Boe, Resource center for the fight against poverty, insecurity and social exclusion, Belgium; Ms. Clemence De Hemptinne, Université catholique de Louvain – UCL; Cristina Diez-Saguillo, ATD Fourth World Representative to the UN, New York; Ms. Véronique Dossogne, ATD Quart Monde Belgique; Mr. Patrick Dupriez, Chairman of the Walloon Parliament, Belgium; Ms. Eleonora Fanari, ICDR Country Representative India/Europe; Mr. George-Dixon Fernandez, FIMARC Fédération Internationale des Mouvements d'Adultes Ruraux Catholiques; Ms. Elena Flores, European Commission – DG ECOFIN Director Policy Strategy and Coordination; Mr. Xavier Godinot, ATD Fourth World – MDG Evaluation Programme Director; Mr. Charles Goerens, Member of the European Parliament; Ms. Claire Guénon Des Mesnards, CONCORD; Ms. Marilyn Gutierrez, ATD Quart Monde Europe; Mr. Christophe Heraudeau, CCFD Terre solidaire, - Département du partenariat international; Mr. Egbert Holthuis, European Commission – DG EMPL; Mr. Huang Haoming, Secretary General, Chinese Association for NGO Cooperation; Ms. Clarisse Imeneuraet, ATD Quart Monde Belgique; Mr. Henri Lourdelle, ETUC-CES; Ms. Damienne Martin, Coordination et initiatives pour réfugiés et étrangers – Ciré asbl Belgique; Mr. Philippe Maystadt, Chairman of the Federal Council for Sustainable Development Belgium; Mr. Claude Mormont, Entraide et Fraternité, Belgium; Mr. Jaime Munoz-Perez, Regional coordinator for Europe, ATD Fourth World; Ms. Nui Nakpassorn, ATD Quart Monde International; Mr. Ides Nicaise, HIVA - Research Institute for Work and Society, University of Leuven, Belgium; Mr. Jean-Baptiste Nsanzimfura, Belgium; Ms. Marjorie Orcullo, ATD Fourth World – Tabori International; Ms. Mathilde Panot, ATD Quart Monde Belgique; Ms. Christine Passerieux, Groupement français de l'éducation nouvelle GFEN; Ms. Isabelle Perrin-Pypaert, Director General, International Movement ATD Fourth World; Ms. Evelyne Pichenot, European Economic and Social Committee (EESC) Member; Mr. Jean-Pierre Pinet, ATD Quart Monde Belgique; Ms. Jacqueline Plaisir, Deputy Director, International Movement ATD Fourth World; Mr. Jacques-René Rabier, ATD Quart Monde Belgique; Ms. Valérie Ramet, ATD Quart Monde Belgique; Ms. Véronique Reboul-Salze, Regional coordinator for Europe, ATD Fourth World; Ms. Franziska Reiffen, Friedrich Ebert Stiftung Brussels; Ms. Marie-Cécile Renoux, ATD Fourth World Representative to the EU;

Mr. Ingo Ritz, Director of Programs, GCAP; Ms. Jo-Lind Roberts, ATD Fourth World; Mr. Gerhard Stahl, Secretary General, EU's Committee of the Regions ; Mr. Baudouin Sury, ATD Quart Monde Belgique; Mr. Bruno Tardieu, Director, ATD Quart Monde France; Ms. Marie-Ange Travella, Member, ATD Fourth World Delegation to the UE; Ms. Vaia Tuuhia, Delegate-General Association 4D; Mr. Herman Van Breen, Délégué national, ATD Quart Monde Belgique; Ms. Cécile Van de Putte, Déléguée nationale adjointe, ATD Quart Monde Belgique; Ms. Diana Van Oudenhoven, CGSLB-ACLVB Belgique; Mr. Xavier Verboven, European Economic and Social Committee Member; Ms. Anne-Sophie Vermeulen, ATD Quart Monde Belgique; Mr. François Vandamme, Belgian Ministry of Labour; Mr. Thierry Viard, ATD Fourth World – Coordinator, MDG Evaluation Programme; Mr. Jean-Marie Visée, ATD Quart Monde Belgique; Ms. Dominique Visée-Leporcq, ATD Quart Monde Belgique; Mr. Gerard Vives, Beyond 2015; Mr. Robert Walker, Oxford Institute of Social Policy - Department of Social Policy and Intervention; Ms. Min Yan, China-Europa Forum ; Mr. Pierre Zanger, ATD Quart Monde Belgique.

24-26 January 2013, International Seminar, Pierrelaye, France

- Activists representing people living in poverty involved in the action research

Ms. Marilou Magat, Ms. Catherine Doce, the Philippines; Ms. Shameema Boyroo, Ms. Daphné Hélène, Mauritius; Mr. Patrice Begaux, Ms. Chrystelle Herschdörfer, Belgium; Ms. Murielle Gelin, Ms. Pascale Poullain, France.

- Participants from civil society organisations involved in the action research

Mr. Thierry Viard, ATD Fourth World; Ms. Catherine Calaguas, Ms. Anne-Sylvie Laurent, ATD Fourth World Philippines; Mr. Saint Jean Lhérisaint, ATD Quart Monde Haïti; Mr. Shyam Reeda, Fondation pour l'Enfance Terre de Paix, Mauritius; Ms. Jacqueline Madelon, ATD Fourth World, Mauritius; Mr. Henri Clarck, NGO Pivot, Belgium; Mr. Charles Sendegeya, Kenya.

- Academics and representatives of international institutions and NGOs

Ms. Magdalena Sepúlveda Carmona, UN Special Rapporteur ; Ms. Kate Donald, Assistant to UN Expert; Mr. Roberto Bissio, Social Watch, Uruguay; Ms. Daniela Gorbounova, Social Watch, Bulgaria; Mr. Brandynn Hollgate, Center for Social Policy, University of Massachusetts Boston; Mr. Robert Walker, Oxford Institute of Social Policy; Ms. Cristina Diez-Saguillo, ATD Fourth World Representative to the UN, New York; Ms. Alison Tate, ITUC/CSI; Mr. Pascal Chiralwirwa, Panos Network – Central African Republic; Mr. Donald Lee, retired, UN DESA.

- Seminar facilitators

Ms. Marie-Rose Blunchi-Ackerman, Ms. Christelle Boissier, Mr. Xavier Godinot, Ms. Marilyn Gutierrez, Mr. James Jaboureck and Mr. Hervé Lefeuvre from ATD Fourth World.

- Coordination Committee

Ms. Isabelle Pypaert Perrin, Director General, International Movement ATD Fourth World; Ms. Diana Skelton, Ms. Jacqueline Plaisir and Mr. Jean Toussaint, Deputy Directors, International Movement ATD Fourth World.

14-15 February 2013, Regional Seminar, Antananarivo, Madagascar

- ATD Fourth World Members

Ms. Nathalie Gendre, Regional coordinator for Indian Ocean Region; Mr. Xavier Godinot, MDG Evaluation Programme Director; Ms. Hanitrianiala; Ms. Marie-Zoé Rabemanantsoa; Ms. Fenosoa Rabemanantsoa; Ms. Marie Rabodovoahangy; Ms. Voahirana Raharivololona; Ms. Lydia Raharivololona; Mr. Keny Rajaonarison; Ms. Amélie Rajaonarison, Regional coordinator for Indian Ocean Region; Mr. Martial Rakotondrahasy; Ms. Seheno Ramadamanana; Ms. Marcelline Ramanantsara, Vice-Chair, ATD Fourth World Madagascar; Ms. Elisabeth Rasoazanambaha; Mr. Justin Ratovonarivo; Ms. Hanitrarivo Justine Razafiarisolo; Ms. Sophie Razanakoto, Country Director; Mr. Arsène Razanatsimba, Chair, ATD Fourth World Madagascar.

- Participants from Youth Project

Mr. Safidy Andriamihasinoro; Ms. Jocelyne Rafaramihanta; Ms. Malala Randriamanana, Youth Project coordinator; Mr. Frederick Randrianantenaina.

- Miasa Mianatra Miaraka Cooperative (Working and Learning Together) Members

Mr. Jean-Patrice Malakia; Ms. Voahangy Ramiandravola; Ms. Jacqueline-Marie Rasoarimanana; Ms. Joséphine Rasoazanaivo; Ms. Vololona Raveloson, Deputy Director; Ms. Clarisse Razafindrafara.

- Other participants

Mr. Daniel Anaclet, Directeur exécutif adjoint, Andohotapenaka Development Council (CDA); Ms. Nirina R Andriantsalama, YLTP – FES (Fondation Friedrich Ebert Stiftung); Mr. Richard Daretry, Aide et Action, CP MCE; Ms. Céline Guillaud, Coordinatrice, Graines De Bitume; Mr. Luciano Herimanana, Ministry of Population et Social Affairs, Social Protection Department; Mr. Francis Jaozanany, Ministry of Population et Social Affairs; Mr. Constant Kadoso, Ministry of Youth and Leisure; Ms. Hélène-Françoise Leclercq, Advisor, French Embassy; Ms. Anne Moreau, AFAFI (mutuelle santé), INTERAIDE responsable de programmes; Mr. Jean-David Naudet, Director, AFD

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People Living In Extreme Poverty - Partners For Genuinely Inclusive Education

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-
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Knowledge Drawn from Experience: Building the Post-2015 Agenda with People Living in Extreme Poverty

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**23 October 2013 - National Workshop, Manila, Philippines -
*Partners in development: Listening to the Voices of Families Living
in Extreme Poverty***

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National Anti Poverty Commission (NAPC): Mr. Patrocinio Jude H. Esguerra III, Undersecretary; Ms. Lian Jumil Rivera.

Department of the Interior and Local Government: Mr. Francisco Fernandez, Undersecretary; Mr. Earl Eric Avelino.

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Council for the Welfare of Children (CWC): Ms. Brenda S. Vigo, Executive Director; Ms. Adelaida Chavez, Ms. Normina E. Miojica; Mr. Andre R. Canilang, PO III; Ms. Grace Alejandrino, PO IV.

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APPENDIX E

MILLENNIUM DEVELOPMENT GOALS

INDICATORS

(FROM THE MILLENNIUM DECLARATION)

Goal 1: Eradicate extreme poverty and hunger

- Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day
- Target 1.B: Achieve full and productive employment and decent work for all, including women and young people
- Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger

Goal 2: Achieve universal primary education

- Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Goal 3: Promote gender equality and empower women

- Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015

Goal 4: Reduce child mortality

- Target 4.A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate

Goal 5: Improve maternal health

- Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio
- Target 5.B: Achieve, by 2015, universal access to reproductive health

Goal 6: Combat HIV/AIDS, malaria and other diseases

- Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS
- Target 6.B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it
- Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases

Goal 7: Ensure environmental sustainability

- Target 7.A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources
- Target 7.B: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss
- Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation
- Target 7.D: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

Goal 8: Develop a global partnership for development

- Target 8.A: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system
Includes a commitment to good governance, development and poverty reduction – both nationally and internationally
- Target 8.B: Address the special needs of the least developed countries
Includes: tariff and quota free access for the least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction
- Target 8.C: Address the special needs of landlocked developing countries and small island developing states (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly)
- Target 8.D: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term
- Target 8.E: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries
- Target 8.F: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications

The Millennium Development Goals and Targets come from the Millennium Declaration, signed by 189 countries, including 147 heads of State and Government, in September 2000 (<http://bit.ly/1NgnuW>) and from further agreement by Member States at the 2005 World Summit (Resolution adopted by the General Assembly, A/RES/60/1, (<http://bit.ly/1nht8eX>)). The Goals and Targets are interrelated and should be seen as a whole. They represent a partnership between developed countries and developing countries “to create an environment —at the national and global levels alike— which is conducive to development and the elimination of poverty.”



“

Even in extreme
poverty, a person
has ideas.

If these ideas
aren't recognised,
people fall even deeper
into poverty.

”



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