Training Toolkit on Government Innovation for Social Inclusion of Vulnerable Groups

Module 2

Vulnerability and Leaving No One Behind for Achieving the 2030 Agenda











Contents

- 1. Addressing Vulnerability & Achieving the 2030 Agenda for Sustainable Development
- 2. Definition of Vulnerability
- 3. What is Government Innovation for Social Inclusion of Vulnerable Groups?

Learning Objectives

- To learn how addressing vulnerability and promoting inclusion of vulnerable groups are related to achieving the 2030 Agenda
- To understand what innovation in government is needed
- To understand that vulnerability is a systemic challenge
- To facilitate the understanding of & the discussion about vulnerability-related definitions necessary for addressing the following Modules.









- In the last decade, development has been progressing fast.
- Development is **unevenly distributed**, **unequal** and **too slow** to achieve the SDGs before 2030.
- This inequality impacts some groups more than others.
- Most affected: poorest & most vulnerable
- Marginalization of vulnerable groups exists both in developing and developed countries.





- "Transforming our world: the 2030 Agenda for Sustainable Development" was adopted by the UN General Assembly on 27 September 2015.
- The Agenda is a plan of action for people, planet and prosperity, with 17 Sustainable Development Goals (SDGs) and 169 Targets.

SUSTAINABLE GOALS DEVELOPMENT GOALS





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- The SDGs are **universal** (all countries) and **indivisible** (no cherry-picking, all SDGs are linked and relevant)
- "Transforming our world: the 2030 Agenda for Sustainable Development" (Sept. 2015) aims to promote human rights and address vulnerability by 2030
- The core principle: leave no one behind + endeavor to reach the furthest behind first
- Urgent need to empower the most vulnerable!



16 PEACE JUSTICE
AND STRONG
INSTITUTIONS
INSTITUTIONS

Photo credit: UN Photo/Manuel Elias





Which Agenda 2030 Goals illustrate inclusion of vulnerable groups as a cross-cutting principle?

In fact, <u>ALL SDGs</u> contain references to vulnerability. <u>Examples</u>:

- SDG 1 on poverty
- SDG 2 on food security, nutrition and agriculture
- SDG 4 on education and learning opportunities
- SDG 5 on gender equality
- SDG 6 on water and sanitation
- SDG 7 on affordable and clean energy
- SDG 8 on decent work
- SDG 10 on reducing inequality
- SDG 11 on cities, with a specific reference to the poor and vulnerable or those in vulnerable situations
- SDG 16 on peace, justice and strong institutions







Vulnerable groups are explicitly mentioned in the 2030 Agenda

- "The new Agenda builds on the Millennium Development Goals and seeks to complete what they did not achieve, particularly in reaching the most vulnerable." (p.6)
- "We are determined to mobilize the means required to implement this Agenda through a
 revitalized Global Partnership for Sustainable Development, based on a spirit of strengthened
 global solidarity, focused in particular on the needs of the poorest and most vulnerable and
 with the participation of all countries, all stakeholders and all people." (p.2)
- "People who are vulnerable must be empowered. Those whose needs are reflected in the Agenda include all children, youth, persons with disabilities (of whom more than 80 per cent live in poverty), people living with HIV/AIDS, older persons, indigenous peoples, refugees and internally displaced persons and migrants" (p.7).







It is impossible to achieve Agenda 2030 and its 17 SDGs if vulnerable groups are left behind









Definition of vulnerable groups according to the 2030 Agenda

"all children, youth, persons with disabilities (of whom more than 80% live in poverty), people living with HIV/AIDS, older persons, indigenous people, refugees and internally displaced persons and migrants [and] people living in areas affected by complex humanitarian emergencies and in areas affected by terrorism" (para. 23).



Photo credit: UN Photo/Logan Abassi



Photo credit: UN Photo/Amanda Voisard



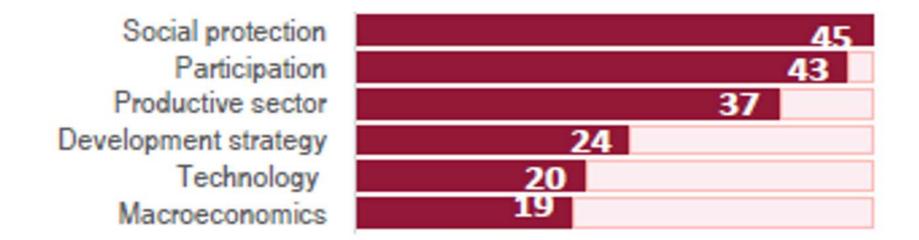
Photo credit: UN Photo/Kibae Park







Key areas identified as crucial to achieving Leaving No One Behind based on VNRs of 45 countries in 2019

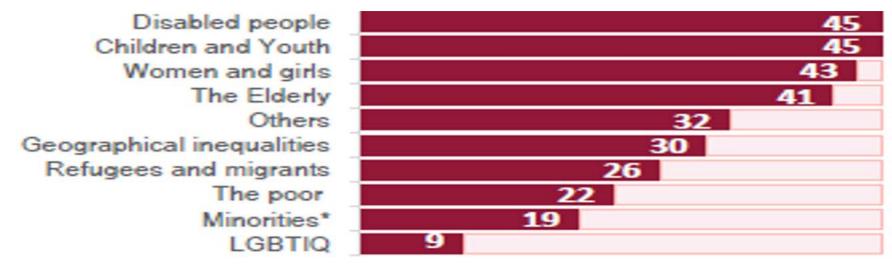


Source: CDP (2020) background paper No. 50





Who is left behind? based on VNRs of 45 countries in 2019



*Include racial, ethnical, religious and indigenous groups

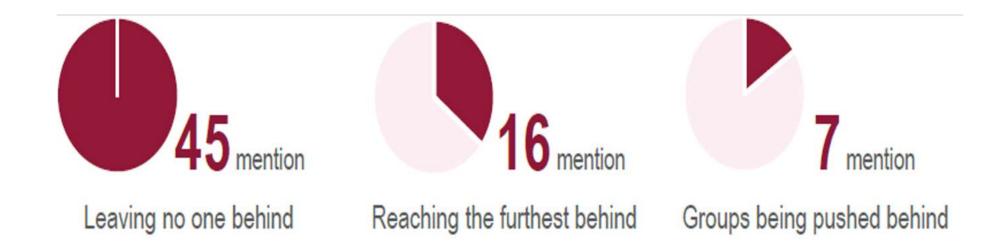
Source: CDP (2020) background paper No. 50







Strategies to address most marginalized often missing - based on VNRs of 45 countries in 2019



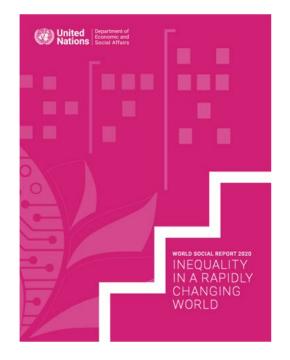
Source: CDP (2020) background paper No. 50





"Large gaps in well-being and opportunities within and among countries are national as well as global problems, demanding integrated, multilateral solution"
- UN DESA World Social Report 2020 -





Source: UNDESA (2020) World Social Report 2020

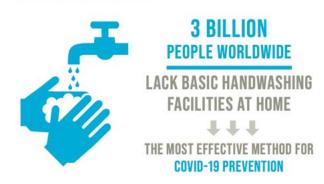






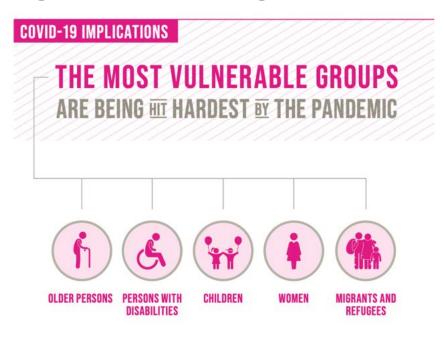


COVID-19 IMPLICATIONS









FEWER THAN 1 1 5 PEOPLE
USE THE INTERNET IN LDCs (2019)



Source: UNDESA (2020) Sustainable Development Goals Report 2020









- **Vulnerability** is a weakness or some area where you are exposed or at risk (https://www.yourdictionary.com/vulnerability).
- Vulnerability = the quality of being vulnerable (= able to be easily hurt, influenced, or attacked), or something that is vulnerable (Cambridge dictionary)
- Vulnerability is a theoretical concept that is not measurable or observable
- Vulnerability is a very broad term -> context-dependent -> many different definitions
- The only consensus in academia: vulnerability is bound to a specific location and context







- Vulnerability is not a natural phenomenon
 - It has historical, social, cultural, environmental, political, economic roots

For understanding & addressing vulnerability, we must have a **clear view** on all contributing causes & circumstances

- Vulnerability is **systemic**
 - ➤ It is the **addition of a number of causes** and not a single phenomenon
 - Solutions to overcome vulnerability must be systemic too



Photo credit: UN Photo/Isaac Billy



Photo credit: UN Photo/OCHA/Mark Garten







- Vulnerability is complex and multi-dimensional
 - This is why the process of identification may be challenging
- A thorough identification process needs to combine different types of methodologies and data sources
- Identification processes are challenging because of the lack of e.g. universally accepted methodology, disaggregated data, inconsistent data, insufficient technical skills to evaluate





- Vulnerability is dynamic not a static phenomenon.
- It can be related to :
 - \triangleright present conditions \rightarrow e.g. state of poverty, war, famine
 - future conditions → e.g. risk of socio-political, economic or environmental threats that eventually lead to e.g. poverty, war, famine
 - ➤ **Risk** means "the potential for consequences where something of value is at stake [and there is] a probability of occurrence of hazardous events" (IPCC, 2018).





Photo credit: UN Photo/OCHA/Mark Garten







- Vulnerability is a multi-faceted concept.
- It denotes susceptibility to harm / reduced ability to respond to threats.
- It might depend on :
 - social, economic and/or environmental context
 - living conditions
 - power structures
 - social organization







- Vulnerability varies from situation to situation
 - within the same group there might be different types of vulnerability
- Vulnerability is dynamic
 - it might change overtime in unexpected ways







Photo credit: UN Photo/John Isaac

Photo credit: UN Photo/Eskinder Debebe

Photo credit: UN Photo/Rick Bajornas







- Neglect of policy attention or lack of strategy to address vulnerability
 - > e.g. lack of effective strategies to reach the furthest behind
- Exclusion from channels of communication with central State increases vulnerability
 - > e.g. no welfare, no economic development, no public service
- Minorities are considered vulnerable because of their difficulty to access to public services
 - e.g. literacy barriers, language, disabilities, lack of resources
- Vulnerability can occur because of unforeseen and rapid changes
 - ➤ e.g. environmental disaster or mismanagement, demographic changes, economic processes, urbanization, hazardous livelihood options







• World Bank: vulnerability is an "exposure to risk that leads to unacceptable levels of deprivation".

- Intergovernmental Panel on Climate Change (IPCC): vulnerability is "the ability or inability of individuals and social groupings to respond to, in the sense of cope with, recover from or adapt to, any external stress placed on their livelihoods and wellbeing".
 - Example: less means (i.e. ability) to adapt (i.e. to respond) to climate change (i.e. external stress) = more vulnerability











- Office of the High Commissioner for Human Rights (OHCHR)
 - Vulnerability = inability to enjoy human rights + high exposure to risk of violation and abuse.
 - States have the duty to heighten care and respect and fulfil human rights
 - Uphold human dignity & recognize and address vulnerability.





- United Nations Office for Disaster Risk Reduction (UNDRR):
 - "The conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards."
- World Health Organization (WHO):
 - "Vulnerability is the degree to which a **population**, **individual or organization** is unable to **anticipate**, **cope with**, **resist and recover from** the **impacts of disasters**."





Increased vulnerabilities due to urbanization process

Bangalore: growth of urban sprawl 1973 – 2006

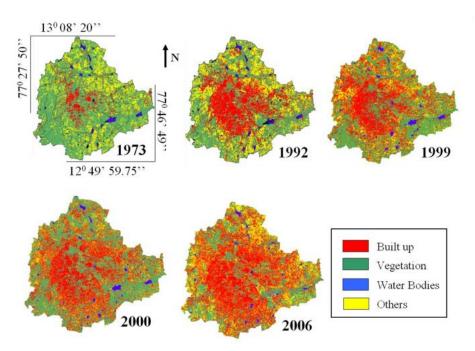






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What is government innovation?

- Innovation in government is about finding new ways to impact the lives of citizens, and new approaches to activating them as partners to shape the future together. It involves overcoming old structures and modes of thinking and embracing new technologies and ideas.
- The potential of innovation in government is immense; however, the challenges governments face are significant. Despite this, governments are transforming the way they work to ensure this potential is met.

Source: OECD Embracing Innovation in Government - Global Trends, February 2017





What is government innovation?

- Government innovation is not continuous incremental improvements of services (e.g. adding a Facebook page to a service) but it is about <u>discontinuous</u>, <u>systematic and relevant change</u> (e.g. offering a service only via a Facebook page).
- Given the public sector context, which is often constraining, and the need for more systematic and strategic innovation, the role the public manager/staff is to <u>strike a balance</u> between stability and predictability on the one hand, and leadership, change and innovation on the other hand.

Why is government innovation needed?

- Social, political, environmental and technological factors are all combining to mean that staying the same is not an option.
- Multi-faced/changing needs and vulnerabilities of vulnerable groups
- Government capacity gaps







3. What is Government Innovation for Social Inclusion of Vulnerable Groups? Styles of government action*

Government as a	Early stage	Framing	Scaling	Developing		
Collaborator Working with others to build evidence and develop ideas	Champion Rulid a case for change and retain allences for action.	Convening power Draw Logarity and the form discountry than the form of the for	Connecting networks	Co-producing Co-deliver by seering different actors from abross the system to deliver outcomes.		
Steward Steering a sector through influence and information	Agenda setting Build awareness and confidence in new opportunities by providing thought leadership.	Strategy and skills planning Prepare for changing workforce demands and consequences of change.	Educating and informing Ensure regulation is sufficiently understood and citizens know what is available to them.	Giving a voice Creating platforms for officens and stakeholders to protect vested rights and interests.		
Customer Buying goods and commissioning services	Catalyst Review, identify and invest in key opportunities with strategic value.	Standard setting Develop standards for data collection and presentation.	User-centred commissioner Understanding citizen needs and contracting services that deliver best impact.	Leverage buying power Utilise public procurement to encourage investment, innovation, and protect consumer rights.		
Provider Designing, providing and modifying public services	Innevator Create test beds, sandboxes and trials in real world settings.	Service redesign Establish legitimacy for more human-centred services, harnessing political will for change.	Service provider Provide services directly or indirectly through funding and target setting.	Choice architect Nudging behaviour so that the default is both attractive and easy.		
Funder Stimulating or leading investment	Early adopter invest in the exploration of new opportunities with strategic value.	Fiscal incentives Direct finance to stimulate new thinking that can drive future opportunities.	Grants and subsidies incentivise behaviour change through grants or other incentives.	Platform provision Scale up proven ideas through existing infrastructure and public services.		
Regulator Regulating a sector and coordinating enforcement	Encourage voluntary codes Support self-regulation, without legislation, allowing for greater flexibility.	Governance Ensure regulation supports the conditions for change and delivers the policy intent.	Building a regulatory environment Ensure regulation enables the intended policy outcomes.	Compliance Support enforcement and harmonise regulatory compliance environment.		
Legislator Making laws and amending legislation	Green papers Publish proposals for discussion with stakeholders and the public.	White papers & draft bills Publish proposals for consultation and pre-legislative scrutiny.	Primary and Secondary legislation Statutory Instruments: ru created by delegated auch and enact legislation. Amend rules Statutory Instruments: ru created by delegated auch Secretary of Statutory Instruments: rules and enact legislation.			

Vork in progress (July 2019 version). Please provide feedback on this prototype.

Source: UK Policy Lab Blog https://openpolicy.blog.gov.uk/category/policy-lab/



^{*} Examples of different formal and informal powers and levers for government policy-makers





3. What is Government Innovation for Social Inclusion of Vulnerable Groups? Government as a system

	dovern			acvernii	nent as a system		
	Influence	Engage	Design	Develop	Resource	Deliver	Control
'Softer'	Advising Advising citizens and signposting options to help them find support	Listening Creating platforms for citizens and stakeholders to protect vested rights and interests.	3 Connecting Encourage experts and citizens to co-create change.	Championing Building a case for change and retain alliances for action.	S Charging Collecting charges for service for example prescriptions, passports or parking.	Nudging Applying behavioural science or encouraging voluntary codes.	7 Devolving Devolving decisions to frontline staff, other authorities or citizens.
shared with others	Lobbying Using existing networks and platforms to influence an issue or cause.	9 Informing Providing data, sharing knowledge. For example public information advice.	Engaging Engaging citizens, stakeholders and partners to deliberate on an issue of importance.	Agreeing Formal agreements e.g. Memoranda of Understanding (MOU).	Incentivising Promoting behaviour change through grants, subsidies or other incentives.	13 Educating Providing materials so citizens know what's available to them.	Providing assurance Providing assurance / checks and balance on powers.
	Agenda setting Build awareness & confidence in new opportunities by providing thought leadership.	Consulting Consulting the public or stakeholders on an issue to understand needs and impact.	Analysing Analysing and interpreting data from local and international contexts.	Partnering Establishing formal partnerships on an issue of importance to parties.	Contracting Utilising public procurement to encourage supply chain innovation.	Building Making infrastructure investments & public commissions e.g. highways.	Licensing Providing Scientific e.g. Taxis, bars & clubs, traders & markets, and health & safety.
Patterns of action across local, national and international	Role modelling Role modelling culture or values through local, national or international presence.	Drawing together expertise from across system. Including deliberative approaches e.g. citizen juries.	Forecasting Foresight, horizon scanning and predictive analytics.	Planning Setting strategy and making plans e.g. Industrial Strategy.	Co-funding Co-funding activity and pooling budgets with domestic or international partners.	Providing Delivering services directly or indirectly through funding and target setting.	28 Regulating Ensuring regulation enables the intended policy outcomes. Also amending rules, statutory instruments and orders.
contexts	Auditing Auditing and reviewing activities to inform action.	Collaborating Collaborating with different actors from across the system to deliver outcomes.	Modelling Modelling different scenarios, shaping and deciding on delivery models.	Commissioning Commissioning services and outsourcing contracts. Also decommissioning as needed.	Targeting Utilising initiatives to influence on a particular issue e.g. Cultural programmes	Reforming Harnessing political will for change to improve outcomes.	Making an intervention to correct or improve a market or social context e.g. correcting market failure.
	Governing Establishing governance and setting up formal structures such as boards.	Negotiating Early engagement on a shared interest or issue including diplomacy.	Testing Testing, prototyping and learning to establish efficacy of a proposed intervention.	Interpreting Translating policies across different places and jurisdictions.	Investing Investing in various forms including Inward investment and foreign direct investment.	Safeguarding Overseeing the welfare of vulnerable groups.	42 Enforcing Support enforcement and harmonise regulatory compliance environment.
More 'formal'	Publishing Publishing plans, priorities, guidance and reviews.	Running elections Running democratic services and elections.	Piloting Small scale trials to learn lessons and establish an evidence base for change.	Drafting Publishing proposals for consultation and pre- legislative scrutiny e.g. white papers and bills.	Funding Direct finance to stimulate markets or deliver positive outcomes.	Preventing Intervening early or investing in preventative measures e.g. Public health.	49 Sanctioning Putting in place sanctions e.g. embargoes and political trade restrictions.
power often associated with governments	Scrutinising Establishing scrutiny committees for example section 15 powers.	Setting standards Harmonising and setting standards for different stakeholders.	Evaluating Evaluating efficacy of activities or interventions to establish value for money and impact.	Legislating (Primary and Secondary) Supporting a bill through parliament and enacting legislation.	Recovering Recovering debt and other actions to address fraud and error.	Protecting Protecting consumer rights and supply-chain. Upholding of standards.	Prosecuting Powers to investigate and prosecute criminal offences e.g. Local Gov Act 1972.

Source: UK Policy Lab Blog https://openpolicy.blog.gov.uk/category/policy-lab/





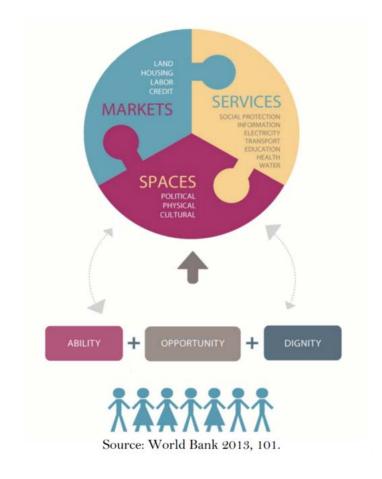


Social inclusion is:

"The process of improving the ability, opportunity and dignity of people disadvantaged on the basis of their identity to take part in society" (World Bank 2013, 50).

The World Bank considers three interrelated channels through which inclusion can be enhanced: ability, opportunity, and dignity. All three channels act in tandem to produce the conditions for individuals and groups to take part in society. (Figure: Framework for Social Inclusion)

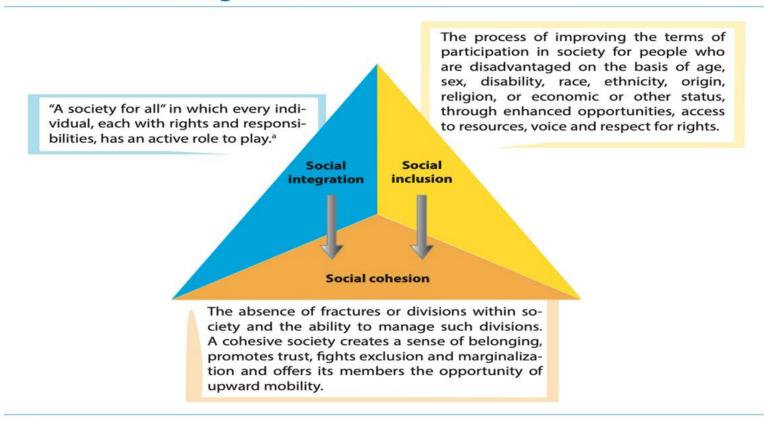
Source: World Bank. 2013. Inclusion Matters: The Foundation of Shared Prosperity. Washington DC: World Bank







Social inclusion, integration and cohesion



Source: Based on Easterly (2006), Hulse and Stone (2007), OECD (2011a), United Nations (2010).

UN DESA (2016) Report on the World Social Situation 2016



^a Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995, para. 66.





Social inclusion of vulnerable groups starts with government innovation including innovating governance and public service delivery for vulnerable groups

- How can government empower vulnerable groups?
 - By listening and understanding their concerns and needs
- How can government listen & understand concerns?
 - By partnering up, communicating effectively & acting alongside vulnerable groups
- What next?
 - Create public services that reflect concerns and needs of such groups





- Inclusive public service delivery for vulnerable groups
 - ➤ Vulnerable groups should be engaged in **co-designing** and **co-creating** public services to address their special needs
 - > Especially the essential public services such as health, education, water and sanitation
- Participation in consultation for policy designing and in policy implementation, monitoring and evaluation
 - Institutionalize the engagement of vulnerable groups and evaluate the impact of such mechanism
 - Multi-channel engagement is important for vulnerable groups
 - Supreme Audit Institutions, parliament and civil society organizations for the interests of vulnerable groups should all foster such participation



Group Work







Group Work (1)

Work in pairs and discuss the following questions:



- How is vulnerability defined in your country/organization?
- How is this definition country-specific and how does it link to SDG implementation?
- What are approaches, strategies and tools for identifying vulnerable people and their multifaceted and heterogenous vulnerabilities?





Group Work (2)

Work in pairs and discuss the following questions:



Discuss and see whether you agree on the following set of conclusions.

- Vulnerability is about individual people some people are more vulnerable than others.
- Vulnerability is about groups of people with common characteristics and who tend to be as a group
 in a similar situation of vulnerability.
- Vulnerability is about processes that lead people and groups of people with common characteristics being 'vulnerable'.
- Vulnerability is about actors that influence the way these processes identified above are playing out.







Group Work (3)

Write down your answers to the below question in post-its



- Why do we need innovation in government?
- Why is innovation in government critical for social inclusion?
- Who should be included in designing new services and why?

Then share three key insights with other participants & the whole group in the plenary





Background Materials

Key Readings	 UN (2015), Transforming our world: the 2030 Agenda for Sustainable Development, A/RES/70/1, United Nations. Suggested reading: Paragraph 23. UN DESA (2020), World Social Report 2020: Inequality In A Rapidly Changing World, http://www.un.org/development/desa/dspd/wp-content/uploads/sites/22/2020/02/World-Social-Report2020-FullReport.pdf
	• UN DESA (2016), Leaving no one behind: the imperative of inclusive development. Report on the World Social Situation 2016: Executive
	Summary, https://www.un.org/esa/socdev/rwss/2016/executive-summary.pdf
	UN Committee for Development Policy Report (2019), BACKGROUND PAPER NO. 49, https://www.un.org/development/desa/dpad/wp-content/uploads/sites/45/publication/CDP-bp-2019-49.pdf
Further Readings	 UN DESA (2015), Vulnerability-Resilience Country Profile (VRCP) A country-owned analytical framework for assessment of sustainable development in Small Island Developing States. https://sustainabledevelopment.un.org/content/documents/1982Vulnerability-Resilience%20Country%20Profile%20(VRCP).pdf OECD (2015), Integrating Social Services for Vulnerable Groups: Bridging Sectors for Better Service Delivery, http://dx.doi.org/10.1787/9789264233775-en Hinkel, J. (2011), Indicators of vulnerability and adaptive capacity: towards a clarification of the science-policy interface, Global Environmental Change, vol. 21, n. 1, pp. 198-208.: https://www.sciencedirect.com/science/article/abs/pii/S0959378010000750?via%3Dihub UNDP (2019) Development approaches to migration and displacement UNHCR (2016), Vulnerability Screening Tool: Identifying and addressing vulnerability, United Nations Publications. More info at: https://www.unhcr.org/protection/detention/57fe30b14/unhcr-idc-vulnerability-screening-tool-identifying-addressing-vulnerability.html UN OHCHR (2016), Principles and Guidelines, supported by practical guidance, on the human rights protection of migrants in vulnerable situations, United Nations Publications. More info at: https://www.ohc.org/Documents/Issues/Migration/PrinciplesAndGuidelines.pdf UN (2018), More Protection, Focus on Helping Vulnerable Groups Key to Achieving 2030 Agenda, Speakers Stress, as Social Development Commission Begins Annual Session https://www.un.org/press/en/2018/soc4856.doc.htm UN DESA (2018), Majority of the world's cities highly exposed to disasters, UN DESA warns on World Cities Day https://www.un.org/development/desa/en/news/population/world-cities-day-2018.html





Background Materials

Additional	Topic: Interpretation of the term vulnerability
Readings	Hinkel, J. (2011), Indicators of vulnerability and adaptive capacity: towards a clarification of the science-policy interface, <i>Global Environmental Change</i> , vol. 21, n. 1, pp. 198-208. Access online at: **The All Provided Control of the Science of Control o
	https://www.sciencedirect.com/science/article/abs/pii/S0959378010000750?via%3Dihub
	Topic: Which consensus on the term vulnerability?
	• Clutter, S. (1996), Societal Vulnerability to Environmental Hazards, <i>Progress in Human Geography</i> , vol. 20, n. 4, pp. 529-539. Access online at: https://www.researchgate.net/publication/249871422 Societal Vulnerability to Environmental Hazards
	Topic: Vulnerability and adaptation to climate variability and change
	Brooks, N. (2003), Vulnerability, risk and adaptation: a conceptual framework, <i>Tyndall Center for Climate Change Research</i> , Working Paper n. 38. https://www.ipcc.ch/apps/njlite/srex/njlite_download.php?id=5463 (Suggested reading: Chapter 1 and 2).







End of Module 2

